A Downtown Plan

for

Frederick, Maryland

Technical Report

Phase II

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Washington, D. C.

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Introduction

The proposed plan for downtown Frederick is the subject of a printed report, which presents textual and graphic material to illustrate the proposals included. This report is intended to provide additional background material on the plan and its implementation. It is technical in nature and is not intended for wide distribution; its contents will be of interest primarily to those persons who will be directly involved in the implementation of plan proposals.
I. The Plan in General

The plan for downtown Frederick is based upon some fundamental findings, which are discussed in some detail in the Preliminary Report on this project. In summary, these findings are the following:

- **No radical changes are in prospect for basic land use and circulation patterns in the Downtown area.** There are basically three alternative courses of action for Downtown Frederick. These are (1) to take no action: to continue as the community has continued in the past, only taking positive steps when conditions became intolerable; (2) to redevelop the Downtown area as a shopping center, demolishing the old buildings and providing new streets, modern stores, and large parking areas; and (3) to take actions to enhance the area in its present form: to take advantage of the special architectural character of the area and improve on it without destroying it. The first two alternatives have been rejected—the first because the tremendous investment the city has put into Downtown over the years should not be lost and because recent events have shown that inaction and neglect can be destructive if continued too long. The second alternative—to turn Downtown Frederick into a "shopping center" was rejected because so doing would produce, simply enough, just another shopping center, with no particular distinction and no particular advantages over any other. And there is little need or opportunity for such a change, because substantial increases in space needs are not expected and because the current land use pattern is basically sound. Preservation of the special character of the area will preclude extensive redevelopment, and radical changes in the street system are not possible without unacceptable disruption of existing facilities.

- **Preservation of the architectural character of the area is of the utmost importance.** The special historic atmosphere in Downtown Frederick is one of its most important assets. Substantial changes in this character would leave the area nothing to distinguish it from outlying shopping centers which have other competitive advantages, such as easier accessibility and free parking. To compete for trade, Downtown Frederick must capitalize on its unique heritage.

- **Retail expansion will be relatively limited.** Although shoppers' goods sales in Frederick's market area are conservatively expected to increase from $59 million in 1970 to $59 million in 1980 and $103 million in 1990, sharpened suburban competition will limit
the Downtown area's ability to capture these increases. It is probable that increases in Downtown sales will be represented primarily by increased receipts of existing establishments, rather than large increases in space, although physical growth in retail facilities is clearly possible if improvements are made in the appearance and functioning of the area.

- **Increases can be expected in public and private office space.**
  Downtown Frederick will continue to be the best location for city, county, state, and federal offices and expansion in these functions are inevitable as Frederick County's population grows. Professional and commercial offices, also, will seek the advantages of Downtown's central location.

- **Physical and social conditions in deteriorating residential areas adjacent to Downtown must be improved.** Residential areas to the north and south of the business area are in poor condition and contain substandard services. These conditions must be improved in the interest of the whole city and of the Downtown, and related programs must be undertaken to improve social and recreational services in these areas, as well.

In accordance with these findings, the plan places great emphasis on an improvement of the general appearance of the downtown area, on the provision of public-building sites which can serve to encourage and promote private improvements in their vicinity, and on a direct attack on deterioration and lower-income housing shortages in surrounding neighborhoods. In physical terms, its features are the following.

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

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

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

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

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

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

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

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

Special attention to situations providing special opportunities for new development. The Downtown area provides some unusual opportunities for new development. A particularly good opportunity is the open space south of West Patrick Street.

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

II. Specific Projects

A number of distinct projects can be identified within the plan. These projects are in many ways interdependent: although they can be carried out singly, and in some cases will be carried out by different agencies, accomplishment of several or all of them will enhance the value of each one.

Neighborhood Improvements

One of the principal recommendations in the plan is the institution of a Federally-funded "Neighborhood Development Program" (NDP). The NDP is an urban renewal technique through which Federal assistance is provided for a continuing year-to-year program of improvements within a project area (see Appendix "A"). The proposed project would take place in an area bounded roughly by South Street, South Carroll Street, Carroll Creek, West Patrick Street, and DeGrange Street, plus an extension north of Carroll Creek about halfway to Patrick Street between Court Street and Middle Alley. In this area, there are currently 278 buildings. Only 30 of these are in good condition; 155, or 56 percent, are dilapidated or in need of major repairs. One hundred fifty-three buildings are of historic interest, and many of them are important from a historic point of view.
The project would include the construction of new low- or moderate-income housing, the new School Board building, the extension of parking areas, the renovation of historic structures, and clearance of a small number of dilapidated buildings. Assistance also should be given for the upgrading of small businesses in the South Market-All Saints Street area, and for the development of new employment sources, possibly in the industrially-zoned areas southeast of the Downtown area.

The first phase of the NDP is proposed to include two sub-projects. One would be a new housing area west of Bentz Street, which would provide 120 new housing units and displace about 30 existing units in very poor condition. This sub-project would also provide off-street parking for these units and might include the renovation of some of the historic buildings on West Patrick Street. We understand that some rehabilitation is occurring in this area; the plan should provide for the retention of buildings being improved. The other sub-project in the first phase would be the acquisition of a site for the new Board of Education headquarters and the development of some parking areas.

Estimated costs of the proposed first year of the project are as follows:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Cost</th>
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</thead>
<tbody>
<tr>
<td>Survey and Planning Activities</td>
<td>$90,000</td>
</tr>
<tr>
<td>Project Administration</td>
<td>$100,000</td>
</tr>
<tr>
<td>Land Acquisition</td>
<td>$1,130,000</td>
</tr>
<tr>
<td>Site Clearance</td>
<td>$60,000</td>
</tr>
<tr>
<td><strong>Gross Project Cost</strong></td>
<td><strong>$1,380,000</strong></td>
</tr>
<tr>
<td>Land Disposal Proceeds</td>
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</table>

**Net Project Costs**

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>Federal Share (3/4)</td>
<td>$752,250</td>
</tr>
<tr>
<td>Local Share</td>
<td>$250,750</td>
</tr>
</tbody>
</table>

The local share of the project can be made up of cash or non-cash credits, including street improvements, parks, schools, public utilities, and the like.

**New Public Buildings**

New public buildings are needed principally for County functions. The City Hall will be adequate for city needs for several years, and state and Federal needs will probably be filled in leased space in the nearer future, at best.
A County office space study has identified County needs as follows:

**Judicial Services.** There is an immediate need for a second courtroom and accessory spaces for the Circuit Court totaling approximately 8,200 square feet of space; a third courtroom will be needed by 1990 and a fourth by 2000. The local Bar Association and two Grand Juries have called for a new courthouse in Downtown Frederick.

**Executive Services.** The office space study projects a need for approximately 9,500 square feet of general County office space immediately, 14,750 more by 1980, and 4,250 by 1990, a total for the next two decades of 28,500 square feet. In addition, the Board of Education is proposing a new office building of some 50,000 square feet of space, and a new central library, including administrative offices for the County library system, is badly needed.

To meet these needs, the plan proposes the following disposition of activities in existing and new facilities:

- A new courthouse, to be built in combination with the new central library on a site north of West Patrick Street and west of Court Street. This location would allow use of an underutilized area, near the existing courthouse and the Downtown area's concentration of legal offices. This building would be either built by the State of Maryland or built by the county for lease to the State, most probably the former. The county should immediately enter into discussions with the State aimed at an agreement on the timing and financing of this facility. Total space needs for the new courthouse call for a building of about 33,000 square feet. The estimated cost would be about $1,200,000, which would either be in State funds or financed by the county and reimbursed from rental payments from the State. The State official in charge of arranging for space for the new court organization is Mr. William Badger, Deputy Secretary, Department of General Services.

- A new central library, as part of the complex suggested above. Some planning has been done for this facility. Progress should continue on detailing specifications, designing, and building the new library. The design should include restoration of the former Black Horse Tavern (now the Frederick Motor Company) and construction of additional space to the north in an integrated design. Federal assistance under Section 101-504 of the Library Services and Construction Act, administered by the Department of Health, Education and Welfare, should be available for this purpose.
Since the present national administration is requesting that no funds be appropriated for construction under this program, citizens and officials of Frederick should support efforts by their representatives in Congress to assure appropriation of these funds. The possible cost of construction at current prices for a 50,000 square foot building (not including furnishings, books, etc.): $1,750,000, with an undetermined portion contributed by Federal library and/or historic preservation funds.

The library-courthouse complex can be an important asset to the Downtown area, making good use of the underutilized interior of this block, providing Frederick with first-class accommodations for these important functions, restoring the historic Black Horse Tavern (first built in 1810), and adding a substantial, useful, and stable element to downtown activity. The library would face West Patrick Street through the restored Tavern, although the bulk of its facilities would be in a modern addition to the rear. Loading space for deliveries and book-mobiles would be provided on the east side. The courthouse would face North Bentz Street to the west and a plaza between it and the library to the east. The western entrance would be served by a driveway with visitor parking and would look across a basin formed by widening Carroll Creek to Bentz Street. The gasoline station on Bentz and Patrick streets should eventually be removed, but if this is not economically feasible should be shielded with walls and landscaping from the courthouse. The old houses facing Patrick Street should be retained and restored as offices; the combined facade of these houses as seen from the east on Patrick Street is very pleasant and distinctive. The courtyard between the two buildings would serve as an open-space extension of Baker Park toward the Downtown commercial core. A passageway would allow access through to West Church Street and the existing courthouse. A wall along the north side of the courtyard would preserve the privacy of the back yards of houses (many of them already converted to professional offices) on Church Street.

The land for this complex should be acquired at the earliest possible time, to avoid increasing land costs.

- A new office building for the Board of Education. Two optional sites are suggested for this building, north or south of Carroll Creek on South Market Street. It is proposed that the site—whichever location is used—be acquired as part of the Neighborhood Development Program, probably in the first two-year action period, around 1973-1974.

The funds for this building will, under current policies, come from the State of Maryland. The Board has budgeted a sum of $2,4 million for its construction. The building would be
located on the shore of Carroll Creek, and its site development would include the development of the adjacent section of the Carroll Creek Parkway and possibly a footbridge across the creek to parking areas. Long-term parking should be located on the south side of the creek.

Each of the two alternative sites for this building has advantages. The more northerly site would be closer to other County office buildings, could provide a continuous building facade along South Market Street, and would displace fewer businesses. However, displacement of businesses might be minimized in the urban renewal process by careful design of the building (the illustrative site plan indicates retention of most of these buildings) or by purchase of nearby stores by the urban renewal authority to rent, trade, or sell to displaced businesses. Use of the site on the south side of the creek for building would allow the use of the area north of the creek for parking to serve the business area. A new building on the more southerly site would also help in an upgrading of the currently deteriorating South Market Street area, one of the principal approaches to the Downtown core.

Expansion of general county offices is recommended to take place in three areas: we suggest that offices of the County Commissioners and related functions be moved to the old Courthouse after completion of the new facility; other County offices would expand in the existing School Board Building and an addition to the east wing of Winchester Hall.

Another proposed public facility project in the downtown area is the development of a community center, including a center for elderly persons, a teen center, and other similar functions on the site of the former North Market Street Elementary School. This center would serve the whole city, and is in a good location to serve public housing and lower-income neighborhoods northeast and northwest of downtown. In early stages it could be housed in the existing school building; however, the building is probably not in good enough condition for renovation for long-term use and a new building should eventually be built.

**Improvements to Principal Streets**

This proposal is to include Market, Patrick, and Church streets, and possibly sections of other adjacent streets in the areas where pedestrian traffic is heaviest. It can be increased or reduced in extent as appropriate. The purpose of the proposal is to improve the attractiveness and the utility of streets and pedestrian areas in the core of the downtown area. It is not suggested that any street be closed to traffic; this would be impractical because of the limited number
of streets and the need for automobile parking and circulation. The sidewalks, however, would be widened at selected points to provide additional space for landscaping, benches, and pedestrian circulation area. The one-way street system provides special opportunities for these extensions: the sidewalk would be extended at each intersection on the corners opposite those where turns can be made. The space used cannot be used for circulation or parking (although a limited number of parking spaces might be removed to provide more sidewalk space) so no usable street area is lost, and the extensions actually shorten the width of street which must be crossed by pedestrians. The total number of on-street parking spaces lost if this system were applied to all of the core area would be less than a dozen.

Improvements installed in these widened sections could include trees and other landscaping, benches, telephone booths, notice boards for announcements of community activities, and carefully designed direction signs. A continuing attempt should be made to place power lines underground throughout downtown, but especially in the blocks where sidewalk improvements are proposed. This approach has been used successfully in such cities as Ann Arbor, Michigan and Cedar Falls, Iowa.

Implementation of this concept in a pilot block might be undertaken as a trial. The block of Market Street between Patrick and Church would be a good one for this pilot treatment: it is the most central block, with the heaviest pedestrian traffic, and most of the overhead wiring in this block is already in the interior of the block. The estimated cost of this improvement is $50,000 per block—about $5.00 per square foot of area. Thus the cost would be about $50,000 for the pilot block, of which half might be obtained from a Federal open space or urban beautification grant under Section 705 or 706 of the Housing Act, administered by the Department of Housing and Urban Development (see Appendix "B"). The estimated cost of improving all of the blocks suggested in the plan for this treatment (generally Market Street from All Saints to 3rd and Church and Patrick Street from Carroll to Bentz Street) could be as much as $800,000, all eligible for the 50 percent Federal grants. Twenty to thirty percent of the street length involved and an equivalent proportion of the cost, could be accomplished as part of the library, Board of Education, and urban renewal projects.

Additions to the Parking Supply

The insufficiency of parking is the most frequently cited problem now existing in Downtown Frederick. There is no precise way to determine downtown parking requirements, since they vary widely with the size of the city, its character, and with local driving habits. A survey of weekday parking found 1,262 vehicles parked in the area where the parking problem is the greatest—generally below Fifth Street.
to All Saints Street. In that same area there were 1,790 spaces, about 720 of them on the public streets, 1,070 in off street parking lots. For current conditions, the area should be provided with at least 2,000 spaces and these should be more convenient to shopping and work locations than are many of the existing 1,780. For future growth, at least 500 more spaces should be added. And as many of these spaces as possible should be off the street.

The number of spaces which can be provided in the future will depend as much on the availability and cost of land and the amount the downtown community is willing to spend for parking as on any calculated need. The provision of more than 2,500 spaces would benefit the area; fewer than that will not cause its demise as a business center. And the provision of additional spaces must not destroy the residential community, together with the churches and other non-commercial facilities are as important to its life as are its shops and offices.

The plan proposes three general methods for increasing parking space in the Downtown core: (1) extension of the East and West Patrick Street lots through acquisition and removal of obsolete buildings, largely those fronting on South Market Street; (2) construction of decked parking on the more central lots, for example, the one behind the City Hall; and (3) acquisition and development of additional smaller parking lots in spaces behind commercial buildings facing on Market and Patrick streets.

The extension of the Patrick Street lots could take place at least partially through the Neighborhood Development Program described more fully in an earlier section. The parking structure behind the City Hall might hold as many as 300 automobiles; prevailing prices for such structures are in the range of $2,500 to $3,000 per space (although there are many variables which could either raise or lower this figure an appreciable amount), which is very close to the estimated cost of purchasing new land, demolishing buildings, and developing new surface lots. An example of the development of a new moderately-sized surface lot is that suggested for the interior of the block bounded by North Market, West Second, North Court, and West Third streets. The area behind the Market Street frontage is now largely wasted, with small parking areas, unused buildings, and vacant space combined in a patternless jumble. The removal of the burned-out former Elks Club building provides an opportunity to open up access roads on the north and south sides of this space, even while retaining a portion of the Elks Club site as a "vest-pocket" park. If some of the buildings within this space could be removed a parking lot for thirty to fifty cars could be developed. In addition, rear loading facilities could be provided for at least some of the Market Street stores, rear
customer entrances could provide additional exposure for the stores, and one or more pedestrian passageways could be built through to Market Street, offering additional space for displays or small shops. Nearby residential yards could easily be shielded from this lot by a wall along the western edge.

The proposals for additional off-street parking in the downtown core could add about 500 off-street spaces to the supply, most of them in locations close to the shopping core. Additional spaces could be added by placing parking decks on other lots—possibly those on South Market Street—and possibly by improving additional areas behind stores fronting on Market and Patrick streets.

The cost of additional parking will have to be borne by the city, unless a special development district could be organized. In either case, at least a portion of the cost could be returned from parking fees or meter revenues.

**Parks and Open Spaces**

Two general and continuing projects for the development of parks and open spaces are proposed; first, the improvement of areas along Carroll Creek as a linear parkway and, second, the development, as opportunities permit, of "vest-pocket" parks in the downtown core. The Carroll Creek Parkway would extend from Baker Park to—eventually at least—a regional park along the Monocacy River. Frederick's Comprehensive City Plan proposes such a park from the Fairgrounds northeastward to the Monocacy Park, and its extension through the city core could add immeasurably to the environmental quality of the area. Much of the shoreline is now owned by the city, and the programmed construction of a trunk sewer along the creek presents a special opportunity to develop landscaping, pedestrian and bicycle paths and other facilities appropriate to a park. An important element of this improvement would be the upgrading of the playground between the creek and West All Saints Street. This is proposed to be an important project within the Neighborhood Development Program. Another suggestion is a widening of a short section of the creek where it would pass in front of the proposed new courthouse, to provide a special quality for the western facade and approach to that building.

Construction of this project might take place over a period of years, and sections of it could be carried out by private owners and as part of other public projects, such as the new courthouse and Board of Education building, the urban renewal area, and the installation of the new trunk sewer. The total cost: for this park within the downtown area might be $200,000, including the constructions mentioned. In addition, some of the work could be aided by Federal open-space grants under Sections 705 or 706 of the Housing Act. (see Appendix "B")
"Vest-pocket" parks are small parks ranging from a few hundred to several thousand square feet in area. They should be developed as opportunities are presented: a deteriorating building comes on the market, a public-spirited citizen donates a small piece of land, or construction of a building or a street leaves a small remnant of land unused. Vest-pocket parks may contain only landscaping or area for walking, sitting, and lunching. Generally they are paved, rather than planted with grass; landscaping is usually in planter-boxes and small plots, planted in trees, shrubs and flowers. Two specific small areas are suggested for this treatment at this time: the portion of the former Elks Club property not used for access to the parking area behind, and a small area on the south side of the City Hall which is currently used only for pedestrian traffic. The entrance to the City Hall parking lot could be enhanced further by removing the parking space on the south side of the southern access road closest to Market Street and installing landscaping and benches.

Other vest-pocket parks should be developed as changes continue to take place in the city. Attempts should be made especially in cases where their development can be combined with that of parking lots or public buildings. For example, if one of the stores on the west side of Market Street between Second and Third streets can be acquired, a park could be installed which provides access to the parking lot inside the block. And the Market Street frontage of the large parking lots south of Patrick Street should be developed with trees, benches and landscaping.

Development of these parks could cost up to $5.00 per square foot, depending upon the type of landscaping and other improvements. Improvements of the parks by garden clubs and other groups could, of course, reduce the cost considerably.

The Private Opportunity Area

Although substantial expansions of retail facilities in the downtown area do not seem likely at the present time, they are not totally out of the picture if the area can show strength in the face of suburban competition. And increases in private office space should take place at a moderate rate. Plans for downtown Frederick should include provision for such growth at least as a future option. Opportunities for future commercial growth exist in several directions. North on Market Street, frontage is currently underutilized and new commercial development could easily take place if sufficient parking can be provided. There are some opportunities for additional commercial development eastward on Patrick Street, especially if the automobile sales operations there start to move to the city's fringe, since space for their expansion is limited. Commercial expansion could also take place through upgradings of facilities on Market
Street south of Carroll Creek. But the most desirable commercial sites would be along West Patrick Street, where large ownerships and proximity to the municipal parking lots, as well as to the proposed major public improvements north of Patrick Street, provide superior conditions for new facilities. The area between Court Street and Market Street would be an excellent one for a major retail outlet, with good parking and accessibility. The plan suggests the development of an office building west of Court Street on West Patrick. The market for a large building on this site cannot be demonstrated for the immediate future, so we suggest that such a building be developed in stages. The first stage would be a low-rise building on the Patrick Street frontage, designed to blend with the John Hanson house and other existing buildings along this street. At a later stage, a larger extension could be built to the south and east, possibly with frontage on Court Street. This building could be aimed at different types of tenants: doctors, lawyers, and other professionals, business services, and a variety of private tenants; and blocks of space might be leased to state and Federal agencies with offices in Frederick. Proximity of the building to city and county offices could be an asset for these public agencies.

Other Actions

A number of other actions and projects can produce important benefits for the city and county as well as for the downtown area. Downtown improvement will result from a wide variety of individual public and private activities. Some of those which have particular relevance in Downtown Frederick are the following:

Removal of Overhead Wiring. The jumble of overhead wiring in the downtown area is generally recognized to be an important obstacle to the creation of a truly attractive environment there. The state legislature has recognized this in its passage of a resolution asking the Public Works Commission and the Maryland Historic Trust to carry out a study of possible removal of overhead wires in historic districts in the state. Although funds for the study have not been assigned specifically, the two agencies are now exploring ways in which it can be carried out. Frederick should support these efforts in every way possible.

It is clear that undergrounding of wires in old areas is expensive: not only are there direct costs for placing wires underground, there are also costs of rewiring individual customers along the way. Based on a number of studies carried out in Maryland communities in recent years, the cost of underground wires in the area bounded by South, Fourth, Carroll, and Bentz streets might be as high as two million dollars.
Landmark Designation. It is strongly recommended that the city apply for designation of the entire historic district of Frederick as a National Landmark. In order to receive Federal funds for historic preservation to assist in the renovation of such structures as the John Hanson house and the old Baltimore and Ohio Station, the buildings or area involved must be designated as historic landmarks.

The procedure for achieving such designation takes place in two phases:

Phase I. Entry on State Register

1. An inventory is made of the structures involved, including a documentation of their historic status. Much of this work can be done by the State Historic Trust.

2. Selection of structures by the state liaison officer for nomination to the National Register. Structures included will be (a) those known to be worthy, (b) those recommended by the counties, and (c) those identified by field surveyors of the Maryland Historic Trust and by individuals.

3. The list is then presented to a committee appointed by the Governor which selects the buildings to be placed on the State Register and to be recommended for the National Register.

Phase II. Entry on the National Register

A statewide plan is submitted to the National Park Service for designation of buildings and areas as National Landmarks. Information included is:

1. A description of the exterior and interior architecture.

2. A description of the historic merit of the building or area.

3. The geographic location.

4. A description of the historic forces related to the building or area.

5. A designation of structures worthy of preservation or restoration with the ultimate uses proposed.

Historic districts of densely built up development can be designated if groups of buildings create an atmosphere worth preserving. The district boundaries can be changed in the future, but they must be justified by the fact that the effect created by all the buildings in the area is greater than the importance of individual buildings.
We recommend that Downtown Frederick be submitted for consideration as an historic area. As part of this project we are suggesting a delineation of a proposed historic district (an alternative could be the district already defined by the city). Local historic organizations should proceed immediately to ascertain from the Maryland Trust the specific information needed for the application. Some work on the identification of historic structures in Frederick City and County has already been carried out by the Trust, and action has started on data collection for certification of the John Hanson House. Work by local organizations, the State Trust, and by Senator Mathias' office on the Hanson House should be closely coordinated.

**Continuing Promotion of Tourism.** One of the most promising "growth" activities for the future which can benefit Downtown Frederick is tourism. Increases in leisure time in the coming years can increase tourism and related activities. Organizations in the city and County should explore ways of attracting tourists to the area and making their stay here pleasant and worthwhile. Some activities which should be undertaken in this field are the following:

1. Timely implementation of the downtown action program, to increase the general attractiveness and to enhance the special character of the area.

2. Implement the improved direction-sign system outlined below.

3. Continue to survey potential tourist attractions in the area and to develop attractive literature describing these attractions and, if possible, describing "self-guided" tours including them. Appendix "C" outlines a number of possible attractions within easy driving distance of Frederick. This program should be undertaken by a County-wide organization, or possibly one covering a larger region of central western Maryland. Such a more inclusive agency might be able to support a small staff on contributions from several local jurisdictions; it is perhaps revealing that State tourist literature describing the various regions in the State lists an on-going promotion agency for every region but this one.

4. Investigate the possibility of organizing bus tours, based in Washington or Baltimore, including downtown Frederick and other county locations. Some possibilities could be modeled on those in Europe which demonstrate some of the local industries and institutions: a one-day tour from Washington could visit a research and development plant on I-70, New Market, downtown Frederick for lunch, a dairy farm, and Stronghold or Catoctin State Park. A two-day tour could visit Annapolis, the new city of Columbia, and Frederick County. The Washington Board of Trade estimates that
500,000 foreigners visit Washington every year; even if many of these are diplomats and businessmen, a very large number must be tourists who would be interested in seeing sights more typically American than Washington's monuments. Other guided tours could be designed more specifically for American tourists.

Success in bringing these tours to the County and into Downtown Frederick will depend heavily on the effectiveness of programs to preserve the County's natural resources and to improve the downtown area's appearance and the quality of its services.

Improvement of Approaches to the City and the Downtown Area. A continuing effort should be carried out to improve the approaches to the historic core of the city. The principal approaches and their particular needs are the following:

South Market Street. Sections of this street between New Design Road and South Street are not unattractive—they are lined by historic buildings, the Maryland School for the Deaf, and Mount Olivet Cemetery—but they must be protected from new commercial or other development which is out of character with the historic city (such as the "Colonial" car-wash across from the cemetery) and overhead wires should be placed underground as soon as possible. The section north of South Street should be upgraded through the encouragement of renovation by property owners and reconstruction of dilapidated sections through Neighborhood Development Programs.

South Jefferson-West Patrick-South Streets. This is the principal entrance to central Frederick from the west and south and the route of a large proportion of the tourists who visit the city. South Street, like parts of South Market, has attractive historic buildings which, if upgraded and well maintained, can be a pleasant introduction to the historic area; here again, overhead wires should be removed and encouragement should be given to building owners to maintain structures in good condition.

On South Jefferson and West Patrick west of the South Street portion of this route, the principal problem is unsightly strip-commercial development. The landowners and operators of commercial establishments in this area should be encouraged (and required, to the extent possible, through city legislation) to keep signs to a minimum size and number, to upgrade the appearance of buildings, and to provide landscaping to improve the general aspect of this route.

East Patrick Street. East Patrick Street is the main entrance to Downtown Frederick from the east. In general it is not unattractive except where there are abutting commercial facilities.
However, it passes through an area zoned for light industry and could well become as run-down as East Street. The city should require that new activities along East Patrick and, for that matter, along East South Street provide setbacks and landscaping on the street frontage and limit the size and number of signs, to maintain the generally good appearance here.

Rosemont Avenue. This street is much less used by visitors entering Downtown, but provides a fairly good route from the north. It passes through some of Frederick's more pleasant residential neighborhoods, and needs little, if any, improvement.

Bentz Street. In the present one-way system, Bentz Street is the principal entry to Downtown from the north. Passing largely through residential areas it is attractive even in the lower-income neighborhoods. The City's efforts here should be concentrated on conservation of these neighborhoods, presumably as a part of an on-going, city-wide program.

East Street. East Street has been recommended in the plan to be the main entrance to Downtown from the north. It would be a multi-lane thoroughfare bypassing and providing access to Downtown. At the present time, this street is highly unattractive, lined with scattered commercial, industrial, and residential uses. Public actions should be aimed at its redevelopment as a boulevard, with adjacent industrial and commercial facilities set back from the road and landscaped, with as much control as possible of signs.

In order to make the approaches to Downtown as understandable as possible to visitors, direction signs to the area should concentrate visitor traffic in a limited number of approach routes. If this is done, directions to the historic buildings and other points of interest can be simplified. The most heavily used entrances will be South Market Street and Jefferson Street-South Street, with East Patrick and a northern approach also carrying substantial amounts of tourists. To concentrate the approach traffic as much as possible, signs to downtown should direct visitors to both South Market Street from Route I-70N and to West Patrick Street from the north via the Bypass.

Direction Signs. The plan recommends the installation of a number of new direction signs. This project should be carried out by the city, possibly with the assistance of other organizations, as part of its routine direction-sign program. These signs will be of three types: (a) signs on major highways indicating the direction to downtown Frederick, (b) signs in and near downtown Frederick indicating routes to historic and other tourist attractions, and (c) signs in the downtown area indicating routes to parking areas. The cost of these signs should be borne by the city.
We propose that the signs use a standard, well-designed format, be placed in appropriate locations throughout the city and the downtown. Within downtown, this should be done in combination with redesigned light standards and other "street furniture". A suggested design for the direction signs has been submitted, which uses as a theme Frederick's famous skyline; these signs would be of three main types--directions to the historic area from the main regional highways, directions to historic and important sites and buildings within downtown, and directions to parking lots. Designs for new light standards, trash bins, and other street furniture should be obtained from several manufacturers and selected after review by citizens and businessmen.

The Cost of the Program

Estimated costs of the various projects described here are, of course, very rough and preliminary. Public costs are summarized here only to provide an order of magnitude--an indication of the scale of the proposals. The total estimated cost should then be compared with costs of other community projects: a high school ($2.6 million), a bridge ($567,000), or a trunk sewer ($1.2 million).

<table>
<thead>
<tr>
<th>Project</th>
<th>Total Cost</th>
<th>City</th>
<th>County</th>
<th>State</th>
<th>Federal</th>
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<td>Neighborhood Improvement Program (first phase)</td>
<td>$1,000,000</td>
<td>$ 250,000</td>
<td>$ 750,000</td>
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<td></td>
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<td></td>
<td></td>
<td>$1,550,000</td>
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<td></td>
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<td>Parking Structure City Hall</td>
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<tr>
<td>Other Parking Improvements</td>
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<td>Sidewalk widening, Improvements</td>
<td>400,000</td>
<td>200,000</td>
<td></td>
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<td>50,000</td>
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<td></td>
<td>50,000</td>
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<tr>
<td><strong>Total</strong></td>
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<td><strong>$1,370,000</strong></td>
<td><strong>$1,350,000</strong></td>
<td><strong>$3,950,000</strong></td>
<td><strong>$1,950,000</strong></td>
</tr>
</tbody>
</table>

1/ Federal share of parking facilities would be in the form of the Federal urban renewal grant where parking improvements were made in the NDP area.
Appendix A

Procedures for the Neighborhood Development Program

1. The Neighborhood Development Program makes possible urban renewal action now. The program was developed to:
   a. permit early rehabilitation and development activities;
   b. accelerate development and visible improvement by permitting planning concurrent with rehabilitation and rebuilding activities;
   c. permit more rapid and flexible response to public and private development opportunities and citizens' needs;
   d. facilitate more effective programming and budgeting by financing on an annual cost-need basis;
   e. stimulate and accelerate the early provision of public and private facilities and social services, and low- and moderate-income housing.

2. Description
   a. N.D.P. has particular adaptability to areas where the primary renewal effort is to conserve and improve existing neighborhoods. These areas are particularly adaptable to the staging of activities provided by N.D.P.

       The urban renewal plan should clearly provide for the statement of social and economic objectives to be achieved, and clearly delineate steps to be taken to implement the social and economic objectives and provide adequate services to the residents of the area.

   b. Financial Assistance. HUD provides financial assistance in the form of loans and grants for urban renewal activities that are carried out on the basis of annual investments.

   c. Eligibility. Each urban renewal area, contiguous or not, must meet the eligibility requirements for urban renewal treatment of Federal, State, and Local law.

   d. Programming Activities. The program permits annual renewal activities that will result in net achievement in and of themselves. There need be no lag between the decision that an area in serious physical condition and the beginning of actual activities to improve the area.
e. **Planning.** The planning for an N.D.P. urban renewal area is a continuing process which is flexible enough to deal quickly with development opportunities as they arise. Guidance is provided not only on the basis of a very broadly drafted plan but also for more specific plans that are necessary to insure sound redevelopment. For areas that require greater detail, additional planning may be done at the same time as early execution activities are initiated and carried out.

f. **Funding.** In an N.D.P., the Federal aid contract for the annual increment of a program provides loans and grants to carry out activities programmed during a 12-month period. Normally, HUD will make a reservation of funds for one year in advance of the action year; however, HUD has no obligation to provide funds for other than the action year. If funds are available, however, and a local program is acceptable to HUD, a locality can anticipate receiving financial assistance based on its need for subsequent annual increments of its program.

g. **Local Grants-in-Aid.** Local grants-in-aid are generally calculated as in a conventional urban renewal program. The required local share must equal one-third or one-fourth of the Net Project Cost and be contributed in the form of local grants-in-aid. These consist of: (1) cash payments, (2) land donations, and (3) credits for certain non-Federal expenditures for supporting facilities, project improvements, and activities that serve the urban renewal project and therefore are called non-cash grants-in-aid.

h. **Summary of Other Major Requirements.**

   --A workable program for community improvement must be in existence.

   --Present relocation requirements would apply to each annual increment.

   --Local approval and public hearing requirements must be met.

3. **National Goals**

   Any annual N.D.P. application including a new urban renewal area must identify the national goals and local priorities that area will seek to serve. These may be stated as objectives of the plan. HUD will then determine if the plan will serve to accomplish one or more of the national goals as well as serve local priorities.
Appendix B

Federal Implementation of the Downtown Plan

Implementation of the Downtown Plan must make the best possible use of Federal and other assistance programs. A review of Federal programs which may be applicable to some of the action projects contemplated here indicates five general categories of action.

1. Urban Renewal and Housing
2. Construction of Community Facilities and Services
3. Historic Preservation
4. Open Space and Beautification
5. Transportation

Urban Renewal

This program is discussed in Appendix A with respect to a proposed project in the All Saints Street area. Briefly, the program could include financial assistance for the rehabilitation of existing buildings, for construction of public utilities, for construction and mortgage financing of new housing, for historic preservation, for demolition of structures which are beyond their useful life, and for related actions.

Community Facilities

Federal funds are available for several types of community facilities which should be located in or near the Downtown area. The programs which appear to be particularly appropriate here are the following:

Public Library Construction. This program, authorized by the Library Services and Construction Act, Sections 101-504 and administered by the Department of Health, Education, and Welfare, authorizes grants for the construction of new buildings, additions to buildings, or renovation or acquisition of existing buildings for use as public libraries. This program could be used to assist in the rebuilding of the historic Black Horse Tavern on West Patrick Street as a new central library.

We understand that the Nixon Administration has asked that construction funds under this program not be appropriated this year; the County should press for its appropriation and should apply for participation in the program.

Neighborhood Facilities Grants. This program is authorized by Section 703 of the Housing and Urban Development Act of 1965 and administered by the Department of Housing and Urban Development. It provides funds
for the construction or rehabilitation of "multi-service neighborhood centers which offer a wide range of community services." The services included might be health, recreation, or social; examples of facilities are neighborhood or community centers, senior citizens' centers, youth centers, and comprehensive health centers and the programs they might accommodate include:

--rehabilitation or relocation counseling services and other similar site functions in connection with urban renewal projects.

--employment, job training, and vocational rehabilitation services

--health and vocational counseling services

--housing and home management services

--welfare services

--recreation, meetings, classes in arts and crafts, and similar community-center activities

--consumer information and education

--legal aid

Funds for this program may be applicable on at least two recommended projects in the Downtown area: conversion of the Market Street School to a community center and a neighborhood center developed as part of the All Saints Street renewal project.

Public Facility Loans. This program is administered by the Department of Housing and Urban Development under Title II of the Housing Amendments of 1955 to the Housing Act. It involves the making of direct loans and repayable advances for up to 100 percent of the cost of public works when credit is not otherwise available on reasonable terms. Public works for which these loans are available are construction of water and sewerage facilities, gas distribution systems, street improvements, public buildings (except schools), recreation facilities, jails, and others. The program might be utilized for any of several public works proposed in the plan.

Historic Preservation

Because of the numerous buildings of historic interest in and near downtown and their substantial value to the economic welfare of the community, aids for historic preservation should be utilized to the greatest possible degree. The programs which are available are the following:
Open Space and Beautification

Several public programs are available for providing assistance to localities in the provision of open space, recreation facilities, and beautification. The specific programs which appear to be applicable in Frederick's Downtown area are the following:

Open Space Land Acquisition and Development Grants. This grant program is administered by the Department of Housing and Urban Development under Section 702 of the Housing Act of 1961. Grants will amount to up to 50 percent of the costs of: acquiring undeveloped land, or, if undeveloped land is insufficient, limited amounts of developed land; demolition of appropriate structures; related real estate services; and such development activities as roadways, signs, and landscaping, but not major structures or facilities. Acquisition and development must be in accord with a unified and officially coordinated area-wide program for open space acquisition and development. Development costs are only eligible for facilities on land acquired under the program. A facility proposed in the plan which could be financed under this program (assuming that prerequisites are fulfilled) would be the Carroll Creek parkway.

Urban Parks and Open Space in Built-Up Urban Areas. This program is similar to the one just summarized: it also is administered by DHUD, in this case under Section 705 of the Housing Act. It is aimed more specifically at acquisition of developed land in urban areas and might be more appropriate for facilities in Downtown Frederick; it also involves grants of up to 50 percent of costs. It could be used for acquisition and development of the Carroll Creek Park and of small urban parks within the Downtown Core.

Land and Water Conservation Fund Grants. This program is administered by the Bureau of Outdoor Recreation of the Interior Department under the Land and Water Conservation Fund Act of 1965. Under it project grants are made for the acquisition and development of public outdoor recreation areas for which other federal funding is not available. All types of recreation projects are available, including hiking trails, swimming pools, and small urban parks. Money through this program might be obtained for any of the park or recreation facilities mentioned above if they do not qualify for other Federal programs.

Urban Beautification and Improvement Grants. These grants are made by the Department of Housing and Urban Development under Section 706 of the Housing Act of 1961. They provide for up to 50 percent of the cost of park and recreation-area upgrading and development, including improvements of waterfronts, streetways, and public squares. These grants might be used for improvement of the proposed Carroll Creek Park, small parks in the remainder of the area, and the sidewalk widenings proposed for sections of Market, Patrick, and Church streets.
Historic Preservation Grants. The Department of Housing and Urban Development will make project grants of up to one-half the cost of acquisition, restoration, or improvement of sites, structures, or areas of historic or architectural significance in urban areas under Section 709 of the Housing Act of 1961, as amended. If the structure to be restored is to be open to the public on a regular basis, complete restoration of the interior building components is an eligible project, but if the building is to be used for private purposes only, costs of making the structure safe and external restoration are eligible. This program might be utilized for restoration of the John Hanson House, the old Baltimore and Ohio Railroad Station, and buildings in the area for which restoration for private purposes is desirable.

The National Park Service of the Department of the Interior is also authorized to make grants for historic preservation, under the National Historic Preservation Act of 1966. Grants must be made to states, and are apparently aimed primarily at historic surveys and plans for historic preservation; however funds may be used for the acquisition and development of historic properties which are on the National Register of Historic Places.

The agency in Maryland responsible for dealing with the historic preservation activities is the Maryland Historic Trust. The Trust is empowered (1) to acquire and administer historic properties, (2) to take title to properties and have them administered at the local level, (3) to hold title and a long-term leaseback contract to the group who were formerly the owners, (4) to preserve, restore, or remodel properties, (5) to help fund group projects either through the Trust's own revolving fund or the Trust's grant-in-aid, (6) to assist in setting up the government contracts necessary to obtain Federal funds where a property or group is eligible, and (7) to conduct an information and education campaign on the Trust's functions and procedures.

The Trust is creating historic preservation committees in all Maryland counties; these committees are to manage and implement preservation projects. It is conducting surveys of all Counties. At the present time it has a list of 1,000 buildings in Frederick County, 400 of them in Frederick City, which are being recorded. This list should be examined in detail so that priorities can be assigned for preservation action. One objective of this more detailed study will be the designation of the most valuable buildings for the state or national register of historic buildings. Designation on the National Register will make buildings eligible for preservation grants under the National Historic Preservation Act of 1966.
It seems probable that the most appropriate Federal aid programs for Downtown Frederick park and open space improvements will be the Urban Parks and Open Space Program and the Urban Beautification and Improvement Program, under Sections 705 and 706, respectively, of the Housing Act of 1961. These two grant programs cover all of the park improvements proposed in the plan.

Transportation.

The Federal aid programs for transportation are with very few possible exceptions, administered through the State Highway Department. Other than the widely-used Federal aid highway programs, the most promising transportation program is TOPICS (Traffic Operations Program to Increase Capacity and Safety). This program makes funds available for major street improvements not involving major capital expenditures; some examples of work are planning and construction of intersection grade separations, widening of lanes, channelization of traffic and traffic control systems. Utilization of this program would be very helpful in improving both through and bypass road capacities in areas affecting Downtown.
Appendix C

Existing and Potential Tourist Attractions In and Near Frederick

This Appendix lists more than sixty building sites, and other features located within one hour of Frederick, which represent existing or potential tourist attractions. Some of these are already visited by thousands of tourists each year; some will be of fairly limited appeal. But these—and the list is still probably incomplete—represent what must be a sufficient base for a program of tourism. The program remains, however, to be organized and many of the features listed must be renewed, enhanced, and/or protected to provide the requisite attraction.

Museums*

Historical House in Westminster---fine collection of fashion model dolls, rare flags, Carroll County history

Farm Museum, Westminster---a pre-machine age farm in operation

RFD Museum, Historical House, Westminster---exhibition of records, pictures, and correspondence of the first county-wide RFD in the United States (Carroll County)

Bureau of Standards Museum, Gaithersburg

Historic Bridges*

Covered Bridges. Utica Bridge, Frederick County

Roddy Road Bridge, Frederick County

Owens Creek Bridge, Frederick

Stone Bridges. These structures have been identified and listed by the Tourist Division of the Maryland Department of Economic Development because of their beautiful stonework. They were built by European settlers in Central Maryland, many of whom had belonged to the stoneworkers guild in their native countries. The Division has listed nearly twenty such bridges in areas reasonably near Frederick; most of them are crossings of Antietam and Little Antietam Creeks.

* Lists assembled by the Tourist Division, Maryland Department of Economic Development, except items marked **.
Historic Inns*


Peter Pan Inn, Urbana. Popular eating place centered around old Maryland home and garden. Meals family style.


Black Horse Tavern, Frederick,** Extensively remodeled, now an automobile sales company.

Historic Homes*

Barbara Fritchie House, Frederick. Replica of the home of the heroine of Whittier's ballad.

Roger Brooke Taney house and Francis Scott Key Museum, Frederick.

John Hanson house, Frederick.** Not open to the public.

Ross House, Frederick.** Not open to the public.

Rose Hill, Frederick.** Former home of Thomas Johnson.


Hager House, Hagerstown, 1740. First home built in the area. Stone mansion with fort-like arrangement to withstand Indian attack.

Carrollton, near Buckeystown.**

Religious Structures*

Tomb and shrine of the Blessed Mother Seton, St. Joseph's College, Emmitsburg. The place where Mother Seton established the first order of the Sisters of Charity in America and performed her work.

Replica of the Grotto at Lourdes, St. Mary's College, Emmitsburg.

* Ibid.
Other noteworthy religious structures identified in Frederick during the project included the Presbyterian Church on West 2nd Street, St. John's Roman Catholic Church and the Academy of the Visitation on East 2nd Street, the Evangelical Lutheran Church on East Church Street, and All Saints Episcopal on Court Street.

Monuments*

Francis Scott Key Monument, Frederick.

Gathland Arch, Gathland State Park. The world's only monument to a free press. Erected in 1896 by George Alfred Townsend.

Washington Monument, Washington Monument State Park. The world's first monument to George Washington. Erected in one day by the voluntary unpaid labor of Boonsboro.

Fort Frederick, Fort Frederick State Park, Washington County. Built in 1756 to serve as a refuge for the frontier families during the French and Indian War.

Antietam Battlefield, Sharpsburg. A National Monument and Historic Battlefield Site. Where first Confederate drive on Washington was stopped, 1862. National Park Service museum on the grounds.

Gettysburg Battlefield.**

Large Parks and Reservations

Gathland State Park

Washington Monument State Park

Catoctin State Park

Stronghold

Gambrill State Park

Mount Alto State Forest

* Ibid.
Other Features

Hessian Barracks, Frederick, pre-1750.

The Catoctin Furnace, Route 15 north of Frederick.

New Market

Bladesmithing Shop, Route 40 Alternate, near Middletown. Owned and operated by William Moran, who uses 18th century tools to make blades and guns (1965).

Harpers Ferry. Historic buildings and antique shops.

The Baltimore and Ohio Railroad Station, South Market Street, Frederick. Scene of a speech and departure of President Abraham Lincoln.

The new city of Columbia, Howard County. One of America's genuine new cities.

The future sixes Bridge Reservoir, near Emmitsburg.

Jug Bridge Park.