

## Target Investment Zones

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A major intention of the Maryland Heritage Areas Program is measurable economic activity through heritage tourism and private investments. A Target Investment Zone (TIZ) is a prioritized area that receives incentives to generate private investment. For designated Target Investment Zones (TIZs), MHAA provides additional program benefits beyond those available in the heritage area at large. Incentives only offered within TIZs include grants for capital projects, bond-financed loans for economic development projects, and application of the Heritage Preservation Tax Credit to non-designated historic or non-historic “certified heritage structures.”<sup>23</sup> More than one TIZ can be designated within a proposed heritage area.

### Approach & Rationale

The Heart of the Civil War Heritage Area spans vast amounts of land: three counties, 27 municipalities, a mountain range, a major waterway, and more. Because the area is so large, choosing TIZs was a challenge; failing to choose TIZs from across the area would leave out important resources, but choosing too many TIZs would spread the available financial support thinly, reducing the benefit for the heritage area at large and for each TIZ. Thus, an approach that phases in TIZs, thereby concentrating investment on those areas most ready for it, was chosen for this heritage area.

MHAA offers criteria for choosing TIZs, and the Steering Committee for HCWHA also set forth standards of its own. While criteria were not weighted, some proposed TIZs fit certain criteria better than others. In all, the criteria for choosing the heritage area’s TIZs included:

- The area should be appropriate for additional commercial and visitor-serving uses and increased tourism activity.
- Available incentives must be reasonably able to produce measurable economic results. High potential (including the presence of underutilized commercial property) for leveraging private investment in a relatively short period of time should exist.
- Other revitalization programs should overlap with the TIZ.
- Local public and private organizations must be supportive and willing to invest in economic development in the TIZ.
- TIZs should be reasonably accessible to travelers and located near a concentration of visitor attractions.
- The TIZ’s history should relate to the Civil War or the Civil War era and hold potential interest for visitors.

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<sup>23</sup> For more information on Certified Heritage Structures, see Appendix E.

- A collection of heritage resources should exist, offering visitors an authentic heritage experience.
- The boundaries of the TIZ should facilitate the collection of performance data.

## Recommendations

The criteria listed above were used to choose and rank TIZs for activation. To start, three TIZs will be active: Hagerstown, Middletown, and Taneytown. These three jurisdictions will not submit an application for activation since MHAA certification will serve as approval of the three active TIZs recommended herein.

Six other “programmed” TIZs are recommended for later phase-in. These include Boonsboro, Emmitsburg, Frederick, Sykesville, Westminster, and Williamsport. The programmed TIZs are not an exhaustive list of possibilities but rather a list of those judged more ready now, for other areas that meet the criteria for TIZs (as described in the section below) may apply for activation. Other jurisdictions may emerge as appropriate for designation/activation. Regardless of whether an area is programmed here or not, it must meet the criteria to the satisfaction of both the HCWHA management entity and MHAA to be activated.

It is important to note that TIZ designation is not the only way in which towns can participate in the heritage area initiative. Interested towns and commercial areas can be involved in marketing, interpretive, and other activities whether or not designated as TIZs.

## Activation Process

Potential TIZs are required to receive approval first through the management entity of the Heart of the Civil War Heritage Area and second through the MHAA before they can be activated. Approval will be determined using the aforementioned criteria list, which is covered in more detail below:

- *Appropriateness for increased commercial and visitor-serving uses.* The incentives available to TIZs are meant to encourage private investment and commercial development. Thus, areas where conservation is the key concern are not appropriate for TIZ designation. For example, one would not designate Sharpsburg as a TIZ because, while its residents welcome heritage visitors to walk the streets and experience the environments, they wish to discourage additional commercial development in town. Battlefields and undeveloped town



Heritage area financial resources are focused on a limited number of historic commercial areas with potential to serve heritage visitors. Downtown Frederick is already well known to heritage travelers, and upon local initiative, may be designated as a Target Investment Zone.

edges would also be inappropriate for TIZ designation.

- *Set boundary lines.* While this plan recommends potential boundaries for programmed TIZs, it is likely that through the passage of time, some will require redrawing. Thus, logical boundary lines around a manageable area must be submitted when the area applies for TIZ activation.
- *Proximity to important Civil War sites, especially battlefields.* Because TIZs are likely to offer accommodations and other visitor services, those at the highest level of consideration should be near to and easily accessible from major tourist attractions, especially Civil War and heritage attractions. Thus, those TIZs near Antietam and Gettysburg should get first consideration. Those near Monocacy, South Mountain, and other battlefields should get second consideration. Other TIZs near non-battlefield heritage resources could still be activated should the accessible attraction be very strong (ex: National Museum of Civil War Medicine) or should there be a concentration of attractions nearby. Proximity to Harpers Ferry would also be advantageous.
- *History related to the Civil War or the Civil War era.* The TIZ should have relevant stories that promise to hold interest for visitors and expand the relevance of the heritage area. These stories might include troop movements or encampments, post-battle medical care, civilian life during the war, political shifts relevant to the war, divisions in loyalty among families and communities, and many other topics. Those areas applying for TIZ activation should be prepared to frame and interpret these unique stories as part of a strategy to attract visitors.
- *Critical mass of heritage resources.* The TIZ boundaries should contain an assemblage of historic structures, and a historic form/layout relevant to the occurrence of historically significant Civil War events. There should also be a low occurrence of suburban-type commercial development, nonhistoric structures, and inappropriate renovation of historic buildings so that visitors can experience an authentic historic place.
- *Support of local officials, business community, residents, and others.* Each activated TIZ must demonstrate that it has local support for the activities associated with TIZ designation—interpretation, increased visitation, commercial development, etc.
- *Presence of underutilized commercial property.* To spur investment in the redevelopment of historic buildings and towns, TIZs carry incentives for redevelopment of commercial property. Thus, a TIZ should contain some percentage of underutilized properties appropriate for redevelopment/reuse.

In order to be activated, programmed TIZs should complete/address and submit to HCWHA the following:

- TIZ Activation Form
- TIZ Questionnaire

- TIZ Work Program

The form, questionnaire, and a description of the work program are included in Appendix G. The HCWHA staff will work with the jurisdiction to complete these forms and create a work program, and the governing board must approve the potential TIZs and add a letter of recommendation before the request packet is forwarded to MHAA for approval.

The section below outlines major issues and opportunities for all TIZ candidates and provides work programs for the three active TIZs. It is important to note that all TIZs should seek to provide adequate visitor services, including accommodations across a diverse range of price-points. More specific recommendations follow.

## Hagerstown Downtown

Founded in 1762 by Jonathan Hager, Hagerstown is the county seat of Washington County. The city is located in northwest Maryland, about three miles north of Interstate 70 and six miles south of the Mason-Dixon Line. It sits on Antietam Creek near its juncture with the Potomac River in the Cumberland Valley. Minutes from Antietam National Battlefield, its location makes it a key jurisdiction in the heritage area.

The downtown has numerous intact historic buildings, many offering storefronts at the street level. Additionally, there are accommodations at the edges of the municipality, predominantly in the form of national chain hotels and motels. While the downtown has received support and attention from a number of groups and individuals, including the Greater Hagerstown Committee, the area still needs focused investment and could benefit from the guided incentives for development available in TIZs.

### History

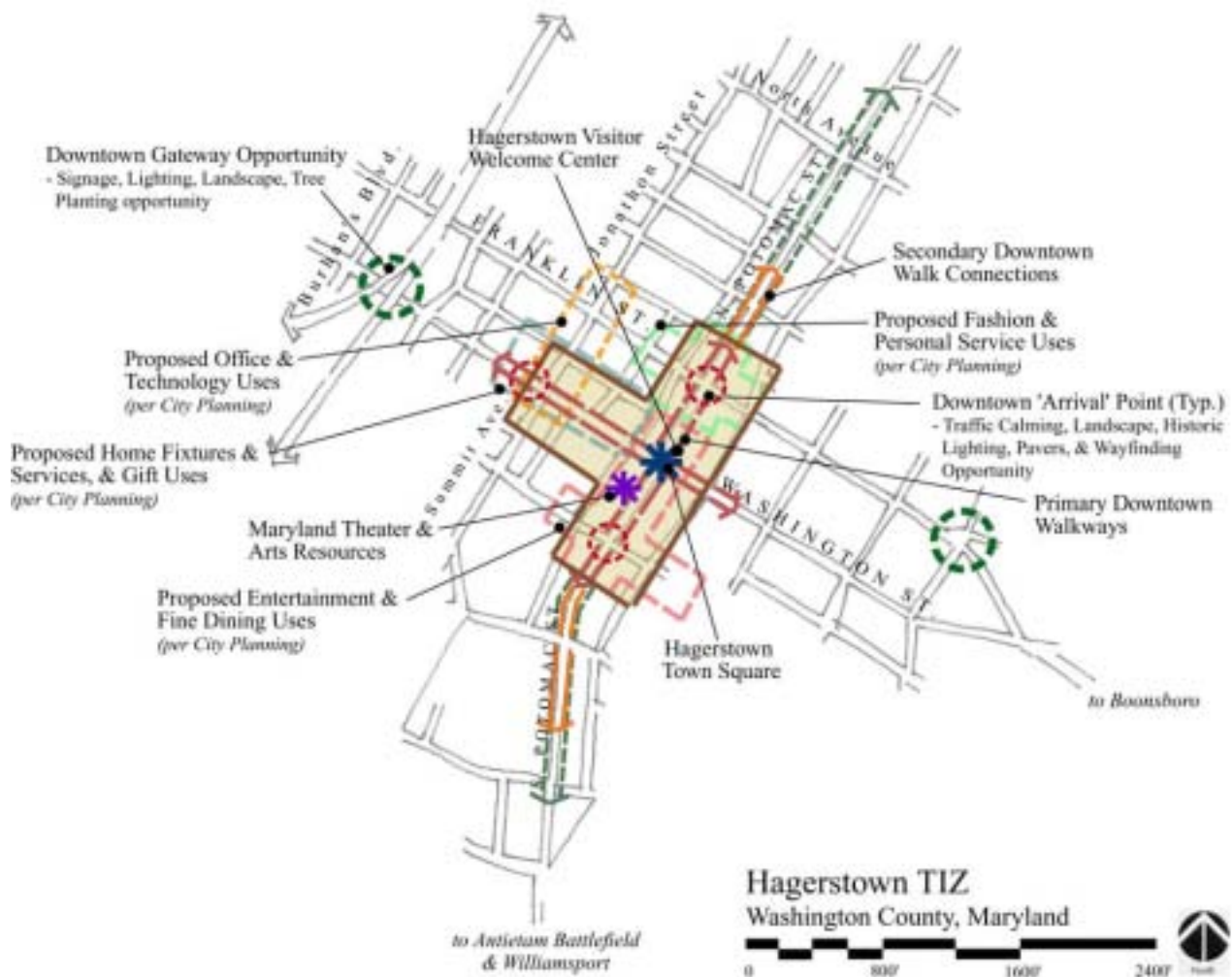
In 1739, Jonathan Hager received a 200-acre land grant at a crossroads in the Cumberland Valley. He named his property Hager's Fancy, and the land later passed to Jacob Rohrer and later to William Heyser II, both of whom added ground to the parcel. After the town's founding in 1762, more settlers began to populate the area, and it eventually became the county seat of Washington County.

Hagerstown has many interesting pieces of the Civil War story to tell. During the Civil War, both Confederate and Union troops occupied Hagerstown. In 1862, General Lee started north from Virginia with Hagerstown as his initial focus on the march to Pennsylvania, but he was concerned his supplies would be cut off in Harpers Ferry and Martinsburg. He therefore divided his troops, sending some south to reinforce Harpers Ferry and others north toward Hagerstown. From here, they went on to the battle of Antietam.

The Civil War era in Hagerstown has great potential interest. The city was of divided loyalty, and near riots, sackings, a newspaper office burning, and other incidences took place as passions erupted before and during the war years. The Franklin Hotel, the Lyceum, Hagerstown Male Academy, and Key-Mar College were used for medical care of troops from both sides, and when an epidemic of smallpox hit the town during the war, it was treated in a black congregation's church. In 1864, the town avoided a Confederate torching by paying General McCausland a \$20,000 ransom.

Following the Civil War, Hagerstown's prosperity continued to improve with railroad and industrial development. Much of the design and urban form from that time has been maintained and can be seen in the many historical structures- commercial and residential- still standing today.

## Boundaries



The TIZ boundaries for Downtown Hagerstown are fairly tight in order to facilitate high activity in the very core of the city. The boundaries encompass major cultural institutions and several well known restaurants, as well as two institutions of higher education. The motivation for this small concentration of TIZ investment is a desire to catalyze the remainder of downtown through the revitalization of its heart.

## Resources

There are many **historic resources** in Downtown Hagerstown, including two designated historic districts: one on the National Register of Historic Places (NRHP) and one through the Hagerstown local government. The Downtown Commercial Core NRHP district covers the TIZ area. Other adjacent historic districts, such as the South Prospect Street residential district and the Potomac-Broadway district, offer support resources for the development of walking tours and other activities. Downtown Hagerstown is also home to a number of historic sites and museums,

including the Miller House, Jonathan Hager House and Museum, and Washington County Museum of Fine Arts.

There are numerous **visitor-serving businesses** in Hagerstown, including some well known and well liked dining establishments like Schmankerl Stube, The Plum, Roccoco, The Washington County Playhouse (dinner theatre), and The Rhubarb House, to name a few. Retail offerings are various, including specialty ski and skate items, original art, high-end clothing, floral arrangements, and jewelry. The Visitor Welcome Center is located in the heart of downtown and also has a gift shop, public restrooms, and complimentary parking for visitors. There is also a weekly farmer's market downtown.

Hagerstown is host to a number of **events** that draw crowds downtown. Some examples, including annual events, are listed below:

- Western Maryland Blues Fest
- Renaissance Festival
- Jonathan Hager Craft Days: craft show in the Hagerstown City Park
- Elvis Lives in Hagerstown: Elvis tribute artists' performances
- Augustoberfest: German culture festival
- Miss Maryland Pageant
- Market in the Square: open air farmers' market on Thursdays during warm months
- Maryland Symphony Orchestra concert season
- Alsatia Mummers Parade

There are many **downtown Hagerstown stakeholders**, offering a synergy of effort for those working to revitalize the area:

- The Hagerstown-Washington County Convention & Visitors Bureau (CVB) has been a leader in promoting the downtown as a destination for business and visitors through website and printed marketing materials, the creation of downtown events, and more. The Chamber of Commerce and the Greater Hagerstown Committee has worked with the CVB in promotion as well.
- An Enterprise Zone overlays the downtown, offering financial incentives for businesses that choose to locate there.
- A state Arts & Entertainment District overlaps as well, offering state and local tax credits and financial support for development of arts and cultural attractions, artist housing, and other arts/culture-related work.
- The NRHP historic district offers federal and state tax credits for rehabilitation of historic commercial properties.
- Hagerstown is a Priority Funding Area for the State of Maryland, which qualifies it for Community Legacy funds.

- Relatively recent capital projects include a renovation of a historic building for use by the University System of Maryland, the redesign of Public Square, relocation of the visitors center to downtown, construction of a large interior block public parking lot, and a State Highway Administration streetscape project along US 40, which includes reconstructed sidewalks, brick crosswalks, and storm drains/street milling.
- Planned capital projects include a school for the arts, an arts center, renovation of a severely deteriorated building for mixed use, exploration of a hotel by a downtown developer, and a multi-property mixed-use redevelopment project with a new parking deck.

Also nearby are the Hagerstown Suns Minor League Baseball Games at Hagerstown Municipal Stadium, the Hagerstown Speedway, and the Mason Dixon Dragway.

## Opportunities & Issues

### *Arts & Culture*

The Maryland Theatre and the Washington County Arts Council Gallery are located within the Hagerstown TIZ. The gallery is high quality and visitor-ready. The Maryland Symphony Orchestra is headquartered there as well, and the majority of the symphony's performances are held in the Maryland Theatre. Furthermore, a state Arts and Entertainment District designation overlaps with the TIZ boundaries, offering complementary investment in arts and cultural development. Hagerstown has an opportunity to expand the arts offerings in downtown and appeal to a broader audience. For example, many of the scheduled shows at the Maryland Theater are student- or child-focused; a more varied schedule that includes shows appealing to both adult and student audiences could bring more patrons for dining and other downtown businesses. Other potential projects currently include an arts center and school for the arts. An Arts and Entertainment District parking garage is under construction. Also, art galleries and antique markets have emerged as a recommended use through downtown planning initiatives.

### *Historic Building Stock*

Downtown Hagerstown has a concentration of appealing historic buildings. In fact, the downtown commercial core is a National Register of Historic Places historic district and a locally designated Hagerstown Historic District, as are some adjoining neighborhoods. Many of these buildings have storefronts on the first floor and space on the upper floors appropriate for residences or offices. Several seemingly unused buildings seemed appropriate for redevelopment



With the Maryland Theatre (above), the Washington County Arts Council Gallery, and a state Arts and Entertainment District designation, Hagerstown's downtown is poised to benefit as a niche destination for arts and culture.



into accommodations (a small, 15- to 20-room inn) or housing.

### *Hagerstown City Park*

Hagerstown City Park is reminiscent of an Olmsted-designed park and sits adjacent to downtown and residential historic neighborhoods. The town founder, Jonathan Hager, originally owned the land that has become the park, and today's park contains important city institutions. The Jonathan Hager House, the Mansion House, and the Washington County Museum of Fine Arts are all located within City Park. The park is also on the National Register of Historic Places. Park events and downtown activities could be linked, and the park could be used as a green relief for downtown visitors since downtown does not have much green/park space.

### *Interpretive & Visitor Information Publications*

Hagerstown has visitor information and some historical interpretation already available, much of it offered through the visitor center located on the square downtown and through the strong Washington County Convention and Visitors Bureau website ([www.marylandmemories.org](http://www.marylandmemories.org)). "The Civil War in Hagerstown Downtown Walking Tours" is a brochure that highlights Hagerstown's Civil War history, both military and human interest, and ties it to the structures and sites in downtown.

### *Location*

Hagerstown is located within 15 miles of Antietam National Battlefield, the largest Civil War attraction in the heritage area, and Harpers Ferry is less than 30 miles away. This well situates the city to be a home base for those traveling to see Antietam and Harpers Ferry. Within the Greater Hagerstown area but outside the TIZ boundaries are additional heritage resources: the Hagerstown Roundhouse Museum, for example. It is also only one-half hour from Hagerstown to downhill skiing at both Whitetail Mountain Resort and Liberty Mountain Resort in Pennsylvania.

### *An Opportunity*

Despite pleasant historic buildings and significant active public and private uses, Hagerstown's downtown suffers from areas of neglect; many streets seem vibrant and commercially viable on one block but appear largely vacant and unused on the next. Some downtown buildings appear to be closed or vacant entirely. Other buildings and spaces are underutilized; for example, a florist uses a storefront adjacent to his retail space for storage. Public Square is quiet; with no space for pedestrians to rest or stop, it acts more as a pass-through than a civic square.



This open space on Washington Street is ideal for outdoor dining, bench seating for pedestrians, and/or interpretive panels, all of which promise to enliven the space.

## Key Recommendations

### *Focus revitalization on the Square and its immediate surrounding area*

This is the heart of Downtown Hagerstown, and its revitalization is key to the revival of the rest of the downtown. Especially in Public Square's four corners, outdoor dining (like that at The Rhubarb House) and other street-level activities should be encouraged. The park-like property adjacent to The Plum Restaurant could be utilized for outdoor seating for diners, bench seating for pedestrians or interpretive panels on Hagerstown history, uses that would draw people into the space.

Exhibit space could be incorporated into the downtown's core area. The visitor center/CVB's office location is an ideal fit for heritage exhibits; the space with direct access to Public Square represents an opportunity to incorporate rotating exhibits on regional Civil War history and local history. While the initial impulse is often to pursue a fully developed museum, the rotating exhibit structure coupled with a visitor center offers a more manageable and easily fundable alternative that could be implemented in the short term.

### *Bring life to downtown after business hours*

Discussions with Washington County residents revealed that downtown Hagerstown is typically "dead" after five o'clock. Special evening hours—for example, all businesses stay open late on the first Thursday of each month—or events, such as an arts walk, could begin to draw evening crowds downtown and offer businesses a growing evening customer base to facilitate their staying open later. Additionally, encouraging the development of market-rate housing and accommodations in the core would provide a captive audience for downtown restaurants and other businesses after hours. Expanding the offerings of the Maryland Theater to balance the extensive student-focused shows with more broadly appealing ones could also draw greater crowds of patrons downtown.

### *Encourage the creation of downtown accommodations*

Current downtown accommodations are lacking. The one hotel housed in the downtown core, Holiday Hotel, is housed in an apparently deteriorating building that would not appeal to families or most heritage travelers. A four-room historic bed and breakfast (Inn on Potomac) is situated a short walk from the TIZ boundaries, and Wingrove Manor, another bed and breakfast, is located six blocks from Public Square on Oak Hill Avenue. A small inn would be ideal in the core downtown area.

### *Focus on history, arts, and culture*

A genealogy center, Hagerstown History Museum, and historical markers program are all recommended in downtown Hagerstown planning documents. These projects, in addition to the arts and culture projects listed above, could provide a special identity for downtown. With these uses and some specialty retail, such as antiques, the downtown could be a major draw for the heritage area.

Hagerstown Downtown Revitalization Concept Plan



Priorities for Implementation & Funding

- Support the downtown revitalization planning efforts currently being undertaken by the city’s economic development staff.
- Actively seek tenants/reuse for vacant or underutilized storefronts. During periods of vacancy, storefronts should be “animated” with window displays, lighting, and well-kept façades. A multi-paneled exhibit on the HCWhA could be developed to fit a typical storefront window and, with the permission of the owner, displayed in downtown storefronts while they are empty.
- Give priority to sensitive reuse of remaining historic structures over creating new development, especially if new development necessitates the removal of a remaining historic structure.
- Support projects that enliven the center of Hagerstown through additional special events or that place uses at the street level in Public Square.

- Create pocket parks where appropriate, perhaps along West Washington.
- Highlight the arts portion of downtown with additional streetscape elements (banners) that announce the arts district.
- Explore opportunities to create synergy between downtown Hagerstown and events/tours at Antietam.
- Maintain and plant street trees: honeylocust, maple, and zelkovas.

## Middletown

Middletown is located on the Historic National Road about nine miles west of Frederick, 20 miles southeast of Hagerstown (and nearby Antietam), and mere moments from South Mountain State Battlefield. The town's innovative zoning, supportive local jurisdiction, and attractive historic structures promise an energized TIZ capable of catalyzing the downtown.

### History

Middletown began settlement as a town in 1767 when several lots along the main road were sold for development. Throughout the late eighteenth century, the town was referenced in the writings and on the maps of those who lived in or passed through the area. The hamlet remained small during this time but was surrounded by a steadily growing farming community in the valley. It was incorporated in 1834 and benefited from its location on the Historic National Road, acquiring finer architecture and a growing town population. By the time the Civil War began, the town had a population of more than 650 people, including some free blacks and slaves.

Middletown began to see Civil War action in 1862, when Lee's troops passed through the town after the Second Battle of Manassas. The 1859 Evangelical Lutheran Church, an elegant presence on today's Main Street, served as a hospital during and after the battles at South Mountain and Antietam. The U.S. Government compensated the congregation \$2,395 for damages caused by this use.

In 1864, occupying Confederate forces under General Jubal Early demanded \$5,000 in ransom in return for not burning down the town. Mr. Peter Shafer, whose home still stands in downtown, collected the funds for a negotiated payment of \$1,500 that saved the town from torching. The receipt for ransom payment is preserved today in the ownership of the Middletown Valley Historical Society.

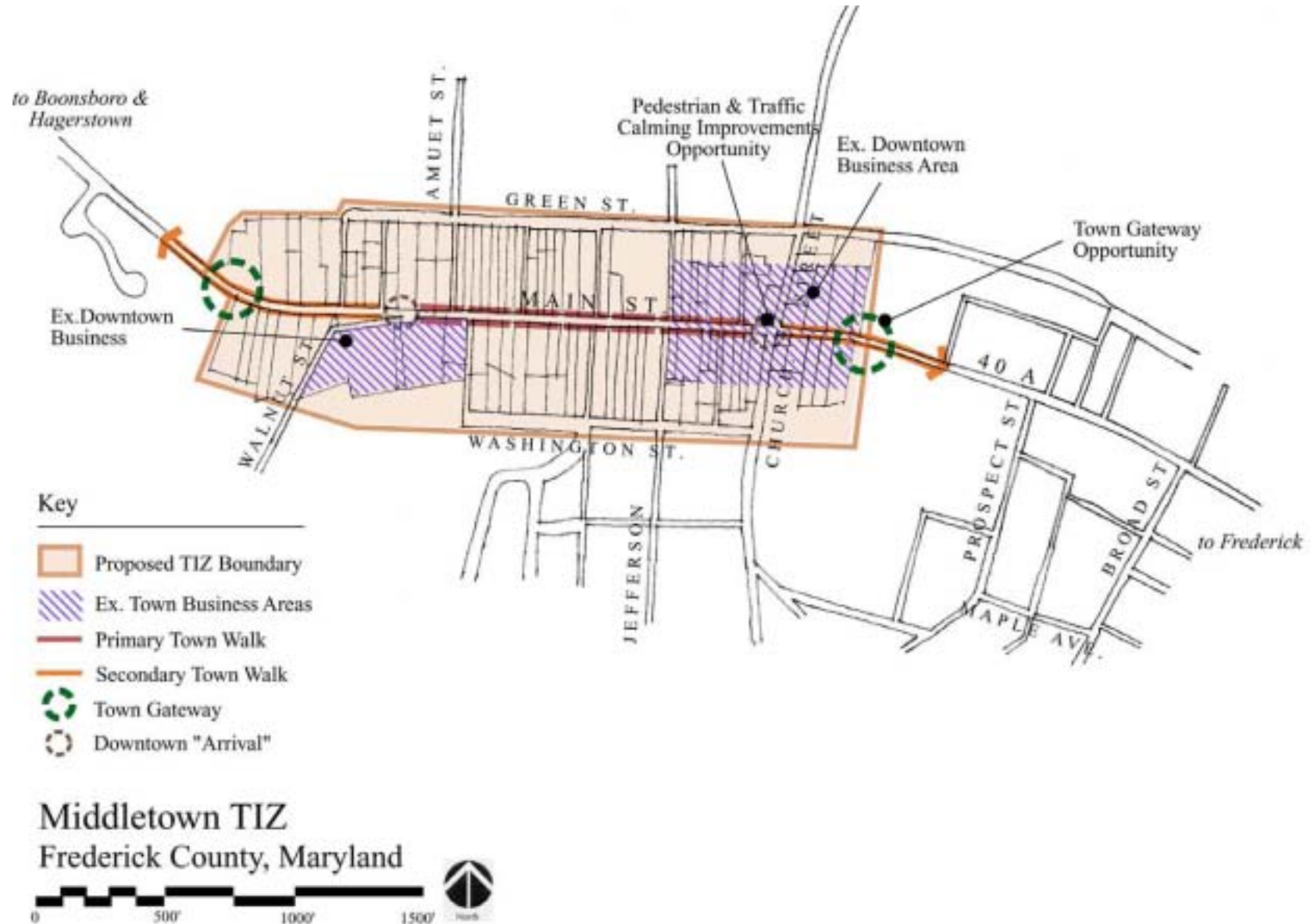
Middletown has its own "Barbara Fritchie" story. Before the Battle of South Mountain, 17-year-old Nancy Crouse draped her U.S. flag around herself to protect it from the Confederate cavalry that was passing through. She relinquished the flag at gunpoint with little struggle, but the similarity in theme and timing of the two stories is remarkable. Nancy Crouse's flag was recovered by the Union Cavalry after the Confederates left Middletown.



Middletown's Evangelical Lutheran Church was one of many civic buildings in the heritage area used as a Civil War hospital.

### Boundaries

The boundaries for the TIZ mirror those of Middletown's National Register of Historic Places historic district.



## Resources

Middletown's Main Street (the Historic National Road) is lined with late eighteenth century and nineteenth century residential and commercial structures. The downtown was recently listed in the **National Register of Historic Places**. The Airview Historic District was listed in 2004. The TIZ is entirely within the NRHP district, making the designation of certified heritage structures unnecessary.

Middletown's downtown contains **a range of businesses and services**, including a Subway sandwich shop, gas station, hardware store, florist, rare/used bookstore, restaurant, barber shop, tea room, and history exhibit as well as various insurance offices, reflexology and wellness centers, antiques, banks, gift shops, and Town Hall. There are also a number of residential structures located in and around downtown. Currently, there are no overnight accommodations in the town. Nearby, the South Mountain Creamery offers quality organic dairy products produced locally, which may be of interest to visitors.

There are **a number of overlapping efforts** in downtown Middletown. The town is a Priority Funding Area and is therefore eligible for Community Legacy funds. The town is also on the Historic National Road, an All American Road. A private investor recently purchased a full block of historic buildings along Main Street with plans to renovate them for dining. The town government, committed to focusing economic development in the downtown, has used zoning to encourage commercial uses in that area.

## Opportunities & Issues

### *History Evidenced by Existing Historic Structures*

Downtown Middletown is characterized by a relatively unbroken stretch of historic, primarily architecturally intact buildings. With few exceptions, the structures of downtown have not been altered significantly. Thus, the town is visually consistent and allows visitors to imagine what it must have looked like a century or more ago.

The town has a long history, including early settlement in the eighteenth century. George C. Rhoderick, Jr., a local historian, wrote *Early History of Middletown, Maryland*, which has been published and sold by the Middletown Valley Historical Society. There is also a good walking tour of downtown that highlights historic buildings and their role in major events: topics discussed include town founders and development, Civil War, immigration, and religious establishments, among others. This tour is available online at the town's website with a point-and-click interface to learn more about particular buildings (<http://www.middletown.md.us/tourism.php>). The town also has Maryland Civil War Trails markers.

### *Innovative Zoning*

Middletown has used zoning in an innovative way to ensure the vitality of its downtown. Commercial development is not encouraged at the edges of the town, where significant new

residential development is happening. Instead, downtown is zoned to house most commercial uses in greater Middletown. Thus, downtown is likely to weather the addition of new developments around town since those developments will not bring competing suburban commercial centers. It also necessitates that some resident-serving commercial uses remain downtown and not be replaced with visitor serving uses entirely since the downtown is the only option for resident-serving commercial uses.

### *Spacious Sidewalks*

In the town's core, the pedestrian ways are very spacious, offering ample opportunities for streetscape and pedestrian amenities. Street trees, benches, planters, interpretive elements, and other pieces currently lacking along Main Street could easily be accommodated without unduly reducing the space available for pedestrians. In a survey of town residents, the fourth most often cited service request was "improve parking and aesthetic quality of business area of downtown." This indicates there is likely to be support for the addition of some streetscape elements along pedestrian ways. Additionally, the town has completed Maryland State Highways Neighborhood Conservation plans for streetscape and other improvements along Main Street; as finances become available, the plans could be implemented incrementally.

### *Central Maryland Heritage League/Lamar Cultural Heritage Center*

This building was recently restored by the Central Maryland Heritage League and offers visitors a tearoom and a mini-museum on past medical methodology. Dr. Lamar lived in Middletown and practiced medicine at the turn of the century in this rural medical sanitarium. His operating and recovery room, library, and equipment are preserved and interpreted here. It also offers a gift shop and a source of quality visitor information for those going to nearby Antietam or South Mountain. This facility houses Middletown's most visitor-ready commercial offering (the tea room) and an open heritage facility. The heritage facility's hours, however, are sporadic due to staffing difficulties. With regular hours and staffing, the center promises to be a major asset to Middletown.

### *Middletown Valley Historical Society*

The Middletown Valley Historical Society is housed in the mid-nineteenth century Peter Young house on Main Street. The organization provides a number of programs, including an annual seventh grade walking tour with over 300 participants, biannual open hearth cooking in the house's summer kitchen, an interpreted period garden, genealogy records, and museum tours by candlelight. The historical society also runs a small local history museum on the second floor of the building; its collection includes the wares of the areas past traveling salesmen and Middletown's original Civil War ransom note.

### *Proximity to South Mountain State Battlefield*

As South Mountain gains greater attention from area tourism marketing initiatives and as the state battlefield makes links to better known sites like Antietam and Monocacy, Middletown will be well-positioned to take advantage of travelers seeking lunch, shopping, or other activities to supplement their battlefield visits. The town already sees a fair amount of visitor traffic headed



west to Antietam and sometimes South Mountain. With increased attention through the heritage area, these numbers could increase.

### *Vacancy & Underutilization*

There are a number of vacant, underutilized, and for sale buildings and lots. Additionally, there is a high proportion of resident-serving use downtown.

## Key Recommendations

### *Complete a Downtown Revitalization Plan*

Downtown revitalization is an ongoing, incremental process that requires planning and energetic management. Middletown could benefit from a downtown revitalization plan like that recently completed for Boonsboro. With a plan in production or completed, the town's government could investigate the formation of a Main Street Maryland committee and pursue designation to provide a management structure for the plan. The beginnings of this organization exist in the volunteer committees that currently promote and oversee downtown's revitalization.

### *Encourage more visitor-friendly uses downtown*

Visitor-serving uses should be encouraged in many of the buildings that are vacant or becoming available. Vacant buildings should be the first focus when encouraging visitor-friendly uses; for example, dining and retail would fit well into some of the core downtown vacant buildings. The Main's Ice Cream block reportedly has been purchased and may be developing as a restaurant block soon. Of importance is the creation of accommodations. Without an inn, bed and breakfast, or other small hotel, Middletown cannot market itself as a home base for overnight Civil War (or any) travelers.

### *Provide pedestrian amenities along Main Street*

Shade trees, benches, planters, trashcans, and interpretive elements should be incorporated along Main Street in the core downtown area. The Evangelical Lutheran Church currently has a semi-formal garden area on Main Street next to the church building; perhaps this could be connected with new improvements on the sidewalks. Interpretive elements might include panels, brochures available at Town Hall or the Lamar Center, informative plaques, or a kiosk.

### *Place an active use in Middletown Memorial Hall*

This 1923 structure, currently in private ownership, was originally built at a cost of about \$50,000 and dedicated as a memorial to the soldiers and sailors of World War I. It has served as a theater, community center, library, and home to the town's fire truck. Now it has an aura of neglect and vacancy. As a historically significant building with a distinct architectural appearance, this building should house an active use, preferably accessible to the public, that will enliven the downtown. One possibility is to couple commercial uses with exhibit space. The Memorial Town Hall should be a priority for reuse as it arouses curiosity in visitors, is uniquely identified with Middletown, and promises to inspire local pride once brought back to life.

### *Screen suburban-style development along Main Street*

Middletown's traditional development pattern is comprised of buildings set flush to the sidewalk. With front-parking commercial uses along Main Street, there are disruptions to the rhythm of the street. Especially out-of-place is the one-story, modern Subway with a wide expanse of unlandscaped front parking at the corner of Church and Main Streets. Some thoughtful landscaping could screen this and other structures that are out of keeping with the historic town's character. Mitigating the visual interruption caused by streetfront parking will support a pedestrian environment.

### *Create interpretive materials for additional buildings and areas of town*

A strong walking tour has been developed for key buildings downtown. Even better, the tour is available online. To supplement this piece, interpretive materials for residential historic neighborhoods or additional downtown buildings could be developed and incorporated into the existing walking tour or made into new visitor publications.

### *Mitigate the visual impact of overhead wires*

While Middletown has a pleasing historic appearance, the noticeable presence of utility lines overhead detracts from the downtown's charm. The town should investigate options for mitigating the visual effect of the lines. This does not necessitate undergrounding, which is generally prohibitively expensive. Moving the lines to the rear of buildings, moving the lines to one side of the street and consolidating extensions over Main Street, and planting appropriate height street trees are all options.

## **Priorities for Implementation & Funding**

- Complete a downtown revitalization plan.
- Become a Maryland Main Street Community.
- Actively seek tenants/reuse for vacant and underutilized storefronts. During periods of vacancy, storefronts should be “animated” with window displays, lighting, and well-kept façades.
- Encourage the addition of lodging, specialty retail, and dining.
- Support efforts to sensitively adapt the historic Main's Ice Cream building for a new visitor-serving use.
- Wayfinding and pedestrian links should be improved, with better signage for rear parking and safe pedestrian ways from parking to Main Street.
- Streetscape improvements are needed. Using the completed neighborhood conservation plans as a guide, invest in pocket parks, sidewalk improvements, paved crosswalks, and more. Street trees are especially needed, with flowering trees at focal points and gateways and shade trees—honeylocust, maples, and zelkovas—sited along the street.

- Install gateway signage and landscaping.
- Encourage the addition of potted or accent planters and window boxes in front of storefronts and businesses.
- Explore traffic calming measures, including bump outs and planters.
- Seek ways to connect visitors to South Mountain and Antietam with downtown, perhaps through packaging or collaborative marketing.
- Seek means by which the Lamar Center and the Middletown Valley Historical Society can expand programming to include activities for visitors. One goal might be to eventually have the museum, gift shop, and visitor information area at the Lamar Center staffed.
- Encourage and support the placement of an active use in Middletown Memorial Hall.

Middletown Revitalization Concept Plan: Section I



### Middletown Revitalization Concept Plan: Section II



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## Taneytown

Taneytown, a historic town in northern Carroll County, is only 12 miles from Gettysburg National Military Park. The town boasts some unique commercial offerings and one of the heritage area's finest upscale country inns, making it a good fit for a TIZ and a strong candidate home base for travelers headed to Gettysburg. With an active Main Street program, the TIZ is likely to receive the support needed to leverage the state's funding into private investment.

### History

Founded in 1754, Taneytown was the first and largest town to form in the Carroll County region. The town was located on the Frederick to York Road where the turnpike from Emmitsburg to Westminster intersected it; this makes Taneytown's early formation most unusual because the town grew in four directions, unlike many small Maryland towns that formed along one major road without significant crossroads. Like other areas of western Maryland, Taneytown attracted German settlers traveling from Pennsylvania. Early businesses in town included brick-making, pottery, hide tanning, hat-making, blacksmithing, and clock-making.

Author of the Star Spangled Banner, Francis Scott Key, was born near Taneytown on an extant property, Terra Rubra, where he later spent many summers. Today the property contains an 1850s house built there after his death.

During the Civil War, the sentiment in Taneytown was predominantly pro-Union. However, there were some who served in the Confederacy. For example, two brothers, Charles and Daniel Boyle, fought for the South, and Daniel returned to Taneytown after the war while Charles settled in Hagerstown.

Union troops, including those of General Meade, advanced on Gettysburg from Taneytown, and Meade's headquarters were located on the Shunk Farm at the edge of town. As with other towns in the vicinity, Taneytown and its surroundings served as advance and retreat routes as well as staging areas for battle. Many believe that an observation post was located on the roof of the Antrim mansion, though this fact is undocumented. A Maryland Civil War Trails marker was placed in the Memorial Park on MD 140 in Taneytown to highlight the town's role in the lead-up to the battle of Gettysburg.

### Boundaries

The boundaries for the TIZ enclose the town's National Register of Historic Places historic district as well as Antrim 1844.





## Resources

Taneytown is rich with **historic resources**, including a substantial National Register of Historic Places historic district, which covers most of the downtown. Antrim 1844 is also listed on the NRHP. A plaque at the site of the historic Adam Good Tavern building in the downtown core notes that George Washington stayed there during July of 1791.

There is a **range of businesses** in Taneytown's downtown area, most of which are locally owned and operated. Offerings include antiques and other furniture, veterinary and grooming services, restaurants, beauty salons, a Hallmark store, gift shops, and even a store specializing in British items. The unique Irish Moon Coffee House offers gourmet coffee and baked goods. Additionally, the fire department is downtown, and the police station, which was designed to mirror a historic train station, is nearby.

**Events**, such as the Farmers' Market, the Strawberry Festival, and Concerts in the Park, draw residents from the area into town, and Taneytown's 250<sup>th</sup> Anniversary Celebration drew thousands of visitors in 2004. The town has also hosted Civil War reenactments.

**Other funding programs** overlap the downtown area, including the complementary Main Street Maryland Program, which is run by the town's economic development staff. Main Street ensures that Taneytown receives professional guidance in its downtown revitalization work. The town is also a Maryland Priority Funding Area, which makes it eligible for Community Legacy funds. The National Register designation offers tax incentives to owners of commercial buildings in the historic district.

A **downtown plan** (*Downtown Taneytown Plan*) was created in 2002, with the town hiring private consultants to write the plan. This document includes analysis and recommendations on markets, parking, zoning, building condition, development strategies, and more. The *Downtown Taneytown Plan* represents a strong commitment by Taneytown officials to the town's redevelopment and provides a roadmap for achieving local goals of sustained, increased commercial activity. The TIZ designation should act as a supplement to and support the recommendations of this downtown plan.

## Opportunities & Issues

### *Antrim 1844*

Antrim 1844, a historic mansion inn and its surrounding 24-acre property, is located in Taneytown, just adjacent to the downtown area. The original owner named the initial 2,500-acre plantation property after his birthplace, County Antrim in Ireland, and



Taneytown's historic town hall adds to the charm of its revitalized downtown district.

gifted it to his daughter for her wedding. Many believe Antrim's roofline was used for signaling and lookout during the war.

Today's Antrim 1844 offers 29 guest rooms in the original mansion, carriage house, and outbuildings. Conference facilities are located on site. Fine dining is available in a restaurant run in the original smokehouse. An extensive wine collection complements the food options, and reviews in various publications on wine and travel give the venue high marks. Many weddings and corporate retreats are hosted here, and the accommodations are also well suited to upscale travelers with an interest in the region's Civil War history. Antrim 1844 is, in fact, an excellent source for information on attractions in the surrounding area, and it runs its own Civil War-themed gift shop.

Although Antrim 1844 is practically adjacent to downtown, the link between the inn and the historic town center is weak, with incomplete sidewalks, a lack of inviting landscaping, and unsafe pedestrian conditions. Antrim 1844's guests are not often seen at downtown shops. If the town and the inn wish to realize their potential in the heritage area, a clearer linkage between the two is necessary; most important would be to enhance pedestrian access from one to another. Other possibilities to link the two include local business packaging with the inn, cooperative marketing, and town-sponsored events in conjunction with inn specials.

### *Location*

Located at the foot of Catoctin Mountain, Taneytown is within a fifteen-minute drive from Gettysburg National Military Park. This location, coupled with the presence of a high-end country inn and scenic setting, positions the town to become a home base for visitors to the most popular Civil War site in the country. Gettysburg visitors who choose Taneytown for their overnight accommodations could be encouraged to explore other sites in Maryland through targeted marketing materials available at Antrim and in town.

Taneytown's location is also convenient to two important cities within the heritage area. A short drive down MD 140 will bring visitors from Taneytown to downtown Westminster, the county seat of Carroll County. Likewise, the City of Frederick is nearby on southbound MD 194.

### *Level of Downtown Activity*

Downtown Taneytown is currently heavily residential in use. There is a core of businesses there and a pocket of businesses at the edge of town in a suburban-style development. As the town works to attract visitors through the heritage area, it would be beneficial to have more visitor-serving commercial uses in downtown, where heritage travelers are likely to be drawn for shopping and eating in an authentic historic environment. One option might be a themed restaurant, brew pub, or other dining option that



Antrim 1844 is the one of the country inns in the heritage area offering upscale dining and accommodations.

will generate evening traffic and could serve Antrim's guests should they choose to come downtown.

## Key Recommendations

### *Connect downtown to Antrim 1844*

Because Antrim 1844 is a key resource for Taneytown, connections between downtown and the inn should be stronger. A pedestrian thoroughway should be established between Antrim and the downtown with a complete sidewalk, lighting, and perhaps signage and/or landscaping. Town businesses could also begin to partner with Antrim 1844 to offer packages.

### *Market Taneytown to Civil War travelers headed to Gettysburg*

The town, perhaps in cooperation with Antrim 1844, should market itself to high end travelers as the place to stay when traveling to Gettysburg and other nearby Civil War attractions. By emphasizing the existence of the Maryland Civil War Trails and its own assets in a less commercialized setting and by promoting the 15-minute drive to the battlefield, Taneytown could capture a portion of the Gettysburg market. The town and inn should especially focus on Gettysburg events, when a large number of travelers are headed to the battlefield and accommodations at Gettysburg are scarce. The addition of more diverse accommodations would help to position the downtown as a convenient place for Gettysburg visitors to stay.

### *Encourage and highlight visitor-friendly uses in downtown*

Downtown is largely residential now, and those commercial uses that would interest visitors are not always apparent on first drive-through. Thus, highlighting those businesses through a downtown map directory would help visitors find them. Additional visitor-friendly commercial ventures, such as dining and retail, should be encouraged with funding incentives, zoning for commercial use, and other means available.

### *Support and Implement the Downtown Taneytown Plan*

Patz & Associates in association with the Faux Group recently completed a plan for the revitalization of Taneytown's downtown. It has a comprehensive revitalization focus, and was adopted by the city as a roadmap for the Main Street Program. Thus, the work program for the Taneytown TIZ should parallel and support this downtown plan.

## Priorities for Implementation & Funding

- Enhance the pedestrian connection between the Antrim 1844 and downtown through new sidewalks and entry point(s). Programmatically connect the two with packaging, cooperative marketing, etc.
- Attract/establish one or more anchor businesses of moderate scale. Possibilities include a destination restaurant, home furnishings, an antiques mall, and a plant/garden supply store.

- Encourage retail ventures that are independents, co-ops, or franchises that tend to prefer “main street” settings. Adding more will help those that already exist.
- Encourage new or support existing specialty stores, such as cafes, arts/crafts, antiques, recreation goods, etc.
- Attract artisans and craftspeople seeking space to practice their craft and sell their products.
- Develop stories, events, and commercial offerings that incorporate Civil War-era stories as well as the Francis Scott Key narrative, perhaps partnering with the current owner of Francis Scott Key’s former property.
- Develop a downtown Taneytown visitor website, including photos and information on commercial offerings, special events, etc.
- Enhance the appearance of downtown through streetscape improvements as planned for in the Neighborhood Conservation Program and the *Downtown Taneytown Plan*.
- Enhance the appearance of the downtown’s buildings through façade improvement programs and historic designation.
- Focus initial investment on the four corners at the center of town.



Independently owned businesses like Irish Moon Coffee House are a good fit for downtown Taneytown.

## Programmed Target Investment Zones

The following communities are recommended candidates for Target Investment Zone designation but to be activated at a later date. Each was chosen using the same criteria as the active TIZs, but this group was judged less complete in meeting those criteria. In order to be activated, a community must submit information in fuller detail—including a work program similar to that for each active TIZ, above—to the Heart of the Civil War Heritage Area and eventually to MHAA. The following section is offered as a starting point.

Overlapping programs are not discussed individually for these towns but are communicated in the chart at the end of this section. Additionally, boundary maps for all the programmed TIZs are found in Appendix H.

### Boonsboro

Boonsboro's location at the foot of South Mountain makes it a town integrally connected to the Civil War, for the Battle of South Mountain was the first Civil War battle to be fought in the North. Boonsboro is also minutes away from Antietam National Battlefield, and many of the town events center around Civil War reenactments and events. Boonsboro is on the Civil War Trail.

Washington County's second largest municipality is also one of the fastest growing in the county in terms of absolute numbers. This can be attributed to its proximity to Frederick, Washington, and Baltimore. Boonsboro, therefore, has a lot to offer both resident and visitor; however, the visitor market is not being fully tapped, and many downtown businesses are marginal and/or strictly resident-serving. Focused funding and attention would supplement the resources now in place, possibly catalyzing the downtown.

### History

Boonsboro was founded in 1792 by George and William Boone. The town, originally named for George's wife but eventually called "Boonesborough," really grew after the completion of the National Road to town in 1810. The pike gave Boonsboro the beginnings of regional accessibility and made it an active commercial center, serving both travelers on the National Road and farmers from the surrounding area. Two hotels, the U.S. Hotel and the Boon Hotel, operated diagonally across from one another on the main corner of town, and both buildings still stand today.

The citizens of Boonsboro are responsible for the first monument built to honor George Washington. The Washington Monument on South Mountain was erected and dedicated on July 4<sup>th</sup>, 1827. It has been lovingly tended by Boonsboro residents, with restorations in 1882 and 1936. The monument was used during the Civil War as a lookout and signal station.

Because Boonsboro was very near two conflicts during the Civil War—the 1862 Battle of South Mountain and the 1863 Battle of Boonsborough—town structures served as medical aid stations for wounded soldiers. South Mountain was a particularly important battle, as it delayed the

Union forces, giving the Confederates under Lee time to regroup in Sharpsburg. The pivotal battle of Antietam followed. Boonsboro is on the Maryland Civil War Trails, and an interpretive panel is located in Shafer Park. A new Historical Park has been dedicated, and a Trolley Museum is planned.

## Boundaries

Boonsboro recently completed a *Downtown Revitalization Study*, which provides direction to supporters of downtown. The boundaries for the TIZ mirror this study area, which closely approximates the designated Town Center area in the town's comprehensive plan as well. See the map in Appendix H.

## Resources

The Maryland Civil War Trails, with orientation and interpretation provided to travelers along the routes, run through Boonsboro. The town is on the Historic National Road Scenic Byway, too. Also, Washington Monument State Park, South Mountain State Battlefield, Antietam National Battlefield, and other nearby sites attract visitors into the Boonsboro area.

Downtown Boonsboro itself has the Boonesborough Museum of History, which has a remarkable collection of Civil War relics and items from other periods as well. The Bowman House Museum is a well-kept 18<sup>th</sup> Century log home. The downtown area has a few dining establishments, including a pub, pizza shop, Italian restaurant, and bookstore café and the longstanding Bast of Boonsboro furniture store.

The buildings in Boonsboro's core are almost all historic, and very few inappropriate changes have been made to them. The recently completed streetscape project along Main Street has strengthened downtown's sense of cohesion. These factors lay the groundwork for an enjoyable pedestrian experience in town.

## Opportunities, Issues, & Recommendations

**Shafer Park Events.** Shafer Park provides the town with a center, a place to meet or attend popular events like Boonesboro Days, Boonsboro Ambulance and Rescue Company Carnival, Old Time Christmas, and the Fishing Derby. These events are well attended and represent a captive market for downtown tourism. They currently bring in regional visitors from the Washington County community, but were they promoted as part of heritage area marketing, visitors from further afield might be interested in coupling a trip to heritage sites with the experience of a park event. New softball fields and an aquatic center are under construction.

**Location.** Boonsboro's location is a major opportunity. Located 11 miles from Antietam, four miles from South Mountain, 17 miles from



Band concerts, fairs, festivals, and reenactments bring hundreds of people each year to Shafer Park, the civic heart of Boonsboro.

Monocacy, 18 miles from Harpers Ferry, and 38 miles from Gettysburg, the town could easily be a home base for any Civil War traveler. To capitalize on this prime location would require the development of additional visitor infrastructure, including overnight accommodations.

**Circulation.** Getting into and through Boonsboro can be a challenge for a visitor. The town's system of one-way alleys and streets around two main corridors can be confusing to drivers and intimidating to pedestrians. Better signage, increased rear access, and returning two-way circulation to some streets that are currently one-way are some possible actions that would improve circulation in the downtown.

**Appearance.** Although the Town of Boonsboro has recently completed a Maryland State Highway Administration streetscape project, the downtown contains some good historic buildings in need of attention to façade and storefront improvements. Buildings can be further improved to add to the charm of Main Street's historic appearance. There are also historic buildings in need of repair that could be reused for commercial purposes. Boonsboro is working toward designation as a Maryland Main Street community.

## Emmitsburg

Emmitsburg is a town with a rich history that can be witnessed today by walking down its streets. Settled in 1733, founded in 1785, and incorporated in 1825, many of the first residents were German settlers traveling along Monocacy Road. The town's location near the Pennsylvania border made it pivotal during the Civil War as a both a staging area and fallback position for Union troops during the Battle of Gettysburg.

Today the town can be appreciated for its downtown historic structures and the breathtaking views at its outskirts. The downtown area offers several dining options and shops, but could benefit from increased attention, funding, and streetscape improvements at the main corner.

### History

During the days of early settlement, the Tom Indians were also located in this area, but they quickly dissipated due to disease and relocation, leaving the area open to European settlement. Emmitsburg was settled in 1733; the first settlers to Emmitsburg were referred to as the Tom's Creek Hundred. In 1785, William Emmit laid out the town of Emmitsburg. Emmitsburg is internationally known for its connection to Elizabeth Ann Seton, who became the first American-born saint when she was canonized in 1975. Mother Seton and her companions arrived in Emmitsburg in 1809, and here she founded the Sisters of Charity and began the first parochial school in the country.

The town grew into the early 1800s when wheat was the predominant crop grown in the area, and its abundance relied on slave labor. Despite this reliance, Emmitsburg's location within a border state led to deeply divided sentiments over slavery, which escalated during the Civil War when neighbors would fight against neighbors.

The townspeople provided soldiers and supplies to both sides. Young Emmitsburg men largely joined the Union Potomac Home Brigade Company C, led by Captain Horner and portions of

Cole's Cavalry. Troops left from Chambersburg and pursued the Confederates under the command of General Stuart, and the retreating Southern forces passed through Emmitsburg in their search for supplies; there they received food, water, and support. At Emmit House, located slightly outside downtown, General Stuart captured several Union troops and took supplies.

Notably, Emmitsburg was in a critical position during the battle of Gettysburg when Union troops gathered here as a front line staging area and also used the town as a fall back area. In fact, many believe the great battle would have taken place in Emmitsburg had timing been slightly different. Because of its role, the town is on the Maryland Civil War Trails route for the Gettysburg Campaign.

## Boundaries

The Emmitsburg TIZ boundaries mirror the town's National Register of Historic Places historic district. See the map in Appendix H.

## Resources

Emmitsburg's downtown has a mix of residential and commercial historic structures. Some have been restored, such as the cobbler's house and Emmit House. Others, like Craggstone, are undergoing restoration, and still others are waiting for the intervention of a caring property owner. The structures are not the only historic facet of Emmitsburg, however: the outlying areas provide breathtaking vistas of rolling countryside that appears much as it did a century ago.

Downtown Emmitsburg has a number of resident-serving businesses. There are several dining establishments and less formal eateries, such as an ice cream parlor and pizza place. Gift and bookshops are available for those that enjoy browsing. While the downtown area does not provide accommodations for visitors, there are two modern motels near the edge of town.

Emmitsburg's surrounding area boasts a variety of tourist attractions. The town is home to Mount Saint Mary's College, the National Historic Shrine of St. Elizabeth Ann Seton, and the National Fire Academy (a Federal Emergency Management Agency training site and site of the National Fallen Firefighters Memorial). Each of these draws its own niche market to the area and could create a downtown market for the town.

Emmitsburg has two properties listed on the National Register in addition to its National Register historic district. It is also a Priority Funding Area and is eligible for Community Legacy.

## Opportunities, Issues, & Recommendations

**Location.** Emmitsburg's proximity to Gettysburg, accessibility to Antietam, and nearby attractions of Mount Saint Mary's,



In Emmitsburg, an uninterrupted wall of 19<sup>th</sup> century buildings along Main Street adds to the charm of the historic downtown, where businesses and residences sit side-by-side.



the National Fire Academy, and the Elizabeth Seton Shrine create an opportunity to capture already present tourism markets. By marketing itself as a potential Civil War home base, Emmitsburg stands to host some travelers to Gettysburg. By connecting the town more fully with the greater Emmitsburg area attractions, the downtown could better benefit from visitors already going to those sites. Cooperative marketing, coordinating with site events, and way finding signage from the sites to “Historic Downtown Emmitsburg” might all enhance visitation.

**Town Center.** The intersection of US 15 (business route) and Main Street could be defined better as the town’s center. It could greatly benefit from new definition and design. Today, each of the four corners contains several parking spaces, no landscaping, and few pedestrian amenities. The overall effect is one of pavement and inconvenience for pedestrians. One, two, three, or all of these spaces could be replaced by small sections of green space, park area, and pedestrian amenity. This would create a true downtown center, make the area more inviting to pedestrians, and reduce the open, paved appearance of downtown.

**Building Façades.** Most of Emmitsburg’s downtown is made up of intact historic buildings. Overall, the collective effect is that of a cohesive nineteenth century village with walkable streets.

**Streetscape.** Emmitsburg has achieved what many other towns long for—buried utility lines. This, in conjunction with relatively new sidewalks, lights, and other streetscape elements, gives the downtown area a strong framework for beautification or façade improvement programs. The redesign of the central square (discussed above) would complete this infrastructure.

**Historical Society.** The Emmitsburg Area Historical Society is a strong, active organization that provides a wealth of information on local history through publications and a good website ([www.emmitsburg.net](http://www.emmitsburg.net)). Working from the interpretive framework, one could mine the information already researched, archived, and explored by historical society members for exhibits and programs that would appeal to Civil War travelers.

**Scenic Edges.** At the edges of Emmitsburg, especially to the west, just south of Emmit House, there are gorgeous, uninterrupted views of the mountains. These views are mostly unprotected, and other towns in the heritage area have had development erode similar unprotected views. The town should investigate possible zoning changes or programs available, such as easements, for protecting its most scenic and historic views.

## Frederick Downtown

Frederick is one of Maryland’s largest cities and one of its liveliest downtowns. With its central location, within an hour from both Baltimore and Washington, D.C., Frederick thrives on the local economy and on industries from the surrounding areas. The city is also located moments from Monocacy National Battlefield and under an hour from Gettysburg and Antietam National Battlefields. Its location and its abundance of dining establishments and accommodations make it an easy target for TIZ investment.

## History

The settlement of Frederick was laid out in 1745, when John Thomas Schley arrived along with 100 other settlers. The town began to prosper as more families moved there, and the County of Frederick was founded in 1748. It was an active town, playing a role in the early struggle for independence. General Braddock, George Washington, and Benjamin Franklin met in Frederick to plan an attack to capture Fort Duquesne from the French. Frederick was also the site of an act of defiance over the Stamp Act.

Although the railroad, the C&O Canal, and the city's location along the country's first national road boosted the economy, much of Frederick's agricultural and industrial economy was based on slave labor. After seeing its pro-South members arrested, the Maryland legislature met in Frederick to discuss the state's decision to secede or remain in the Union; they decided to remain in the Union. The Battle of the Monocacy took place on the outskirts of Frederick and is known as the battle that saved Washington because it gave the Union troops time to fortify the city. The Battle of South Mountain also took place nearby. Additionally, Frederick had at least 29 Civil War hospitals within its borders at one time or another during the war.

## Boundaries

Because the core area of downtown Frederick is fairly healthy, the TIZ boundaries have been drawn as two noncontiguous areas (to the south and north of the core) that promise to benefit greatly from additional investment. The Frederick County Visitor Center will be moving into the southern portion of the TIZ once the city's East Street extension is complete; this is likely to be a catalyst for the area. These boundaries contain most of Frederick's Main Street revitalization area but remove a center section. See the map in Appendix H.

## Resources

Frederick's historic downtown has become a regional destination with innumerable shops, eateries, lodgings, and attractions. These range from national chains like Talbots to quaint local eateries like The Village Restaurant and Beans and Bagels. Among these are diversions such as I Made This, a paint your own pottery store; The Trail House, an outdoor specialty store; and Molly's Meanderings, a vintage-style gift store.

Downtown's historic and cultural attractions include the Weinberg Center for the Arts, which hosts live performances and films. The National Museum of Civil War Medicine details Civil War history through the advances, techniques, and stories of Civil War surgeons, doctors, and nurses with interactive exhibits. One can examine life through their eyes both on and off the battlefield. Other historic offerings include the Barbara Fritchie House, Mt. Olivet Cemetery, the Schifferstadt Architectural Museum, the Historical Society of Frederick County, and the Roger Brooke Taney House.

Frederick's downtown historic district is listed on the National Register of Historic Places. There are a number of individually listed properties, such as the former Frederick Armory and the Hessian Barracks. Frederick has participated in the Main Street Maryland program since

2001. As such, the city has benefited from technical assistance and access to funding sources to improve the look and economy of the downtown area.

### Opportunities, Issues, & Recommendations

**Thriving Historic Downtown.** Frederick has taken great strides to preserve and capitalize on the historic downtown, making it a lively center for tourists and locals alike. Much of the town's information and literature emphasizes its role as a bustling crossroads of history and commerce. Downtown Frederick has balanced a scattering of national businesses with local offerings, and one can find local coffee shops, dining, retail, antiquing, and more. The National Trust for Historic Preservation (NTHP) recognized Frederick's downtown success by naming it one of the "Dozen Distinctive Destinations" for 2002. In 2005, Downtown Frederick became the first Maryland Main Street to win the "Great American Main Street Award" from the NTHP. The downtown is a key offering in the heritage area.

**National Museum of Civil War Medicine.** The National Museum of Civil War Medicine makes a perfect fit with the HCWHA and puts a human face on the costs of war for visitors who have a broader interest. The museum is a major non-battlefield attraction in the heritage area and could therefore be included in packaging and cooperative marketing efforts with little effort. The museum often incorporates events, such as the release of a new book and a lecture, into their slate of available activities. These should continue and should make connections with the heritage area.

**Connections with Other Heritage Area Attractions.** While it offers much within its own borders, Frederick must make connections to other offerings in the heritage area to ensure its viability to Civil War travelers. Marketing with an eye to, packaging with, or connecting through interpretation to Antietam, South Mountain, Prime Outlets in Hagerstown, and other major visitor draws promises to expand the base of visitors coming to Frederick and make a stronger tie to the heritage area at large.

### Sykesville

Sykesville's history is inextricably tied to the development of the B&O Railroad, for it grew up as a thriving center of railroad-based tourism and trade. Confederate troops sabotaged the railroad during the Civil War to impede Union supply routes. Sykesville is proud of this history and has conscientiously preserved it, protecting and reusing historic buildings for today's businesses.

The town can offer tourists much on a small scale, providing shopping, food, and lodging (Inn at Norwood). At present its greatest draw relates to the role of the railroad in their history, but the Civil War also played a significant role. Highlighting the area's ties to the Civil War through the Heart of the Civil War Heritage Area could encourage more visitors and expand



Decades of advocacy by the local preservation movement have led to the charm and authentic atmosphere of Frederick.

the town's draw beyond railroad enthusiasts.

## History

The land that is now Sykesville was originally part of the Springfield estate, which was inherited by George Patterson in 1824. James Sykes, the town's eventual namesake, purchased the land, opening several mills along the Patapsco River. In 1830, the B&O Railroad's Old Main Line was complete to Sykesville, and Sykes opened a hotel to accommodate railroad workers from the B&O and tourists from Baltimore, who came to the country to enjoy its health benefits.

The railroad became pivotal to the local economy, supplying food and bringing tourists escaping the city's heat. During the Civil War, the B&O was vital for supplying an army on the move. In 1863, Confederate General Stuart cut telegraph lines and burned a small wooden bridge at Hood's Mills, a short distance west of Sykesville. The Confederate cavalymen ranged east to Sykesville. The town was very divided during the war years, and young men from Sykesville fought for both sides.

## Boundaries

The TIZ boundaries mirror the Sykesville National Register of Historic Places historic district. See the map in Appendix H.

## Resources

Downtown Sykesville offers a range of visitor-ready ventures, including dining, antiques, gifts, toy trains, a museum, a visitor center, a day spa, and accommodations (Inn at Norwood). The visitor center is a unique experience, housed in an interlocking tower once used to regulate train traffic at Penn Station. Also unique is Baldwin's Station and Pub, a restaurant housed in a Queen Anne Victorian former train station.

The historic structures in Sykesville are not limited to the railroad buildings. The nineteenth century downtown area has several commercial, residential, and religious properties listed on the National Register. Additionally, the Warfield Complex, Hubner, and T Buildings, once part of the Springfield State Hospital, are on the NRHP. Although not within the town's TIZ boundaries, this complex is a unique resource that has not yet been developed. The city has undertaken the responsibility of revitalizing the complex and integrating it with their downtown as part of the state's Smart Growth program, but movement has been slow.

## Opportunities, Issues, & Recommendations

**Preservation Ethic.** Sykesville's leaders are capitalizing on its historic structures to meet the changing and growing needs of the



The B&O Railroad was the original source of tourism and trade for Sykesville. Now the train station is a restaurant and music venue.

community. For example, Baldwin's Station and Pub preserved the Sykesville Station, built in 1884, and made it flourish as a place for fine dining and live music. Baltimore newspapers have lauded this venue, thereby attracting visitors from Baltimore. The vast majority of downtown businesses are housed in restored historic buildings, and the town's promotional material includes a walking tour that highlights the historic significance and reuse of historic structures. The continuation of this preservation ethic will only strengthen the Sykesville TIZ's draw to heritage tourists.

**Location.** Sykesville is close to many of the major Civil War sites in and around the heritage area. Gettysburg is about 40 minutes away. Harpers Ferry is 50 minutes, and Antietam National Battlefield is about an hour from town. Monocacy National Battlefield and the National Museum of Civil War Medicine in Frederick are about 40 minutes away. Thus, as with the other TIZs, Sykesville is attractive to travelers seeking a quiet small town as a base for regional exploration because of its proximity to important Civil War heritage sites. Sykesville is little more than an hour to Washington, D.C., and less than 40 minutes to Baltimore.

**Warfield Complex.** The project underway at the Warfield Complex is a potentially valuable opportunity for the town. While the Warfield Complex is outside the TIZ boundaries, the goal is to better connect that historic resource with the downtown and surrounding communities. This former site of the Springfield hospital complex offers magnificent open spaces, parks, and historic buildings. The buildings are in need of repair and rehabilitation and a new use. Their potential use might be considered in part in relation to the Civil War heritage tourism market.



Sykesville's preservation ethic is evidenced by the condition of its historic downtown.

## Westminster Downtown

Westminster is a historic city and the county seat of Carroll County. It is a busy downtown with a variety of predominantly local businesses and many adapted historic commercial buildings. The support of city government and other organizations for the downtown holds promise that Westminster's core will remain a lively place.

Westminster is strategically located within the heritage area. Day trips could easily be made from the city to Gettysburg and Antietam, and the distance to local attractions, such as the Farm Museum, is even shorter. With a little extra investment, this downtown could benefit from increased Civil War tourism.

## History

Westminster was founded in 1764, making the town older than Carroll County itself. In fact, the town's residents were instrumental in determining how the new county was formed, as their own

preference of dividing both Baltimore and Frederick Counties with Westminster as the seat for the new county prevailed.

Although no major battles took place in Westminster, a key conflict occurred here. A skirmish between General Stuart's Confederate cavalry and Captain Corbit's Union troops happened here. The fighting slowed the movement of Stuart, who was subsequently delayed in informing Lee of the movement of Union troops toward him. Corbit, with the 1<sup>st</sup> Delaware Cavalry under Major Knight, had been dispatched to Westminster to guard the transportation routes along rail and road. Captain Corbit was informed of Confederate troops heading toward them and led his men in "Corbit's Charge" against the Confederates, who greatly outnumbered them. The battle was not a victory for Corbit, who was captured by the Confederates, but many believe the outcome of Gettysburg could have been vastly different if Stuart had not been delayed.

In the tense months as the war ended, a shocking event took place in Westminster in April 1865. On the 6<sup>th</sup> of that month, pro-southern newspaper editor Joseph Shaw printed an article in the *Western Maryland Democrat* advocating that the country would be better off if Lincoln died and was replaced by his vice president. A mob of residents with Union sympathies destroyed his presses in response. When Lincoln was assassinated about a week later, the citizens again rioted on the 24<sup>th</sup>, pulling Shaw from his hotel room in Westminster and killing him.

## Boundaries

Westminster's TIZ boundaries include the Main Street revitalization area as well as a National Register historic district. See the map in Appendix H.

## Resources

Westminster has a wealth of historical and cultural resources. There are numerous walking tours of the city, including a tour of Corbit's Charge and a Westward Expansion tour that highlights much of the affluent architecture of the nineteenth Century. The Carroll Arts Center, which is housed in the newly renovated Carroll Theater, holds exhibit and performance space as well as community and event rooms. McDaniel College gives Westminster its "college town" feel, offering summer theater (Theatre on the Hill) and cultural events throughout the year. There are seven Maryland Civil War Trails interpretive markers in Westminster, plus a Trail Gateway Marker.

In the downtown, the Historical Society of Carroll County owns three historic buildings adjacent or near to each other. The Carroll County Visitor Center leases space in one of the historic houses, the Kimmey House. Two Maryland Civil War Trails markers, one of them a gateway marker, are in front of another historical society building. Just outside the downtown area is the impressive Carroll County Farm Museum, which takes the visitor back to life on a self-sufficient 1800s farm.



The Carroll County Farm Museum, located near Westminster, offers visitors a glimpse of 19th century farm life.

The site is also home to several historically designated farm buildings.

Downtown Westminster has many dining and shopping options. Dining options include (not all-inclusive) Johanssons Dining House, The Pour House Café, Paradiso Italian Restaurant, The Fat Cat Café, and Harry's Main Street Grille, a longtime community restaurant known for its chilidogs. Retail options include (not all-inclusive) White's Bicycles, Ain't That a Frame, The Pottery Loft, and Side Tracked Antiques & Design. The Westminster Antique Mall, the third largest in Maryland, is also located in Westminster. A full list of restaurants and shops is available at the Visitor Center on Main Street and in Town Hall, along with various other tourist aids such as maps and guides to upcoming events.

Westminster is undergoing a number of capital projects that take advantage of resources available through the state. Locust Lane was recently improved using a Community Legacy grant: a new performance area, a planting wall, and new walkways were constructed, and new signage, lighting, street furniture, and trash receptacles were installed. At the same time, the Maryland State Highway Administration has plans to improve MD 27, which runs through downtown Westminster. Additionally, the Westminster Square project, a new building with integrated parking garage has opened.

The city holds an annual commemoration of Corbit's Charge to highlight its role in the Battle of Gettysburg.

### **Opportunities, Issues, & Recommendations**

**Local Dining and Shopping.** Downtown has a diverse offering of activities, including shopping, services, dining, accommodations, public uses, arts, and the library. Especially important is the wide range of local dining and shopping options. Harry's Main Street Grille, for example, is a longtime establishment that is identified with the community. Heritage travelers often seek unique settings and are likely to respond well to the local flavor of downtown Westminster's offerings. Thus, the city and downtown development organizations should continue to promote and support such ventures.

**Preservation Ethic.** Westminster's commitment to preservation is evident throughout the downtown. For example, City Hall is in a renovated historic house adjacent to a classic example of a city park. The city's municipal recreation center is located in a historic armory; the new use of this large, imposing structure allows it to maintain a prominent position in the cityscape. Additionally, many businesses are housed in historic buildings adapted for reuse. This, too, is likely to appeal to heritage tourists, and through regulation and incentives, the city should continue to encourage the reuse of existing historic buildings.

**Inconsistency in Downtown Character.** Downtown Westminster's character and scale are shaped by concentrations of historic buildings. However, there are scattered unsympathetic areas and patterns of development that are incompatible with the historic character. Parking and other paved areas at some intersections diminish the well-established street wall, while long setbacks and a lack of landscaping around some newer buildings also are inconsistent. Several concepts have been proposed recently that promote compatible infill development along Main Street. In addition, areas of incompatible design could be screened with thoughtfully designed landscaping

while others (empty lots or surface parking lots) might be appropriate sites for well-scaled infill development.

**Nearby Regional Events.** The Carroll County Farm Museum, located just outside Westminster, hosts several events each year, including two highly visible regional events: the Maryland Wine Festival and Fall Harvest Days. The Agricultural Center adjacent to the Farm Museum hosts the Carroll County Farmers Market, and the Downtown Westminster Farmers Market takes place in Westminster proper. Additionally, McDaniel College hosts the Baltimore Ravens summer training camp every year, drawing thousands of fans for three weeks in August.

**City Investment and Attention.** The City of Westminster and its private organizations have made considerable investments in downtown. For example, two well designed new parking decks, one finished and one still under construction, have been recently placed downtown. At City Hall, various walking tours and business directories for downtown are offered, and the county has a visitor center opened seven days a week at the historical society site. In November 2002, the Downtown Westminster Main Street Committee conducted a survey of downtown retailers and restaurateurs to determine a baseline on various measures from which to base future assessments. Such support promises to advance the TIZ's revitalization.

## Williamsport

Williamsport is an historic town settled in the late eighteenth century and once considered as a site for the U.S. Capital. Tens of thousands of Confederate troops occupied Williamsport during the Civil War, and minor action took place here between his troops and Union soldiers.

Williamsport sits on the invaluable resource of the C&O Canal, which has a past in the Civil War; troops attempted to destroy the aqueduct to cut off supplies but failed. The town could continue to strive to capitalize on its history and on opportunities to tie recreation areas to downtown through the use of greenways and pedestrian/bike paths.

## History

Williamsport, named for founder Otho Holland Williams, is located at the meeting point of the Conococheague Creek and Potomac River, adjacent to the C&O Canal. President George Washington met with Williams in 1790 to explore placing the nation's new capital there, but Williamsport lost out to Washington, D.C., which could accommodate large ships.

During the Civil War, Williamsport was host to troops camping overnight, and General Lee occupied the town during the week following Gettysburg. The Confederate Army could not cross the high waters of the Potomac River during that week, and while the Confederates waited for the rain-swollen waters to subside, they were engaged in action with the Union army under General Meade. The aqueduct at Williamsport, built in limestone by Irish stonemasons, was also the target of sabotage attempts to block passage of the C&O Canal by hostile troops. The aqueduct stood firm and remains today, enjoyed by recreation and scenery enthusiasts.



Williamsport grew as a successful Western Maryland industrial community, with a large leather-tanning company and a brick-making factory. Transportation, distribution, and manufacturing operations are easily accessed by Interstate-81.

## Boundaries

The TIZ boundaries encompass the area where the C&O Canal's towpath joins to the town's street system as well as the areas where commercial development suited to visitors might occur. See the map in Appendix H.

## Resources

Adjacent to the C&O Canal and the Potomac River, Williamsport offers excellent recreation opportunities: fishing, boating, camping, hiking, and the C&O Canal Days event. The canal in particular runs for almost 185 miles to Washington, D.C., to the east and to Cumberland, MD, to the west. This is a heavily used recreation resource that already brings visitors to the town.

Downtown Williamsport has a wealth of historic buildings, now accented by historically themed streetlights. Williamsport has a historic district on the National Register of Historic Places, and a town walking tour features some historic sites related to local history.

Businesses downtown vary in type and in level of visitor-readiness. Downtown businesses include food service, apparel, bars, a barber, a salon, check cashing, boutique shopping, and banking.

## Opportunities, Issues, & Recommendations

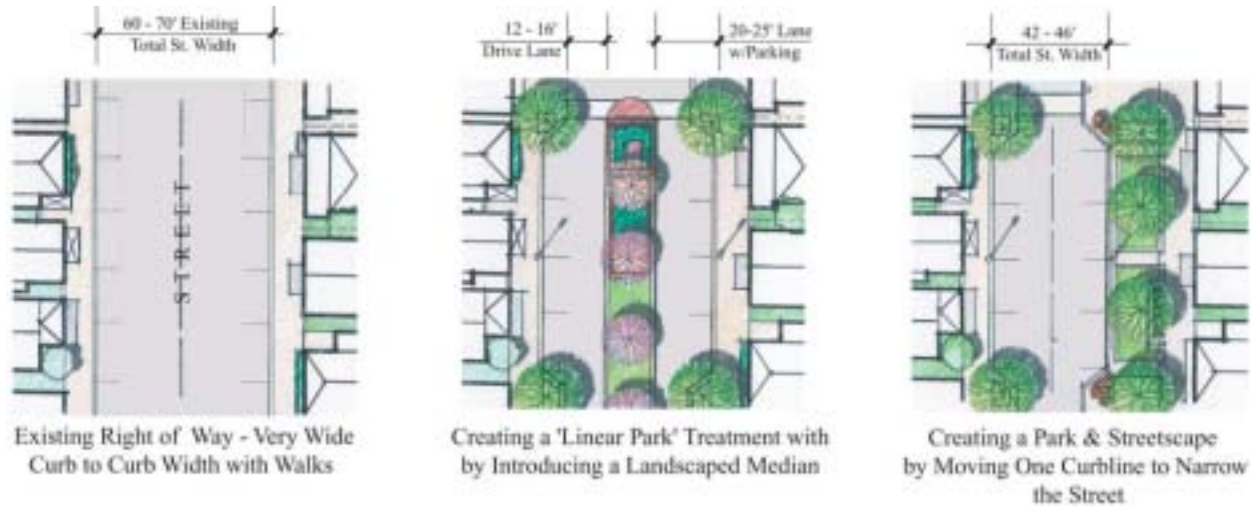
**Downtown Revitalization Plan and Management Organization.** Williamsport would benefit from a planning effort to guide the revitalization activities for downtown. With such a plan complete, it is imperative that an organization, such as a Main Street Maryland entity, be charged with implementing its recommendations.

**C&O Canal.** Given the recreation resources of the C&O Canal, the town has an opportunity to capitalize on the tourists and recreation users already coming to Williamsport. For example, the National Park Service-run visitor center at the canal receives regular questions about where to eat in town. Williamsport could continue to explore marketing various local offerings through the visitor center. Restaurants could offer specials on weekends during the summer to entice canal goers to linger in town.

**Wide Streets.** Anticipating being named the nation's capital, the town's founder laid out the streets of Williamsport extra wide, in some cases wide enough to accommodate two lanes of traffic, two parking lanes, and an additional 15 to 25 feet. This presents a challenge in that it gives the town a heavily paved appearance and can make crossing the street feel like a stroll over a major highway in places. The width between the historic buildings is also out of sync with the scale of the buildings themselves and gives a spread out impression to the streetscape. The anticipated traffic has never materialized, and now the challenge of the extra wide roadbeds could present a significant opportunity for the town to do something unique.

**Greenways.** With the C&O Canal adjacent to downtown, Williamsport is positioned to take advantage of a niche market that enjoys recreation and the outdoors. The extra width in the streets in the core of downtown could be converted to greenways that would take bikers, pedestrians, and kayakers into downtown from the C&O. This would be accomplished by shrinking the road's right of way and moving the traffic thoroughway and parking to one side of each roadbed or placing a median in the center. Then the area outside the roadbed, seemingly as much as 20 to 25 feet in some places, could be redesigned with intensive landscaping as a

**Williamsport Alternative Concept Plans for Streetscape Change**



dedicated path and greenspace. This would set Williamsport apart from other towns and remove the challenges of the overly wide roadway that exist now. See the graphic below for an illustration of two potential approaches to this strategy.

**Downtown Appearance.** The width of the streets in Williamsport contributes to a spread-out look. It has authentic historic architecture; however, a key building downtown, a tall four stories and housing the town clock, seems to have been burnt out and not repaired, leaving a vacant presence on the main street. With some attention to detail, the sprucing up of storefronts and the cleaning of sidewalks and streets, the town could increase its visual appeal. The rehabilitation of the town clock building should be a priority.

**Complementary Programs**

	NRHP	Local Historic District	Priority Funding Area/Community Legacy	Main Street Maryland	Maryland Enterprise Zone	Rural Legacy	MSHA Neighborhood Conservation
<b>Carroll County</b>							
Taneytown	X		X	X			X***
Westminster	X	X	X	X			X
Sykesville	X	X	X				
<b>Frederick County</b>							
Middletown	X**		X				X***
Emmitsburg	X		X				
Frederick	X	X	X	X			
<b>Washington County</b>							
Hagerstown	X	X	X		X		X
Boonsboro	X*		X			X	X
Williamsport	X		X				

\*Do not have historic district.  
 \*\*In process of designating a historic district.  
 \*\*\*Plans complete but not actual work.