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# Acknowledgements

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- » *The City of Cumberland*
- » *Canal Place Preservation and Development Authority*
- » *National Park Service*
- » *Downtown Development Commission*
- » *Maryland Department of Housing and Community Development*
- » *Appalachian Regional Commission*
- » *Maryland Heritage Areas Authority*

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Canal Place was Maryland’s first Certified Heritage Area. Designated in 1993, the Canal Place Preservation and Development Authority (CPPDA) oversees the management of Canal Place.

A management plan for Canal Place was first approved in 1996 and subsequently updated in 2002. This current update outlines the priority goals and projects for Canal Place over the next five years.

The theme of “Transportation” was chosen for the Heritage Area due to its importance in the history and creation of Canal Place. Cumberland's role as a transportation hub began before the colonial period. Native Americans followed trails from the Potomac Valley into the Allegheny Highlands. During the French and Indian War, British General Edward Braddock upgraded one of the trails into a wagon road in his effort to win Fort Duquesne and the Ohio Country. In the nineteenth century, the first major Federally-funded highway, the Historic National Road, linked Cumberland with Wheeling and the Ohio River in 1818. The Baltimore and Ohio Railroad arrived in 1842, while the Chesapeake and Ohio Canal reached Cumberland eight years later. In the twentieth century, the Western Maryland Railway was completed to Cumberland in 1907, while US 40 and later Interstate 68 supplanted the Historic National Road. Today, the process has returned to its trail roots as multiuse recreational trails along historic transportation corridors link Cumberland with Washington, D.C. and Pittsburgh, PA. A number of subthemes have been identified for the process as well:

- » Subtheme- Natural Resources
  - › Forests, public lands
  - › Raw Materials – coal, timber, pulp wood, sandstone, limestone and fireclay
  - › Rivers, waterways, wetlands
  - › Scenic Vistas
  
- » Subtheme – Cultural Resources
  - › Architecture
  - › Archeology
  - › Ethnic History – Underground Railroad, Native American, Irish (Canals, Railroads), Religious Institutions
  - › Arts and Entertainment





- » Subtheme – Recreational Resources
  - › Trails
  - › Towpath
  - › Bikeways
  - › Water Trails
  - › Events and Entertainment
  - › Scenic Drives
  
- » Subtheme - Nation Building / Industrial Revolution
  - › Car and Locomotive Works
  - › Manufacturing
  - › Mills
  - › Quarries and Mining

In addition to the theme, the Management Plan update has identified areas to expand the Heritage Area within Allegany County to include areas and resources that illustrate and help to interpret the theme of the Heritage Area. Currently the Canal Place Heritage Area is the smallest in Maryland, and through expansion, the diversity of heritage tourism opportunities will increase as will the eligibility for additional funding opportunities. The following areas have been investigated to be included in the expanded boundary:

- » Historic National Road Scenic Byway—the entire length through Allegany County
- » The GAP Trail from Cumberland to Frostburg and then north to the Allegany County line
- » The National Register Historic Districts in the communities of Mount Savage, Frostburg, and Lonaconing
- » The Mountain Maryland Scenic Byway from Frostburg south to Allegany County line
- » The C&O Towpath Trail and the C&O Canal National Historical Park from Cumberland east to the Allegany County line; and the C&O Canal Scenic Byway along MD 51 from Cumberland to Paw Paw
- » Expanded areas of the Canal Place Preservation District

A series of Goals and Objectives were developed for the plan update and are outlined on the following pages. More detail can be found within the plan sections.

***EXPANSION GOAL: Ensure the Heritage Area is inclusive of heritage resources throughout Allegany county***

- » *Objective E1: Expand the boundaries of the Heritage Area, in a phased approach, to incorporate geographic features which link to the Area's theme as a transportation gateway*
  - › Action Step 1: Phase I Expansion - the expanded areas of the Canal Place Preservation District (see Objective RI1), the Historic National Road Scenic Byway (remaining segment within the City of Cumberland) and the C&O Canal Scenic Byway along MD 51 (within the City of Cumberland) and the portion of the C&O Canal National Historical Park within the City of Cumberland that is not currently in the Heritage Area.
  - › Action Step 2: Phase II Expansion (as resources become available, as projects are identified and as local governments decide to participate) - GAP Trail from Cumberland north to PA border, Historic National Road Scenic Byway (entire length through Allegany County), National Register Historic Districts in Mt. Savage, Lonaconing and Frostburg, the C&O Towpath Trail and the C&O Canal National Historical Park from Cumberland east to the Allegany County line, Mountain Maryland Scenic Byway from Frostburg south to the Allegany County line (including the communities of Midland, Barton and Westernport), C&O Canal Scenic Byway along MD 51 from Cumberland to Paw Paw (including the communities of North Branch, Spring Gap, Oldtown and Little Orleans), Western Maryland Railroad Right-of-Way Milepost 126-160



**REGIONAL IDENTITY GOAL: *Preserve the regional identity of the Heritage Area to protect and enhance the natural, cultural, archeological, historical, scenic and recreational resources***

- » *Objective RI1: Consider expanding the boundaries of the Canal Place Preservation District*
  - › Action Step 1: Include a portion of the Canada / Viaduct Survey District in the Canal Place Preservation District
  - › Action Step 2: Include the Greene Street National Register Historic District in the Canal Place Preservation District
  - › Action Step 3: Include the Candoc and Mason Recreational Complex / Riverside Area section of the C&O Canal in the Canal Place Preservation District
- » *Objective RI2: Evaluate the possibility of achieving National Certification*
  - › Action Step 1: Determine if the Canal Place Heritage Area (as expanded) is eligible to become a National Heritage Area
  - › Action Step 2: Begin application process (if applicable)
  - › Action Step 3: Continue contact with Garrett County regarding their application to become part of the Appalachian National Forest NHA

**PRODUCT DEVELOPMENT GOAL: *Ensure the appropriate development takes place in the Heritage Area.***

- » *Objective PD1: Complete capital projects that enhance the visitor's experience*
  - › Action Step 1: Enhance the offerings at the historic boat yard
  - › Action Step 2: Conduct a study to determine future use of the canal basin
  - › Action Step 3: Physically enhance the connections to and within the Heritage Area such as those with other land trails, bike routes and the Potomac River Water Trail
  - › Action Step 4: Identify Target Investment projects
  - › Action Step 5: Enhance the visual and physical connection between Canal Place and Cumberland's Town Centre
  - › Action Step 6: Complete the redevelopment of the Footer's Dye Works building
  - › Action Step 7: Explore the acquisition of additional property surrounding Canal Place for both tourism and economic development opportunities
  - › Action Step 8: Improve the aesthetics of vacant and abandoned properties
  - › Action Step 9: Develop a "Railroad Park" in Cumberland
- » *Objective PD2: Complete non-capital projects that enhance the visitor's experience*
  - › Action Step 1: Develop additional events / programs to draw tourists and others to the Canal Place Heritage Area
  - › Action Step 2: Develop an Interpretive Plan for the Heritage Area
  - › Action Step 3: Develop collateral materials that interpret the Heritage Area attractions, services, and other visitor experiences
  - › Action Step 4: Provide incentives for people to utilize businesses and services in the local downtowns



**MARKETING GOAL: Enhance the contribution the Heritage Area makes to the overall appeal of the Mountain Side of Maryland brand.**

- » *Objective M1: Increase visitation to the Heritage Area through promotion and marketing*
  - › *Action Step 1: Undertake a Marketing Study to determine a new name for the Heritage Area that more accurately characterizes the heritage resources within the expanded boundaries*
  - › *Action Step 2: Promote the resources within the Heritage Area*

**ORGANIZATIONAL GOAL: Ensure Canal Place has adequate capacity to implement the goals and objectives of the Management Plan.**

- » *Objective O1: Staff the Heritage Area to most efficiently and effectively manage the roles and responsibilities described in the Management Plan*
  - › *Action Step 1: Hire a full-time property manager and a part-time events coordinator*
- » *Objective O2: Develop and implement a fundraising plan*
  - › *Action Step 1: Develop fundraising goals*
  - › *Action Step 2: Estimate how much the fundraising program will cost*
  - › *Action Step 3: Develop a timeline for the fundraising plan*
  - › *Action Step 4: Identify funding sources*
  - › *Action Step 5: Evaluate the fundraising plan regularly*
- » *Objective O3: Identify representatives that have expertise related to the Heritage Area*
  - › *Action Step 1: Establish committees to support the work being done by the CPPDA*
- » *Objective O4: Ensure the viable composition of the Canal Place Preservation and Development Authority*
  - › *Action Step 1: Develop an Advisory Board*
- » *Objective O5: Build partnerships and strategic alliances*
  - › *Action Step 1: Hold a yearly summit with CPPDA, communities within the Heritage Area and the county to identify priority projects*
  - › *Action Step 2: Partner with local historic societies and other relevant organizations*
  - › *Action Step 3: Promote the Maryland Heritage Areas Authority's (MHAA) economic benefits including grants, loans, and tax credits to encourage matching funds and other non-MHAA funding investment in heritage tourism throughout the Heritage Area*
  - › *Action Step 4: Encourage the reuse of non-historic structures that support the theme of the Heritage Area*
  - › *Action Step 5: Encourage uses that support the theme of the Heritage Area in Rural Districts and Corridors*
  - › *Action Step 6: Encourage complimentary business development*
  - › *Action Step 7: Offer incentives for start up businesses*



## SECTION 1: Introduction

### **Accomplishments from the 2002 plan include:**

- » *City of Cumberland's Historic District Tax Incentive Program—developed a brochure to provide overview of the process and the information is on the City of Cumberland's website*
- » *The Allegany County Museum is developing within the William Donald Schaefer Building*
- » *Crescent Lawn Stage improvements—roof was completed, improvements to electrical access and lighting, and a backdrop was added to shield the back of stage from the sun and improve drainage from the roof*
- » *Fairfield Inn and Suites has located to the Canal Place grounds showing private investment in the area*
- » *Merchants Alley was designed and constructed to serve as a visual connection between Canal Place and Downtown Cumberland*
- » *Downtown Development Commission developed a brochure to direct users to available parking areas*
- » *City of Cumberland's Historic Preservation Commission provides annual Preservation Awards for exemplary projects within the Canal Place Preservation District*
- » *Improvements have been made to the Canal Place Preservation and Development Authority's website to assist with marketing and promotion of the area*

Canal Place was Maryland's first Heritage Area. The Management Plan for Canal Place was approved in 1996 and subsequently updated in 2002. The Management Plan set forth the strategies, projects, programs, actions, and partnerships that will be used to achieve the goals of the Heritage Area. Since the original mission statement and vision are still valid and appropriate, the update to the plan is a companion document that identifies opportunities and recommendations over the next five years. This process is the second comprehensive update to the 1996 plan, but is different in that it also includes an update to the City of Cumberland's 1998 Downtown Design and Development Plan. This Management Plan update outlines actions and recommendations for the fiscal years 2013 through 2017.

### **MISSION STATEMENT**

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The following mission statement has been created for the Canal Place Heritage Area (CPHA):

*Canal Place Heritage Area's mission, in cooperation with local, state, and federal stakeholders, is to effectively manage the property and facilities at Canal Place and be a catalyst for the enhancement, preservation, and promotion of the assets and attractions within the heritage area in order to foster economic development and heritage tourism in Allegany County.*

### **THEME: TRANSPORTATION**

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This update includes goals, objectives and action items to move the CPHA through its next five years and build upon the success of the previous plans. A theme, Transportation, has been developed for Canal Place due to the fact that one was not developed previously.

Each of Maryland's Heritage Areas is defined by a distinct theme that makes that place different from other areas in the state. The theme manifests the heritage preserved in the area's historic architecture, cultural traditions, natural landscapes, and other resources such as museums, parks, and traditional ways of life.

Since its initial settlement in the mid 1700s when Cumberland and the Narrows lay at the edge of the frontier through the construction of





the Historic National Road in the early 1800's and the arrival of the Baltimore and Ohio Railroad in the 1840's and the Chesapeake and Ohio Canal in the 1850's, Cumberland and Allegany County have been defined by the nationally significant transportation corridors that pass through it.

This transportation heritage is embodied in the region's architecture and topography and exemplified in the Chesapeake and Ohio Canal National Historical Park, the Western Maryland Scenic Railroad, and the Great Allegheny Passage Cumberland to Pittsburgh Trail. Also of great importance is the Zero Mile Marker (for the Historic National Road) located at Riverside Park. As the original starting point for the Historic National Road, Cumberland and Canal Place have a great historic resource to build upon with the theme of transportation. The Historic National Road Monument is also located here to delineate this historic fact. The proposed River Walk improvements in Cumberland will also enhance connections to this area.

Today I-68 travels through Canal Place in Cumberland, which also is an important transportation element, and a way to bring more visitors into the Heritage Area.

While the main theme of Canal Place is "Transportation", there are several sub themes that are related, for instance, the industries that were supported by the transportation system, the natural and cultural resources that were moved along the roads, river and canal and the recreational resources that were created as a result of the people and cultures that worked and lived in the area.

The coming of the C&O Canal and the B&O Railroad to Cumberland enabled the rapid development of advanced manufacturing technology in the resource-rich area of Western Maryland. These transportation options and their costs were better than with the Historic National Road. The Western counties of Maryland could now use their natural resources, not just as commodities to be shipped, but also in producing increasingly complex manufactured goods such as rail, locomotives, and canal boats.

The canal and the railroads enabled transportation and shipment of goods, but they also were customers of advanced products. The canal boats were almost exclusively constructed in Cumberland. This required logging operations to feed the shipyards. The railroad and the canal required servicing and maintenance facilities. Feeder railroads developed to bring coal to Cumberland for shipment east by the C&O Canal or by rail.

In Allegany County, the industrial enclave at Lonaconing, in the Georges Creek Valley, built a large blast furnace (still extant, in a City Park). A historical marker is at the site. The necessary machinery was built by the West Point Foundry, and shipped by canal boat and wagon. Local iron ore, coal, stone, and timber was used.

Learning from that experience, three blast furnaces were built at Mount Savage, near Frostburg. Again, local sources of iron ore, coal, limestone, and fire clay were used. And they went a step beyond simple pig iron. A lot of R&D resulted in a rail-rolling facility. This was the first iron rail rolled in the United States. The Mount Savage facility was perhaps a year from developing a viable steel-making process, when this was achieved in Pittsburgh using the British Bessemer Process. Following the path of value-added product, the locomotive manufacturing center at Mount Savage produced some 100 units for use primarily by local and regional railroads.

The initial coal exports from the Western Maryland region came to Cumberland from Eckhart Mines. The construction of the Historic National Road east of Frostburg cut through the upper end of the "Big Vein" of coal, which extends down the Georges Creek Valley, and provided hundreds of millions of tons of product during its operation.

These additional sub themes can and should be included in projects that are initiated at Canal Place as they move through their next five years of development and progress.

### **EXISTING ORGANIZATIONS / DESIGNATIONS**

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Cumberland and other areas in Allegany County are fortunate to have a number of existing organizations and local as well as state or federal designations that can be tapped to assist with implementing action items from the Management Plan. These organizations and designations are as follows:

#### **Existing Organizations**

- » Cumberland Downtown Development Commission
- » Allegany Arts Council
- » C&O Canal Association
- » Canal Place Preservation and Development Authority
- » Allegany County Tourism Bureau
- » Allegheny Trail Alliance
- » Maryland Scenic Byways
- » National Park Service

#### **Arts and Cultural Districts**

In 2001, Maryland became one of the first states in the country to enact legislation establishing a formal and coordinated program of Arts & Entertainment (A&E) Districts as a way to help revitalize communities and improve quality of life. There are twenty-two A&E Districts across Maryland and two of them are in Allegany County.

Cumberland's district was established in 2002, and has been officially redesignated for an additional ten years in 2012. This district has been very successful and is considered one of the state's model programs. Frostburg's district was established in 2009, and is generating excitement in the area. Cumberland's district is co-managed by the Allegany Arts Council and the City, and Frostburg's district is cooperatively managed by the Allegany Arts Council, the City and the Frostburg Historic Main Street Program. More information can be found at <http://www.alleganyartscouncil.org/static.php?page=212>.

#### **Main Street**

Main Street Maryland is a downtown revitalization program created in 1998 by the Maryland Department of Housing and Community Development. The program has a five point approach for commercial revitalization:

- » **DESIGN:** Enhancing the physical appearance of the commercial district by rehabilitating historic buildings, encouraging supportive new construction, developing sensitive design management systems, and long-term planning
- » **ORGANIZATION:** Building consensus and cooperation among the many groups and individuals who have a role in the revitalization process
- » **PROMOTION:** Marketing the traditional commercial district's assets to customers, potential investors, new businesses, local citizens and visitors
- » **ECONOMIC RESTRUCTURING:** Strengthening the district's existing economic base while finding ways to expand it to meet new opportunities and challenges from outlying development
- » **CLEAN, SAFE, and GREEN:** Enhancing the perception of a neighborhood through the principles of Smart Growth and sustainability

Within the Heritage Area (existing and expanded), there are two Main Street designations: Cumberland and Frostburg. Both of these entities have staff and are actively engaged in their communities promoting the five points discussed above. The Main Street staff will be instrumental in coordinating the transportation themed events as part of the expanded heritage area. Main Street is also an integral program for bringing in new businesses and customers into the historic downtowns.



## **Trail Town Program**

The Trail Town Program was developed by the Progress Fund in conjunction with the Allegheny Trail Alliance in order to take advantage of the full economic potential of the Great Allegheny Passage. The program has the following goals:

- » Retain, expand, and increase revenues of existing businesses
- » Recruit sustainable new businesses
- » Facilitate collective action by the Trail Towns to create a world class recreational destination
- » Improve the buildings and infrastructure in each town to create a visitor friendly destination

The Cities of Cumberland and Frostburg are both Trail Towns and receive support from their local representative and Maryland Trail Town Coordinator. Trail Town Volunteers are also very active in engaging their respective communities in service and marketing opportunities.

## **Canal Town Partnership**

The Canal Towns Partnership is an economic and community development program in communities bordering the C&O Canal National Historical Park. This regional program is designed to assist the communities to reap the multiple benefits of trail-based tourism and recreation. Due to its location along the Canal, Cumberland is included in the Canal Towns Partnership. Involvement of the municipalities and other unincorporated areas in Allegany County along the C&O Canal presents opportunities to work together for the collaborative good of the County. There are historic and heritage resources spread throughout the region and many of these communities are currently working to improve their areas for both residents and visitors. Inclusion within an expanded heritage area will strengthen /leverage their efforts to create synergy within Allegany County.

## **Maryland Scenic Byways Program**

The Maryland Scenic Byways Program contributes toward the state's goals for preserving the natural and cultural heritage, enhancing economic opportunities related to that heritage, and providing the means to experience that heritage in a safe and enjoyable manner. To accomplish this overall vision, the Scenic Byways Program along with its agency partners and supporting organizations will work together to accomplish the following goals:

- » Identify, maintain and promote a statewide collection of scenic byways as an integral component of Maryland's transportation system
- » Assist byway organizations in their efforts to fund and finance the needed conservation, preservation, interpretation, enhancement, and marketing activities to sustain the system of byways over time
- » Facilitate the enhancement efforts needed to improve the understanding and enjoyment of the intrinsic qualities associated with Maryland's Scenic Byways
- » Collaborate with local, state and federal agencies with an interest in promoting Maryland's system of scenic byways as a means of increasing economic activity associated with heritage or nature-based tourism
- » Utilize byway planning and development as a means to advance community based goals for livability and sustainable economic development
- » The expanded Canal Place and the Allegheny Heritage Area includes three Scenic Byways: The Historic National Road National Scenic Byway, the C & O Canal Scenic Byway, and the Mountain Maryland Scenic Byway. The Maryland Scenic Byways Program and its partners can provide assistance in implementing a variety of the Management Plan's action items including addressing land planning, recreational access, and aesthetic design issues.

### REVIEW OF LOCAL PLANS

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The following local plans were reviewed to document land use recommendations and policies that are germane to the possible expansion of the CPHA. Acronyms used in citations throughout the report are listed in parenthesis after each plan listed below (summaries of these plans can be found in **Appendix A**).

- » *Allegany County Comprehensive Plan 2002 Update, Final Draft*. Allegany County. 2002. (ACCP)
- » *LaVale Region Comprehensive Plan*. Allegany County. 2008. (LRCP 2008)
- » *Local Land Preservation, Parks, and Recreation Plan*. Allegany County. 2006. (LLPPRP 2006).
- » *Local Land Preservation, Parks, and Recreation Plan Update, Draft*. Allegany County. 2012. (LLPPRP 2012).
- » *Sustainable Economic Development Strategic Plan*. City of Cumberland. 2005. (CSEDSP)
- » *Cumberland 2009 Comprehensive Plan Update*. City of Cumberland. 2009. (CCP 2009)
- » *2013 Comprehensive Plan: Forging Our Heritage Into Prosperity Neighborhood Element, Volume 1 of 2*. City of Cumberland. 2011. (CCP 2011 N)
- » *2013 Comprehensive Plan: Forging Our Heritage Into Prosperity Neighborhood Element, Volume 2 of 2*. City of Cumberland. 2012. (CCP 2012 CW)
- » *The Frostburg Plan*. City of Frostburg. 2011. (TFP 2011)
- » *Town of Lonaconing Comprehensive Development Plan*. Maryland Office of Planning and the Allegany County, Department. of Planning. 1998. (Lonaconing 1998).

### OUTREACH

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As part of Management Plan update, various methods were used to gather information for the plan. This information was ultimately used to build the recommendations and action plan for the update.

- » **Steering Committee Meetings**—A steering committee comprised of representatives from the project area met regularly throughout the process to guide the project and review key items for the Management Plan Update. A full list of members can be found on the Acknowledgements page.
- » **Agency Meetings**—One agency scoping meeting was held during the process. This meeting was held prior to the first public meeting on April 25, 2012 in order to present project information and gather feedback regarding natural, historic, and cultural resources within the various project areas. A full list of invitees can be found in Appendix B.
- » **Public Meetings**—Two public meetings were held during the process to gather information and feedback from the general public. These meetings were held on April 25, 2012 and March 3, 2014. The first meeting was an open house in order to give participants flexibility in attendance.

The first meeting had the following stations:

- › Welcome
- › Environmental Assessment
- › Theme / Marketing
- › Boundary
- › Interpretive / History
- › Downtown Plan Update

The second public meeting had the following stations:

- › Welcome
  - › What is a Heritage Area
  - › Project Overview
  - › Expansion Area
  - › Product Development / Regional Identity
  - › Marketing / Organizational
  - › Downtown Plan Update
  - › Exit Survey
- » **Stakeholders**—Stakeholders were identified and contacted regarding the process in order to gather specific information about the plan and its contents. The following stakeholders were included:
- › Allegany County
  - › Cumberland Main Street Program
  - › Maryland Department of Natural Resources
  - › Maryland Heritage Areas Program
  - › Maryland Office of Tourism Development
  - › Maryland State Highway Administration
  - › Mount Savage Historical Society
  - › Individual communities (Frostburg, Mt. Savage, Lonaconing, Barton, and Westernport)

## **ECONOMIC IMPACT**

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The Money Generation Model (Stynes et al. 2000) was used to estimate expenditures made by visitors to the region. This model was developed for the National Park Service (NPS), to allow them to estimate the economic impact of their parks. This Money Generation Model is based upon the IMPLAN input-output model, a widely accepted system for estimating regional economic impacts. The Park Service's model has imbedded into it expenditure profiles for many different parks and regional economies. IMPLAN was then used to estimate the multiplier effects of these expenditures. IMPLAN was also used to estimate the impacts of the construction phase of the projects. Results from these models can be found in Appendix C.

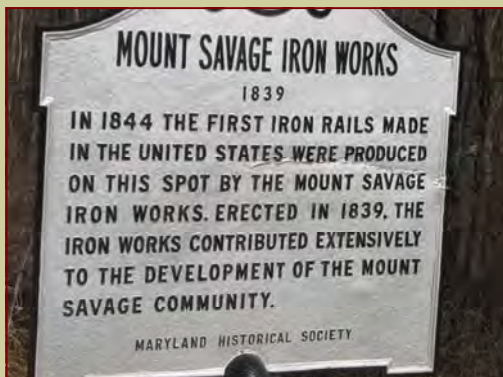
Section 2 describes the recommendations that have been developed to assist Canal Place with achieving the goals outlined for the next five years.



## SECTION 2: Recommendations

### EXPANSION GOAL:

Ensure the Heritage Area is inclusive of heritage resources throughout Allegany County.



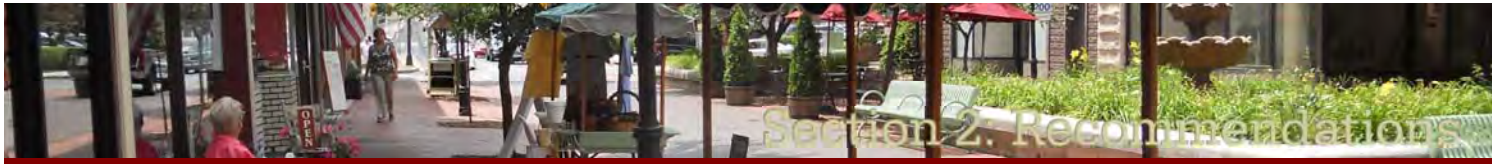
### OBJECTIVE E1: Expand the boundaries of the Heritage Area, in a phased approach, to incorporate geographic features which link to the Area's theme as a transportation gateway (See Maps 1 and 2)

According to the Heritage Areas Program Statute—Financial Institutions Article, Title 13, Subtitle 11; after initial approval by the Maryland Heritage Areas Authority (MHAA) of the boundaries of a recognized heritage area, the Authority may amend or revise the boundaries: (1) With the approval of all of the local jurisdictions where the property to be added or removed is located; and (2) On publication of a revised drawing or boundary description in the Maryland Register. The boundaries of the Canal Place Heritage Area (CPHA) were created in 1993. Through the Management Plan update it was decided that the boundaries should be reexamined to determine if there were additional areas that could be included to increase heritage tourism opportunities and funding options.

Criteria were developed to identify areas within Allegany County that could be included in the CPHA.

- » Places that manifest the theme through related historical, natural and cultural resources
- » Places linked by the transportation network including the Historic National Road; the C&O Canal National Historical Park, the Western Maryland Scenic Railroad, and the Great Allegheny Passage (GAP).
- » Historic districts and structures that relate to the heritage area theme and retain a high degree of historic integrity.
- » Places that are recommended for historic preservation and restoration programs identified in the comprehensive plans and other planning documents.
- » Places where private interests have committed resources to historic preservation and restoration and tourism development.
- » Places where the incentives available through the Heritage Areas Program are capable of increasing tourism.

The expansion of the Heritage Area should take place in a phased approach in order to take advantage of resources as they are available and to ensure that the proper amount of staffing and volunteers are in place to support the expansion.



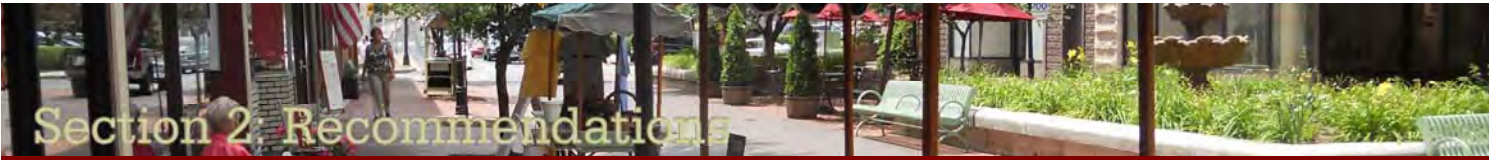
» *Action Step 1: Phase I Expansion*

The first phase of the expansion, which should take place immediately following adoption of this plan, would include the expanded areas of the Canal Place Preservation District (see Objective RI1), the Historic National Road Scenic Byway (remaining segment within the City of Cumberland); C&O Canal Scenic Byway along MD 51 (within the City of Cumberland) and the portion of the C&O Canal National Historical Park within the City of Cumberland that is not currently in the Heritage Area.

*Note: No municipal land use regulations are required to be created or updated based on this Management Plan.*

» *Action Step 2: Future Phases Expansion*

The additional phases of the expansion should take place as resources become available, as projects are identified by communities and organizations and as local governments decide to participate in the following areas: the GAP Trail from Cumberland north to the Pennsylvania border (1 mile wide corridor); the National Register Historic Districts in the communities of Mount Savage, Lonaconing and Frostburg; the C&O Towpath Trail and the C&O Canal National Historical Park from Cumberland east to the Allegany County line (1 mile wide corridor); the Western Maryland Railroad Right of Way, Mileposts 126 to 160; the Historic National Road Scenic Byway (the entire length through Allegany County—1 mile wide corridor); the Mountain Maryland Scenic Byway from Frostburg south to the Allegany County line (including the communities of Midland, Lonaconing, Barton and Westernport); and the C&O Canal Scenic Byway along MD 51 from Cumberland to Paw Paw (including the communities of North Branch, Spring Gap, Oldtown and Little Orleans—1 mile wide corridor).



## Section 2: Recommendations

### **REGIONAL IDENTITY GOAL:**

**Preserve the regional identity of the Heritage Area to protect and enhance the natural, cultural, archeological, historical, scenic and recreational resources.**



### **OBJECTIVE RI1: Consider expanding the existing boundaries of the Canal Place Preservation District (see Map 2)**

The Canal Place Preservation District, which is a locally zoned historic district and has two districts contained within it listed on the National Register (Downtown Cumberland and Washington Street), is located within the existing boundaries of the CPHA. Pedestrian surveys, which did not include interior examinations, were conducted of all previously identified historic districts and neighborhoods that are adjacent to the existing district to determine if areas in addition to the currently designated historic districts were deemed to be historically significant and worthy of additional preservation protection.

- » *Action Step 1: Include a portion of the Canada/Viaduct Survey District in the Canal Place Preservation District*

For purposes of expansion of the Canal Place Preservation District, adding the portion of the Canada/Viaduct Survey District from the Viaduct northwest to the point where Centre Street and Mechanic Street merge and from Wills Creek northeast to the CSX mainline right-of-way is recommended. This area is slightly smaller than the Canada/Viaduct Survey District, but captures the cohesive portion of this neighborhood that has associations with the canal, road and rail systems in Cumberland (182 properties added).

- » *Action Step 2: Include the Greene Street National Register Historic District in the Canal Place Preservation District*

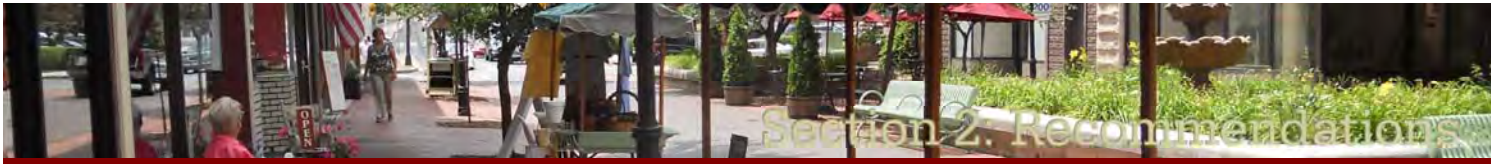
This existing District extends from Riverside Park to Spruce Alley and was listed in 2005. Including the entire district plus one added property on Smallwood Street between the Greene Street district and the Washington Street district is recommended. This additional property avoids a hole in the boundaries of the Washington Street and Greene Street districts. (44 properties added).

- » *Action Step 3: Include the Candoc and the Mason Recreational Complex/Riverside Recreation Area section of the C&O Canal in the Canal Place Preservation District*

Extending the Canal Place Preservation District along the Canal from the District's current end point to the Offutt Street access to the towpath and Mason Recreational Complex to bring Candoc and the Riverside areas into the Preservation District is also recommended. This adds a very scenic and accessible portion of the canal and towpath (6 properties added).

A full list of all the recommended properties in each of the areas can be found in Appendix D.





## **OBJECTIVE RI2: Evaluate the possibility of achieving National Certification**

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National Heritage Areas (NHAs) are designated by Congress as places where natural, cultural, and historic resources combine to form a nationally important area. NHAs support historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects. Through public/private partnerships, NHAs can leverage funds to support economic development and heritage conservation.

The NPS administers the NHA program, which currently includes 49 heritage areas, but NHAs are not park units. NPS partners with, provides technical assistance and distributes matching funds to NHA entities. NPS does not assume ownership of land inside heritage areas or impose land use controls ([www.nps.gov](http://www.nps.gov)).

- » *Action Step 1: Determine if the Canal Place Heritage Area (as expanded) is eligible to become a National Heritage Area*

Prior to any work being done regarding achieving National Heritage status, the staff should meet with National Heritage Area Program Coordinator in the proper region to determine the feasibility of Canal Place (as expanded) becoming a National Heritage Area.

- » *Action Step 2: Begin application process (if applicable)*

If it is determined that it would be feasible for Canal Place (as expanded) to possibly become a National Heritage Area, the feasibility study should be initiated. The feasibility study should be led by the staff at Canal Place, in close coordination with the National Heritage Area Program Coordinator for their region. The study will assess whether:

- › The landscape has an assemblage of natural, cultural, historic and scenic resources that, when linked together, tell a nationally important story;
  - › Opportunities exist for increasing public access to and understanding of key natural, cultural, historic, and scenic resources,
  - › An organization exists that has the financial and organizational capacity to coordinate heritage area activities; and
  - › Support for NHA designation exists within the region.
- » *Action Step 3: Continue contact with Garrett County regarding their application to become part of the Appalachian National Forest NHA*

The Appalachian Forest Heritage Area (AFHA) is seeking National Heritage Area designation. Canal Place has been in contact with representatives from Garrett County regarding this process. This communication should continue in order to determine if Canal Place should join with this effort or seek their own designation.



## Section 2: Recommendations

### PRODUCT DEVELOPMENT GOAL:

Ensure the appropriate development takes place within the Heritage Area.



### OBJECTIVE PD1: Complete capital projects that enhance the visitor's experience

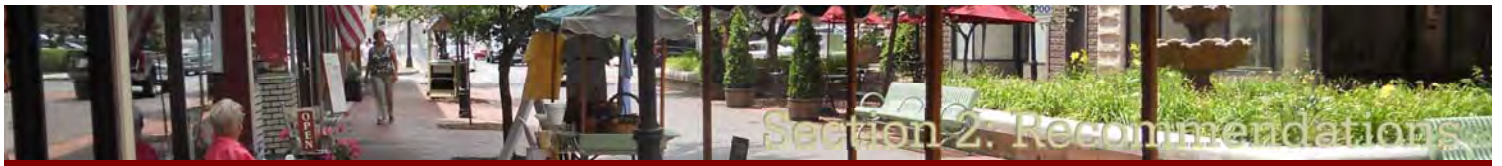
- » *Action Step 1: Enhance the offerings at the historic canal terminus (see Figure 1)*

Activities of the CPHA are currently focused on Station Square in downtown Cumberland with the centerpiece being the former Western Maryland Railway station. The first floor houses the visitor center for the region and the NPS exhibits relating to the Chesapeake and Ohio Canal, the second floor houses the ticket office and waiting room of the Western Maryland Scenic Railway as well as a café and gift shop, the third floor accommodates offices of the CPPDA as well as other agencies, and the fourth floor includes additional offices. Station Square has nearby access onto and off Interstate 68/US 220, the major east-west and north-south routes through Cumberland. Parking is conveniently located across the street and other heritage attractions, including the Allegany Museum, are close at hand. Baltimore Street, Cumberland's main commercial thoroughfare, has been converted to an attractive pedestrian mall and is within easy walking distance. And finally, the region's two major multiuse trails, the C&O Canal Towpath to Washington, DC and the Great Allegheny Passage to Pittsburgh, PA meet at the edge of the station's plaza.



Figure 1: Approximate Sites of historic boat yards

Station Square is separated from the terminus of the canal by the towering I-68/US 220 viaduct. If visitors follow the attractive walkway under the viaduct, they will find a crescent-shaped lawn used for festivals and special events. There are also a group of commercial establishments, NPS's administrative offices and a stage. The remaining structure known as the Footers Dye Works building, which was an early twentieth century factory, and a recently constructed hotel are also located here. A curving, elevated walkway which leads to the C&O Canal towpath, and the *Cumberland*, a replica canal boat are also located in this area. West of the festival grounds is the reconstructed Main Basin of the Canal and the guard locks which provided canal boat access to the Potomac River and supplied the westernmost water source for the canal.

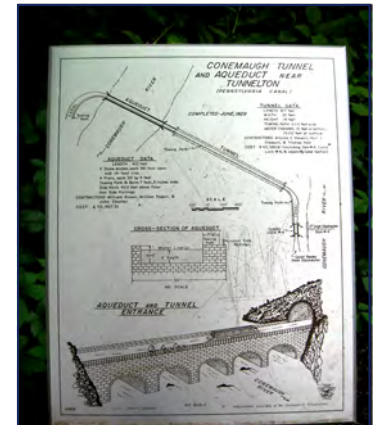


The primary goal is to have visitors experience the physical remains of the Chesapeake and Ohio Canal in Cumberland and to understand and appreciate the principal activities which dominated the environment around the canal terminus. Those activities were the transshipment of coal from nearby Frostburg and the Georges Creek valley, as well as West Virginia and Pennsylvania, into canal boats for the journey to the tidewater Potomac at Georgetown and the construction and repair of canal boats to serve this trade.

Recreating the boat yard will need to be completed in phases due to funding constraints. The first phase would be to work with the National Park Service to complete an Environmental Assessment for the proposed reconstructed boat yard before any future development can be done on the land.

The second phase would be to develop interpretive panels which describe the process that took place in and around the boat yards. These panels could also describe former features of the adjoining festival grounds and main basin, including the former boatyards and warehouses, the saloons, pool halls and boardinghouses along Wineow Street bordering Shriver Basin, the Footers Dye Works as well as the lock tender's house and guard locks between the Potomac River and the Main Basin. The Little Basin on the site of the Western Maryland station and its adjoining boatyard could also be pointed out.

In conjunction with the interpretive panels, this phase could also involve the development of an archeological exhibit, or field school, demonstrating archeological excavation techniques used to uncover the historic artifacts left by the 19<sup>th</sup> and early 20<sup>th</sup> century canal boat builders.



Interpretive panels,  
Saltsburg, PA

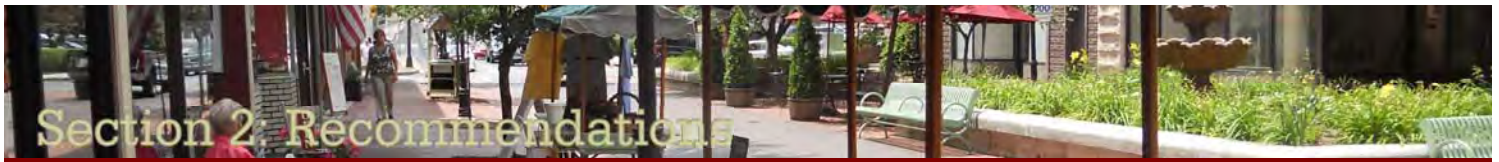
In 2003, archeologists undertook cultural resource investigations, which included recovery and recording of resources at the Weld and Sheridan Boat Building and Repair Yard. It was discovered that the boatyard waterfront contains a bulkhead, marine railway and boatyard ground surfaces. At this site, two canal boats were identified and recorded. Two years later, construction for the rewatered turning basin exposed several elements of the Canal Towage Company, which operated between 1912 and 1924. During this period, this boatyard built all the boats that plied the canal. The discovery included a marine railway, bulkhead, three foundations, and a boatyard ground surface, as well as a canal boat (Cumberland Flood Mitigation Proposed Chesapeake and Ohio Canal Rewatering Project).

A field school could also be developed for interpretive purposes where students and the public can learn how these artifacts were uncovered, their disposition and how the findings were recorded. The archeology of the boatyards reveals clues that enhance our understanding of the lives of the canal boat builders, the community in which they lived and worked and the events that were involved in their daily life.

As resources become available in future years, the development of the boat yard should continue in additional phases. These phases would include reconstructing the boat yard, a comprehensive archeological investigation of the site as well as providing interpretive events at the boat yard including actual construction of boats.

» *Action Step 2: Conduct a study to determine future use of the canal basin*

Currently a small portion of the canal basin is re-watered at Canal Place. This area is sorely underutilized, however. There is stagnant water in the canal and the length is not long enough to be usable for any sort of boating activity.



## Section 2: Recommendations

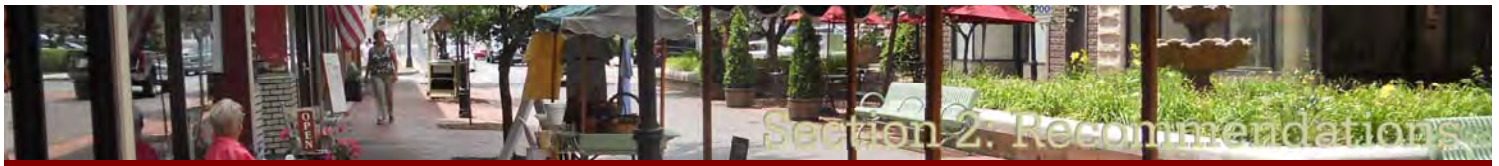
Due to the stagnant water in the canal, enough circulation to prevent the formation of algae, but not enough to create a visible current is needed. Utilizing chemicals to correct this issue would be prohibitive due to cost and potential environmental impacts. In order to bring new water in, Wills Creek (if it has year round flow) or the Potomac could be used with some engineering calculations to determine the necessary flow for the volume of water in the Basin and canal. The water could be conveyed by a valved underground conduit to multiple outlets in the wall at the upper end of the Main Basin. At the eastern end of the canal, a weir structure or valved underwater inlets could control the rate of discharge back into the Potomac River. Whatever type of device is used, it would have to have the capability to be completely closed during high water periods on the Potomac. Options to use solar power to circulate the water through the canal could open potential grant opportunities because of the alternate energy use.

Another option for the canal basin is to remove the water and fill it in. Saltsburg, PA has developed an interpretive exhibit at the location of their former canal. The canal no longer has water, but the structure of a portion of the canal has been built with interpretive panel located around the exhibit to explain the history of the canal. Draining the water and developing an exhibit similar to Saltsburg would be an expensive option, but it may help to address the issue of the currently underutilized canal.



Saltsburg Canal Exhibit

- » *Action Step 3: Physically enhance connections to and within the Heritage Area such as those with other land trails, bike routes and the Potomac River Water Trail.*
- › **The Narrows:** Allegany County's 2006 *Land Preservation, Parks and Recreation Plan* states "The County will work with the City of Cumberland to acquire and develop a tourist-oriented park in the Narrows which would be tied directly to the Canal Place development project and also serve to protect the scenic overlook and floor of the gap. Although this project has remained dormant since the late 1990's, it remains a goal of the County's comprehensive plan." The opportunity to develop trails and passive recreation facilities as well as interpretive facilities discussing the evolution of transportation through the Narrows still presents an outstanding opportunity to combine the story of the C&O Canal and paralleling railroads' transportation functions from Cumberland to the tidewater with the history of westward expansion to the Great Lakes and Ohio River valley. A partnership to preserve and interpret the Narrows could be expanded to include the Maryland Department of Natural Resources (DNR) and the Maryland State Highway Administration (SHA). The City of Cumberland could work with DNR to expand the boundaries of Wills Mountain State Park to protect additional land on the east side of the Narrows, and perhaps Haystack Mountain on the west as well. Currently Wills Mountain State Park is leased from DNR by Cumberland. The City and County could acquire, develop and operate the public facilities in the park on the floor of the gap, which would be connected to the GAP trail, and SHA could upgrade Alternate US 40 through the Narrows as a scenic parkway, preserving its historic character, terminating at a roundabout at the National Highway SW (Alt. US 40) and Mt. Savage Road NW (MD 36) intersection at the north end of the Narrows.
- › **Frostburg to Westernport (Georges Creek Valley):** Cumberland already serves as major trail connection point between the C&O Canal towpath, extending from Washington, DC to Cumberland, and the Great Allegheny Passage between Cumberland and Pittsburgh, PA. However, there are also long term opportunities to connect with additional long distance trail corridors. At Frostburg, an abandoned railroad tunnel extends beneath the downtown area and connects to an abandoned rail corridor extending to a point south of I-68. From that point south to Westernport, a short line railroad, the Georges Creek Railway, LLC operates the former Western Maryland branchline. The single track railroad cannot safely

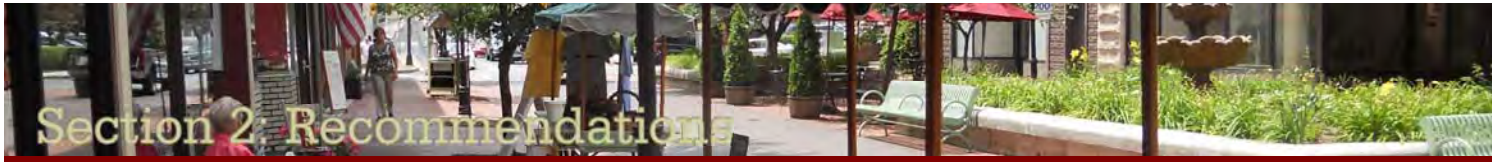


accommodate a trail adjacent to its right of way. However, much of the line is rural where additional land acquisition may be possible. In addition, flooding in the Georges Creek Valley is a major problem and creek side properties are being acquired as a flood control measure. If these properties are combined into a greenway, a corridor may be created which could accommodate a multipurpose trail. Westernport has already created a greenway and Lonaconing is actively studying the benefits of such a program. A proposed MD 36 bypass in the central portion of the valley could also create a trail corridor. The Georges Creek valley was and remains the major center for coal mining in Maryland, and Lonaconing, like Mt. Savage north of Frostburg, was an early center of iron production. Thus a trail through this region is closely tied to the interpretive themes of the Heritage Area.

A trail extending to Westernport does not exhaust the long-term possibilities in this area. The Western Maryland Railway right of way extending to Elkins, WV and beyond is largely abandoned west of Bayard, WV. The State of West Virginia has created the Allegheny Highlands Trail of West Virginia on that roadbed from Elkins to Hendricks, WV and the Blackwater Canyon Trail from Hendricks to a point on US 219 north of Thomas, WV, just southwest of Bayard. If a trail could be extended up the valley of the North Branch of the Potomac River, a continuous trail could be created to Elkins. Obviously this would be a very long term project, but future rail abandonments along the North Branch of the Potomac River could make this project much more feasible.

- › **Western Maryland Rail Trail (alternative for unpaved C&O path):** Extending east from Cumberland, the C&O Canal towpath has an unpaved surface, which in many areas is most suited for mountain bikes. However, the towpath is paralleled by another abandoned segment of the Western Maryland Railway as far east as Big Pool, MD, about ten miles east of Hancock. The Maryland Department of Natural Resources (DNR) has constructed the Western Maryland Rail Trail on a 22.5 mile long segment of this right of way extending from Big Pool to Pearre Station, MD. A 4.5 mile extension to Little Orleans, MD is currently planned, and a study of an additional ten mile segment west to near Paw Paw, WV is underway. The right of way for this trail is available to a point just east of Cumberland, and if extended, the paved Western Maryland Rail Trail could be an attractive alternative for trail users whose bicycles may not be up to the rigors of the C&O towpath. The C&O towpath also provides a connection to the DNR's existing trail system in Green Ridge State Forest as well as the Great Eastern National Scenic Trail, which runs through the forest.
- › **911 Memorial Trail:** The September 11th National Memorial Trail is a proposed national trail connecting New York's World Trade Center, the Flight 93 Memorial in Shanksville, PA and the Pentagon Memorial in Arlington, VA. The September 11 Trail proposes to utilize existing routes wherever possible, so it will incorporate the East Coast Greenway from New York to Arlington, VA, the C&O Canal towpath from Washington, DC to Cumberland and the Great Allegheny Passage from Cumberland to a point near Rockwood, PA, where it will chart a new route back to New York via the Flight 93 Memorial in Shanksville. The Management Plan fully supports the development of this trail and its relationship to the project area.
- › **River Walk Trail:** This potential trail is included in the 2013 Cumberland Comprehensive Plan City-Wide Element, and would include a potential upgrade to the existing pedestrian connection between Canal Place and Riverside Park. This would support bicycle travel directly from the C&O Canal Towpath across Wills Creek into Riverside Park and a new bicycle / pedestrian trail extension from Riverside Park along the North Branch levy to the former Moose Lodge Building during Phase I of the project. Phase II would include an extension to the Riverside YMCA complex with possible further extensions if funding and Allegany County support exist. This trail project is important to the City in that it would enhance direct connections with the Greene Street Commercial District,





which is included in the expanded Heritage Area.

- › **Carpendale Trail:** This trail is located in West Virginia and is one mile in length. It connects to the C&O Towpath at mile marker 183 near the eastern end of Cumberland. This trail is easily accessed by a bridge over the North Branch of the Potomac River. The trail also includes the Knobley Tunnel.
- › **Potomac River Water Trail:** This existing water trail stretches 100 miles along the Maryland and Virginia shorelines from Washington DC to the Chesapeake Bay. The Heritage Area should take advantage of its location along the Potomac by offering a water access point at Canal Place. The dam under the Cumberland-Ridgely West Virginia Bridge on the Potomac River was put in place in the 1930's for the Kelly Springfield Industrial Plant. This company is no longer in business so the dam currently serves no purpose. A grant from the United States Fish and Wildlife Service will assist with testing to gauge the level of contaminants (*Cumberland Times News*, February 13, 2013). If the dam is removed, additional areas for access around Canal Place could be explored.

An approximately nine acre site at the end of Wineow Street near the Potomac Edison electrical substation has been discussed in the past as a possible access point for non-motorized water craft. The City of Cumberland, the CPPDA and the NPS own easements over the land paralleling the river by approximately 300 feet south of the Wineow Street conduit and north about 1,500 feet beyond the City Sewer Plant Station. The city tax map indicates the land is owned by the City of Cumberland. Land along the river below the 300-foot line (south of the Wineow Street conduit) is within the boundary of the C&O Canal NHP and is owned by the NPS.

The location of the proposed access site would be along the C&O Canal towpath, about one-third of a mile south of the Western Maryland Railway Station (see Figure 3). A parking area would need to be built on the east side of the towpath and boaters would have to portage their boats across the towpath to access steps or a ramp leading down to the river.

In addition to what is discussed above, NPS is likely to have a new, non-motorized boat access point at Lock 74, only a few miles downstream from Cumberland in the near future.

» *Action Step 4: Identify Targeted Investment Projects*

An expanded heritage area has the opportunity to capitalize on the existing personnel and volunteers in the various communities throughout Allegany County that manage and promote programs pertaining to reinvestment. Cumberland and Frostburg are both designated Sustainable Communities, which are eligible for Community Legacy and Strategic Demolition-Smart Growth Investment Fund Funding. These sources have continuously supported redevelopment efforts and investment in downtown areas of the communities through the use of façade improvement programs, upper story redevelopment, site improvements and strategic demolition.

Target Investment Criteria

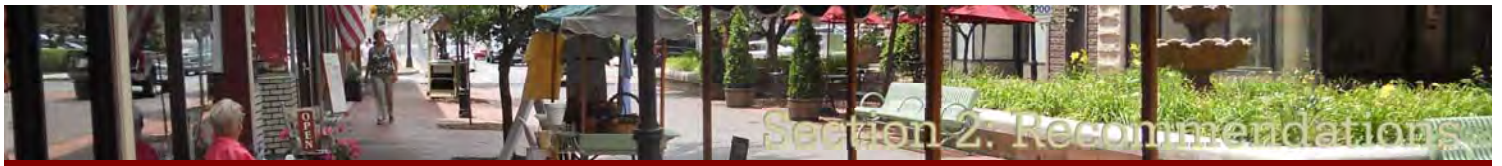
The MHAA directs capital financial incentives to projects that target investment within Certified Heritage Areas.

In order for a project to qualify as a targeted investment, it must meet the following criteria:

- › Fulfill the priorities of the certified heritage area management plan, five year plan and/or annual work plan;
- › Leverage public or private investment in heritage area resources and facilitate economic development

In addition, the project must meet at least one of the following criteria:

- › Overlap with designated local, State, or Federal areas;



- › Contribute to a broad-based regional, State or Federal initiative or contribute to activities supported by significant public investment
- › Include one or more key resources that are part of a larger concentration of related, place-based resources;
- › Has a high potential to serve as a catalyst for additional private or public investment within the next ten years

#### Non-listed, non-designated structures

The Management Plan must identify which non-listed, non-designated structures within the CHA are considered Certified Heritage Structures and thus eligible for the Heritage Preservation Tax Credit. Non-listed, non-designated historic structures as well as non-historic structures (the rehabilitation of which significantly enhances the overall quality of the CHA) are also eligible for the Tax Credit if the structure has been certified by the MHAA as contributing to the significance of the CHA.

Listed or designated historic structures, including those located within a CHA, are eligible to apply for the Sustainable Communities Rehabilitation Tax Credits. Structures that are considered contributing resources in the Cumberland, Frostburg, Lonaconing, and Mount Savage portions of the CHA will qualify to apply for the credit since they are all located in a historic district on the National Register of Historic Places and/or in a local historic district (see Appendix E for a full list of properties and districts on the National Register within Allegany County as well as a list of all properties and sites on the Maryland Inventory of Historic Properties within the Heritage Area boundaries).

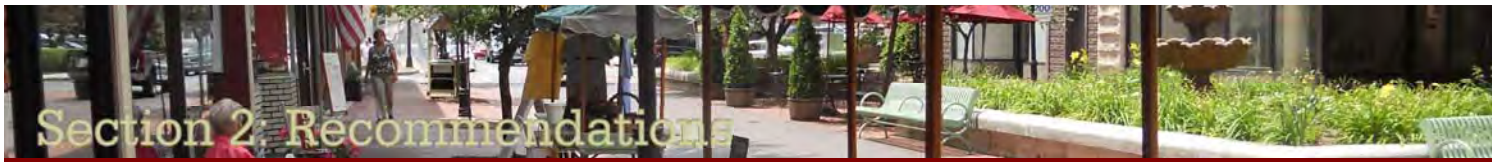
Initial projects that have been identified for each of the areas within the expanded Heritage Area are as follows:

#### Canal Place

- › Soft launch (informal type of launch for canoes, kayaks, small jet boats, etc.) at Canal Place with access road and signage
- › Canal Place Community Market
- › Hiker / Biker Shelters
- › ADA Access at Railway Station
- › Interpretive signage for Western Maryland Railway Station, GAP, Footer Building, and Wayfinding Signage
- › Pedestrian / Bike safety striping on Canal Street
- › Redevelopment of Footer Building
- › Additional ADA Parking
- › Miscellaneous improvements to Building C
- › Expansion of Building B
- › Tree plantings and landscaping
- › Replace parking gates
- › Security cameras
- › Energy Performance Contracting Projects
- › Miscellaneous amenities
  - ›› Spray ground
  - ›› Bike racks
  - ›› Bike lockers
  - ›› Permanent climbing wall around the shops

#### Cumberland

- › Programs to enhance the Arts and Entertainment District (as identified by the Allegany Arts Council)

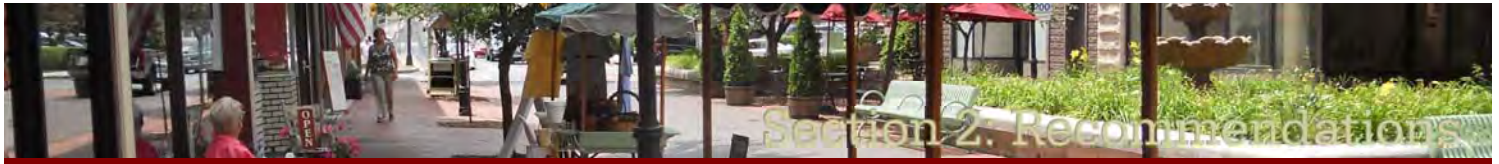


- » Includes: Expanding arts programming, supporting existing artists and art businesses, and recruiting new artists
- › Update the Preservation District Design and Preservation Guidelines (particularly to incorporate sustainability guidelines and to ensure consistency with the Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings)
- › Prepare additional National Register District Designations (including those that have recently reached the 50 year threshold and consider impacts to area in and around Allegany High School once the new high school is constructed)
- › Continue developing and expanding the City's proposed bicycle network as outlined in the 2008 Trails and Bikeways Master Plan
- › Evaluate the feasibility and develop plans for the creation of a River Walk/Bikeway along the North Branch levy
- › Support building enhancement programs, such as façade improvement programs and upper story redevelopment
- › Capital improvement projects at Cumberland City Hall, including interior and exterior rehabilitation to improve access, utilities, and reverse several later alterations
- › Support capital improvements of area museums including the Allegany Museum and Gordon Roberts House
- › Improve neighborhood lighting through the installation of period street lights along Washington Street
- › Support identified needs for Mason Recreational Complex
  - » ADA compliant fishing pier, larger pavilion, additional set of restrooms / comfort station
- › Town Centre Projects (as mentioned in Downtown Design and Development Plan Update)
  - » Wayfinding Signing
  - » Signing and pavement marking the route from the GAP Trail, Town Centre and to Canal Place
  - » Informational kiosks
  - » Wi-Fi connectivity and broadband access within Town Centre and along GAP Trail
  - » Website coordination
  - » Maintenance and upgrades to Town Centre lighting, pavements, fountains and landscaping
  - » Parking improvements
  - » Promotion and attraction of residential use in the Town Centre
  - » Development of one of the alternative pedestrian-bike connections between Canal Place and Town Centre
  - » Redevelopment of the Times-News property
  - » Redevelopment of the Liberty Street public space
  - » Redevelopment of the Times-News corner plaza
  - » Redevelopment of buildings for residential use (including code compliance)

### **Frostburg**

- › Frostburg Museum development/rehabilitation
- › Frostburg Main Street façade Improvements
- › Historic District tourist brochure (e.g. walking tour)
- › Frostburg Historic Structure rehabilitation/restoration (privately owned structures)
- › Frostburg Depot development (upgrades to make space usable)





- › Preparation of planning documents for rehabilitation and/or restoration projects
- › Interpretive exhibits

#### **Mt. Savage**

- › Interior renovations to old jail building
- › Sump pump for bank building
- › New porch roofs and drainage for the Museum
- › Security fences for the Iron Furnace
- › Two National Register signs

#### **Evergreen Heritage Center (located in Mt. Savage)**

- › Museum Improvements
- › Additional infrastructure (sewage, water parking)
- › Outdoor Amphitheater
- › Barn Restoration
- › Coal Trail (restoration of features: including mine opening, miners' mule stable, and blacksmiths' forge)
- › Entrance Gate
- › Growing Center
- › Heritage Hoop House #2
- › Learning Center #2
- › Outdoor Classrooms
- › Outdoor Learning Stations Phases 2-5
- › Outdoor Pavilion
- › Outdoor Recreation
- › Road Expansion
- › Theme Cabins
- › Trail Expansion

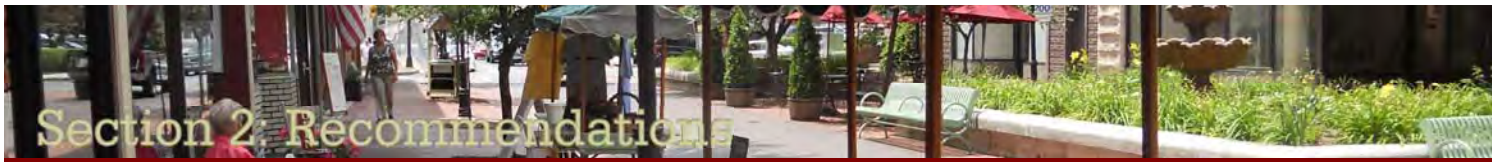
#### **Historic National Road Scenic Byway**

- › Wayside interpretive panels
- › Free mobile application (identify sites to visit, endangered historic sites, mile markers and original road alignment)

#### **GAP Trail**

- › Trailhead improvements in Frostburg (parking, signage, pavilion, benches, bike racks, and water fountain)
  - › Renovations to Frostburg Depot
  - › Increasing the size of parking at the Cash Valley Trailhead (including benches)
  - › Trailhead improvements at Mile Zero (new marker, new bike parking, pavilions, benches, bike lockers and signage)
  - › Additional lighting in Brush Tunnel
  - › Lighting along the trail within the City limits of Cumberland
- » *Action Step 5: Enhance the physical and visual connection between canal place and Cumberland's Town Centre*

Currently there is a physical and visual disconnect between Canal Place and the Town Centre area (which is primarily Baltimore Street). Visitors to Canal Place rarely know that just a few minutes away there is a lovely



historic downtown with shops and restaurants. One of the impediments is the Times-News building, which is located at the corner of Mechanic Street and Baltimore Street and physically blocks views of the Town Centre from Canal Place. Another impediment is the lack of signage directing people from one destination to the other.

*Note: Information regarding this objective can be found in the Cumberland Downtown Plan Update. The main action items are:*

- › Work with the Times News on improvements to their property
  - › Implement planned projects from the 2008 Cumberland Trail and Bikeway Master Plan and the Allegany County Bicycle and Pedestrian Master Plan to extend the cycling system into surrounding areas of Cumberland
  - › Revisit the installation of bike racks on buses
  - › Reconstruct the outdoor plaza at the corner of Baltimore Street and Canal Street (Times-News)
- » *Action Step 6: Complete the redevelopment of the Footer's Dye Works building*

The Footer's Dye Works Company was established in 1872 by Thomas Footer. It was incorporated and expanded in 1904, resulting in a 10-acre facility with over 400 employees. Products were shipped in by train for cleaning and re-dyeing treatment, including curtains from the White House. Sales offices were in major cities such as Pittsburgh. Later, such services became more widely available so the company eventually shut down. The building is still located at Canal Place and is prime for redevelopment. The restoration and adaptive reuse of the Footer's Dye Works building should be of the highest priority. The Footer's Dye Works building was discussed in the 2002 plan update as a priority.

While the building is still vacant, assistance has been applied for at the state level to restore the exterior of the building. Once these renovations are complete, an RFP will be developed to determine private interest in redevelopment of the site. Potential reuse of the site should include a mix of uses to bring more permanent residents as well as tourists (i.e. retail, conference facilities as well as residential units).

- » *Action Step 7: Explore the acquisition of additional property surrounding Canal Place for both tourism and economic development purposes*

In addition to developing the Footer's building, CPPDA should explore acquiring additional properties as necessary to enhance their existing development. Conversations with the owners of the Atlantic Broadband and Aircon properties should include negotiating a right of first refusal if the building becomes available for sale. These properties could be used to compliment CPPDA's existing buildings by providing additional parking, event space, business development, and / or storage space.

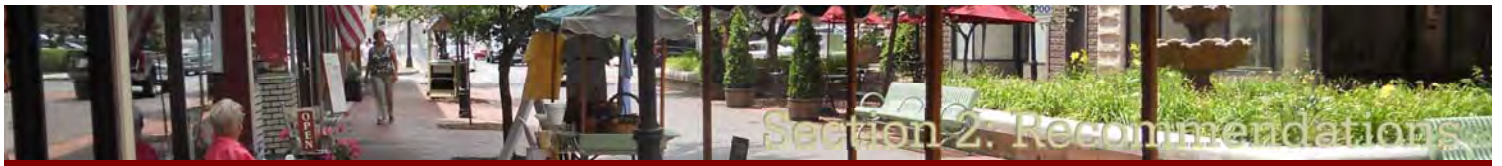
- » *Action Step 8: Improve the aesthetics of vacant and abandoned properties*

- › Create urban gardens
- › Develop parks / parklets
- › Incorporate art into the vacant and abandoned properties

The removal of blighted properties has been a priority for many communities including Cumberland and Frostburg. Organizations like the Frostburg Garden Club, FrostburgFirst, etc. can help to support projects like community gardens in urban landscapes. An example of a successful program is in the City of Baltimore. They implemented a program to address vacant and abandoned buildings through clean up and redevelopment. The initiative, called Vacants to Value (V2V), has been very successful making these formerly undesirable parcels viable again ([http://www.baltimorehousing.org/vacants\\_to\\_value.aspx](http://www.baltimorehousing.org/vacants_to_value.aspx)).



Community Garden in Cleveland, OH



- » *Action Step 9: Develop a “Railfan Viewing Platform” in Cumberland.*

Viewing railroad activity is a very popular pastime and something that Cumberland and Canal Place can capitalize on in addition to the Western Maryland Scenic Railroad. A safe location for visitors to watch railroad activity will need to be provided and amenities typically include a raised/roofed platform close to the tracks, picnic tables and grills, a radio scanner to monitor the communications, internet service and often a webcam to broadcast railroad activity at the site. Locations in Cumberland where this could be constructed include Viaduct Junction and further south where the former B&O Queen City Station was located (currently the Amtrak waiting shed).

## **OBJECTIVE PD2: Complete non-capital projects that enhance the visitor’s experience**

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- » *Action Step 1: Develop additional events/programs to draw tourists and others to the Canal Place Heritage Area*

- › *Educational Programs:*

Programs could be presented by area museums aimed at targeted audiences, such as school and scout groups, senior citizens or special interest groups. Sponsors could include the C&O Canal Visitors Center, the Allegany Museum, the Frostburg Museum, and the Thrasher Carriage Museum. Joint programming could be undertaken, and smaller attractions such as the George Washington Cabin, the F. Brooke Whiting House & Museum, the Gordon-Roberts House or the LaVale Tollhouse could also participate.

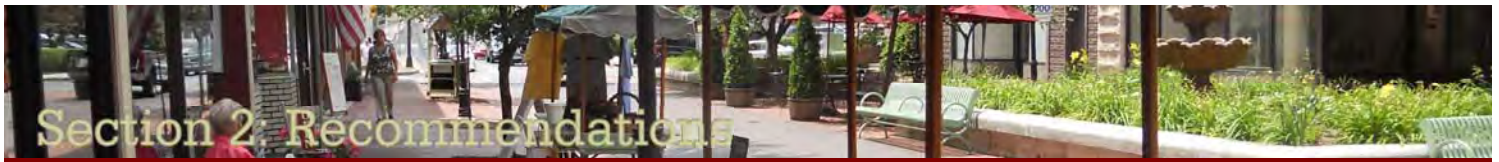
Scheduled walking tours could be established to help visitors appreciate the architectural heritage of the area, including the Washington Street historic district and the Baltimore Street pedestrian mall in Cumberland as well as downtown Frostburg (**as discussed on page 3.9**).

Self-guiding auto tours utilizing maps and brochures or downloadable audio tours could be set up. The Historic National Road corridor westward from Cumberland; a George's Creek loop tour via Mt. Savage, Frostburg, Lonaconing and Westernport, highlighting that area's industrial and mining heritage; or a C&O Canal Tour extending eastward through Oldtown to the Paw Paw Tunnel could be established. The Historic National Road corridor tour could be made more interesting by including segments in Garrett County as well or even be extended into Pennsylvania.

In addition, environmental education programs could be established in conjunction with Maryland DNR at Rocky Gap State Park and with the NPS along the C&O Canal (See Appendix F for example curriculum).

The NPS provides numerous educational programs at Canal Place for school children. CPPDA could partner with them to provide additional staff and perhaps increase the number of programs offered. The following is a summary of some of the education programs provided by NPS:

- Each year, between 1,500 and 2,000 school children from Allegany and Garrett counties in Maryland, as well as students from nearby West Virginia and Pennsylvania come to Canal Place for field trips including tours of the C & O Canal NHP Visitor Center and the replica canal boat “The Cumberland”.
- Since the late 1990s, the NPS has presented the Canal Day School Programs for Allegany County 4<sup>th</sup> graders. This daylong event in May usually draws about 300 students who have an opportunity to “Meet the Mule”, tour the Visitor Center and canal boat, and attend a program on the National Road and the railroad history of Cumberland. This program is primarily Social Studies based and ties directly to the Transportation theme of the Canal Place area.
- All Allegany County 6<sup>th</sup> graders come to Canal Place over a series of Wednesdays to participate in the science based Bridging the Watershed Program. Around 600 students spend a half day at Canal Place



as well as an additional two days at Rocky Gap State Park as part of the Allegany County Outdoor School.

- During the summer of 2013, the NPS teamed with Allegany County teachers to develop a series of new curriculum based education programs for Pre-K to 5<sup>th</sup> grade students. These programs will be field tested in 2014 and a Teacher Ranger Corps will be established to help NPS staff reach additional school students.
- Students travel to other sites within Allegany County for school programs within the C & O Canal NHP including Paw Paw, Oldtown, Spring Gap, and North Branch, Lock 75 area.

› *Recreational Programs:*

Multiuse Trails, such as the Great Allegheny Passage Trail and the C&O Canal Towpath, are premier outdoor recreation attractions in the region. Those two routes are also shared by a regional trail, the September 11th National Memorial Trail. Future trail connections at Cumberland, including the extension of the Western Maryland Rail Trail from Sideling Hill Creek westward to Cumberland, construction of a loop trail through the George's Creek valley and extension of trail westward to connect with existing trails coming north from Elkins, WV would only enhance the area's trail network.

Other bicycling opportunities, specifically mountain biking, could be developed nearby. Trails could be developed in such locations as Wills Mountain State Park, Rocky Gap State Park and Green Ridge State Forest. The International Mountain Biking Association is often anxious to partner with landowners to create well-engineered mountain bicycling trails. Once mountain biking has an established presence in the region, there could be an opportunity to create, with a private sector partner, a competition-level bicycle motocross facility which would attract riders from at least the tri-state area.

Water recreation is also an attraction of the area. Lake Habeeb in Rocky Gap State Park allows non-motorized boats. The North Branch of the Potomac River and its Maryland tributaries from George's Creek to Sideling Hill Creek are all available to canoeists and kayakers. Difficulty ranges from flatwater (A) to moderate (3+) and scenery from wild and natural to urban and industrial. However, the tributaries and river above Keyser, WV generally are only usable during winter and spring, or after a significant heavy rain. A boat ramp for boats with trailers is located in South Cumberland. Very challenging whitewater exists on the Savage River just over the Garrett County line.

In addition to hiking opportunities on the area's multiuse trails, there are attractive natural surface trails in Rocky Gap State Park and in Green Ridge State Forest. Dans Mountain State Park near Lonaconing, as well as the Dans Mountain and Warrior Mountain Wildlife Management Areas offer additional hiking locations.

Public golf courses are located at the Rocky Gap Lodge and Golf Resort in Flintstone, the Maplehurst Country Club in Frostburg and the Fore Sisters Golf Course in Rawlings. Rocky Gap State Park also offers the aforementioned hiking trails, a campground, Lake Habeeb with its swimming beach, and a casino.

Heritage Tourism opportunities exist in communities throughout the County, with the greatest concentrations in Cumberland and Frostburg. Getaway vacations to bed and breakfast establishments, art gallery visits and antiquing opportunities also exist at multiple locations.

One of the most popular area attractions is the Western Maryland Scenic Railroad, which offers seasonal steam and diesel locomotive-powered excursions between Cumberland and Frostburg, leaving from Cumberland's imposing Western Maryland passenger station, location of the Canal Place Visitor Center.

Other railroad-related activities could be developed in the area to build on the Heritage Area's transportation theme. As mentioned earlier, a railfan viewing facility could be constructed in



Cumberland, where CSX's lines to Grafton, WV and Pittsburgh, PA divide. Autumn rail rambles to locations such as Grafton, Connellsville, PA or Harpers Ferry, WV could be scheduled with the cooperation of CSX, utilizing MARC commuter railroad equipment otherwise unused on weekends. And finally, a railfest weekend could be scheduled with the cooperation of CSX and the WMSR, offering vendors, railroad equipment displays, rides on the WMSR and perhaps shop tours of the CSX locomotive repair facilities in South Cumberland. CPPDA has also secured grants to develop and build a transportation / railroad themed playground on the grounds at Canal Place.

CPPDA is also developing a Market Place at Canal Place with bond money received from the state. This will provide a seasonal Farmer's Market type event where local vendors can sell their food and crafts.

In order to increase activity at the canal, CPPDA should coordinate with the NPS to offer additional events utilizing the canal. Examples include:

- Water /fire focused events similar to what is provided in Providence, RI (<http://waterfire.org/>). This city offers bonfires coupled with concerts and other activities around their rivers.
- Model boats in the canal—could partner with other organizations to hold events and have kids build and keep the boats (example = [Chesapeake Bay Maritime Museum Model Expo](#))
- Fishing in the canal—derbies or other events

› *Interpretive Programs:*

Ranger or volunteer-led walking tours of the C&O Canal in Cumberland could focus on themes such as canal engineering and historic transportation modes in the Potomac River Valley.

Seasonal Living History programs would be a natural addition to Canal Place, especially if the proposed boatyard reconstruction is undertaken. Programs could be conducted by NPS personnel, trained volunteers, or as a cooperative venture with other local nonprofits. Themes could include boatbuilding, the lives of boatmen on the Canal as well as city life around the Canal basin.

Themed festivals focusing on historical events or periods related to the transportation themes of the Heritage Area, held at the Crescent Lawn Festival Grounds or other suitable locations, could delve more deeply into specific areas of the area's history and folkways. More specialized events, such as meetings of railroad or canal historical societies or the Maryland National Road Association, could also illuminate local history. Both of these suggestions would likely attract overnight visitors and generate significant local economic impacts. History seminars at museums or colleges/universities could also be successful.

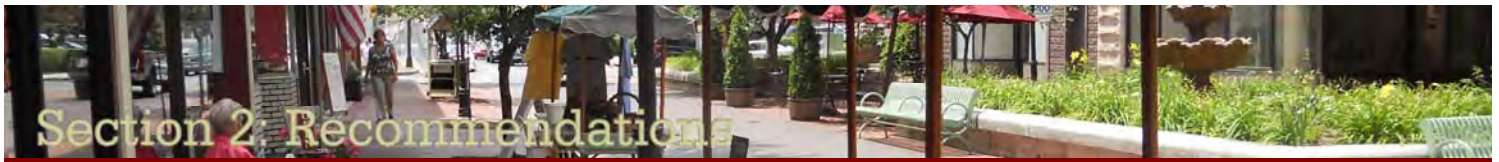
Interpretive signage and/or electronic kiosks could also offer enrichment along auto tour routes. Good examples exist at the LaVale Tollhouse and along the C&O Canal at the west end of the Paw Paw Tunnel. It is important that any such signage be preceded by "Historic Marker Ahead" signs to prepare drivers, and that signs be located in areas where drivers can safely pull off the roadway and stop.

Similar signage could also be erected along the GAP Trail at points such as City Junction, George's Creek Junction, Helmstetter's Curve, Brush Tunnel, Number 9 (junction to Frostburg) and Big Savage Tunnel. Perhaps a group such as the Western Maryland Railway Historical Society or the Western Maryland Chapter of the National Railway Historical Society would join in this endeavor.

» *Action Step 2: Develop an Interpretive Plan for the Heritage Area*

The 2002 plan recommended an Interpretive Plan, which was not completed. It is included in this plan as an item that would be good for CPPDA to undertake in partnership with the NPS to help with:

- › The development of the theme and sub themes for the Heritage Area, programs,
- › Identify facilities and materials that tell stories about the canal and other transportation elements such



as the railroad, national road and the river; settlement of the various communities in the Heritage Area; and other historical events.

In addition to NPS, other partners that were identified in the 2002 plan were Maryland’s National Road management entity, the Maryland Department of Natural Resources, and the Allegany County Historical Society.

» *Action Step 3: Develop collateral materials that interpret the Heritage Area attractions, services, and other visitor experiences*

A variety of material exists for the public at Canal Place and Allegany County Tourism. Items such as kiosks, online itineraries, interactive maps and trip builders, and smart phone applications are available to find out information about Canal Place and other attractions in the County. These resources can be built on to offer more options such as brochures with QR codes linking to websites, additional trail connections and attractions such as a railroad park.

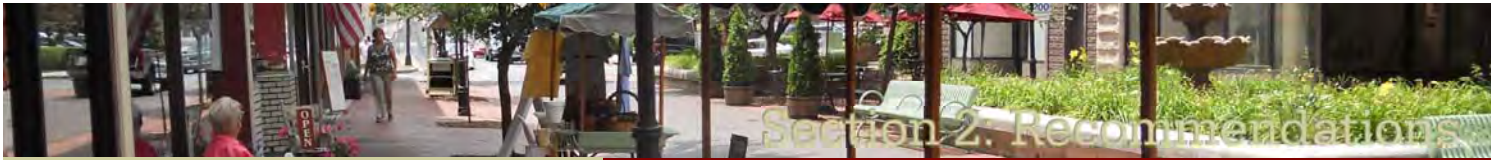
A series of brochures (both online and printed) should be developed that include:

- › **Cumberland and the Civil War:** Compared with areas to the east such as Antietam, Monocacy, and Harper’s Ferry, Cumberland was comparatively quiet during the Civil War, with just a few exceptions. Union troops were stationed in Cumberland to guard the canal and the railroads, that had become vital lifelines. At one point, when the troops were called elsewhere, the Mayor was forced to surrender the Town to Confederate forces. At several significant sites around town, there are historical markers summarizing the significance of the site, and Civil War events that had occurred in the vicinity.
- › **Fort Cumberland:** The story of the failed Braddock expedition against Fort Duquesne is not well known to visitors to Canal Place. Fort Cumberland had been originally built by Virginia and North Carolina militia in 1754/55. In 1755, Fort Cumberland was at the cusp of three empires: the British, the French, and the Iroquois. It was the westernmost outpost of the British Empire in North America. Built at the confluence of Will’s Creek and the Potomac by Virginia, North Carolina, and Maryland Militia, the fort became untenable after the Braddock defeat, and the western boundary of Empire was pulled back to the safety of Fort Frederick. Fort Cumberland saw no action in the Revolutionary War, but served as the staging area for troops deployed under President Washington in the Whiskey Rebellion in Western Pennsylvania. This was the first, and to date, only situation where an American President commanded troops in the field.
- › **Narrows:** The Narrows is a significant geological artifact west of Cumberland. Through the channel cut by Wills Creek passes the Historic National Road, two sets of railroad tracks, and the Great Allegany Passage, linking Canal Place with Pittsburgh. The Cumberland Narrows serves as a western gateway from Cumberland to the Appalachian Plateau and the Ohio River Valley beyond.
- › **Historic Districts (Information and Walking Tours):** There are many historic districts within Cumberland and the surrounding areas in close proximity to Canal Place that should be marketed through brochures as well as walking tours that highlight the architecture and architects. These include Decatur Heights, Greene Street, Chapel Hill/ South Cumberland, and Rolling Mill in Cumberland; Frostburg; Lonaconing; and Mount Savage just to name a few. The City of Frostburg is currently in the process of completing a new Historic Site Survey with an updated nomination as a National Register Historic District.

*Action Step 4: Provide Incentives for people to utilize businesses and services in the local downtowns*

Incentives could be provided through the use of QR Codes, twitter, facebook, or advertisements placed along the GAP or in the passenger cars of the train. Signage along from the GAP / Train Station directing people to local restaurants, service providers, and retail establishments should be improved, and delineating bikeways / pathways into downtown areas through pavement marking could also encourage visitors to utilize local businesses while on the trail.





## Section 2. Recommendations

### MARKETING GOAL:

Enhance the contribution the Heritage Area makes to the overall appeal of the Mountain Side of Maryland brand.



### OBJECTIVE M1: INCREASE VISITATION TO HERITAGE AREA THROUGH PROMOTION AND MARKETING

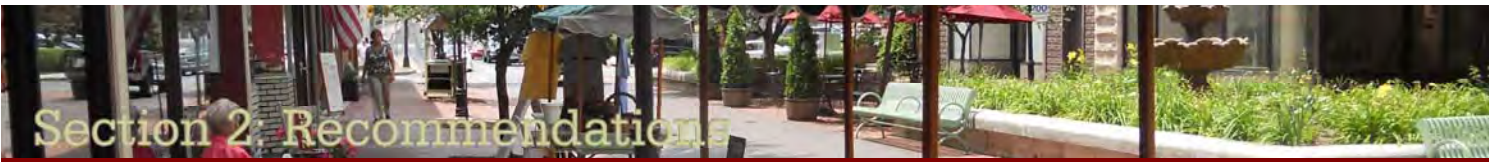
» *Action Step 1: Undertake a Marketing Study to determine a new name for the expanded Heritage Area*

The purpose is to develop a strategy which creates a consumer-appealing brand for the expanded Heritage Area while at the same time providing guidance to stakeholders for developing cohesive and marketable visitor experiences within the Heritage Area. Upon acceptance of the strategy by stakeholders, action items will be implemented to create new products and to efficiently and effectively market the Heritage Area experience. The project is contingent on funding and could be done in phases.

- › Research Phase –Domestic Consumer Market Analysis:
  - Geographic Markets include Baltimore, Washington DC, Pittsburgh, Northern VA, Columbus, Ohio, Harrisburg
  - Define heritage travel motivators - consumer interests, reasons for travel, why these consumers choose certain destinations over others
  - How heritage travelers plan their travel by age group, use of technology, when they plan, etc.
- › Concept Development Phase includes:
  - Marketing messages for the "new" Heritage Area and for a regional approach to the market for both Allegany and Garrett Co. Heritage Areas
  - Graphics to brand the Heritage Area (logo, interpretive sign standards, publication graphics, etc.)
  - New "marketing" name
  - Design new Heritage Area-wide collateral in print, online, social, etc.
- › If funding permits, Implementation Phase includes:
  - Design and production of new collateral materials such as website, guidebook, etc.
  - Production and placement of advertising

» *Action Step 2: Promote the resources within the Heritage Area*

- Continue to work with the Western Maryland Scenic railroad on promotions and advertising
- Continue to offer cooperative promotions with the Great Allegheny Passage, Trail Towns, the Maryland National Road Association, the Allegany Arts Council, and other appropriate partners
- Continue to participate with the County's downtown walking maps
- Place advertorials in local and regional publications and continue to work with travel writes (focus on Heritage Area)



## Section 2: Recommendations

### **ORGANIZATIONAL GOAL:**

**Ensure Canal Place has adequate capacity to implement the goals and objectives of the Management Plan.**



### **OBJECTIVE O1: STAFF THE HERITAGE AREA TO MOST EFFICIENTLY AND EFFECTIVELY MANAGE THE ROLES AND RESPONSIBILITIES DESCRIBED IN THE MANAGEMENT PLAN**

The 2002 plan update discussed the need for additional staff at Canal Place. This is still a need. Currently there are three full time staff (as well as a maintenance crew). This greatly limits the ability to offer additional activities and market the existing activities and shops at Canal Place.

In addition to the staff who run the day to day operations at Canal Place, the management entity for Canal Place is the CPPDA. CPPDA is a state agency and a public corporation created in 1993. The Authority is made up of nine members who serve four-year terms. Six are appointed by the governor with senate advice and consent. Of the remaining three members, one each represents the City of Cumberland, the Maryland Historical Trust, and the US Department of the Interior. The Governor names the chair. With the Governor’s approval, the Authority appoints the Executive Director. The CPPDA would continue to be the main point of contact and the management entity for the municipalities in the expanded boundaries of the CPHA, there may be a need to re-examine the organizational structure and membership of the CPPDA, however.

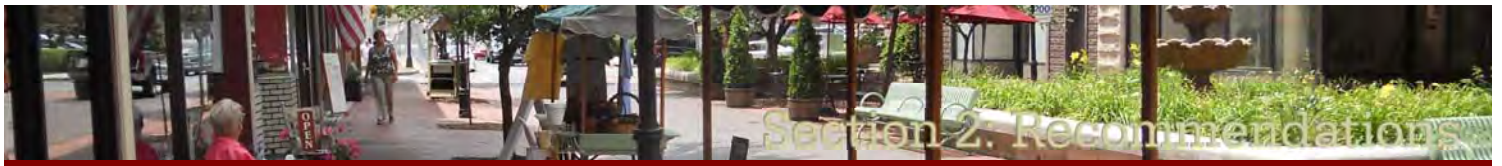
» *Action Step 1: Hire a full time property manager and a part time events coordinator*

Additional staff should be added as the opportunity arises, but in the short term, a full-time property manager and a part time events coordinator would greatly enhance CPPDA’s ability to manage the property they own and provide additional events at Canal Place for Allegany County residents and visitors as well as secure additional funding for events, programs and capital projects.

### **OBJECTIVE O2: DEVELOP AND IMPLEMENT A FUNDRAISING PLAN**

A well written fundraising plan will allow you to focus efforts, plan out a yearly fundraising calendar, and give guidance on strategy and tactics when you are in the middle of events, mailings, and phone calls. The Executive Director should be in charge of developing the plan in close coordination with staff and especially CPPDA.





» *Action Step 1: Develop fundraising goals*

Goals should be established for the amount of money that needs to be raised during the campaign as well as what the money will be used for.

» *Action Step 2: Estimate how much the fundraising program will cost*

Costs for postage, special events, website updates, etc. should be determined so that you will not eat up all of the money raised in administrative costs.

» *Action Step 3: Develop a timeline for the fundraising plan*

This can be accomplished by completing a yearly calendar noting the timing and person responsible for all events, mailings, etc. This will help to keep the fundraising campaign on task (even if it does get modified throughout the year as situations change or opportunities arise).

» *Action Step 4: Identify funding sources*

These can be existing sources that may be leveraged for additional funds or more importantly new sources that are not currently being tapped.

» *Action Step 5: Evaluate your fundraising plan regularly*

Evaluating the plan every few months will greatly increase the likelihood of success. For the evaluation, criteria should be developed that will be used to determine how successful the plan is and what areas need to be changed or improved.

### **OBJECTIVE 03: IDENTIFY REPRESENTATIVES THAT HAVE EXPERTISE RELATED TO THE HERITAGE AREA**

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» *Action Step 1: Establish committees to support the work being done by the CPPDA*

Identifying committees and appointing volunteer members will help to provide additional man power resources to the CPPDA. The following types of committees should be established:

- › Grants
- › Marketing
- › Real Estate
- › Policies

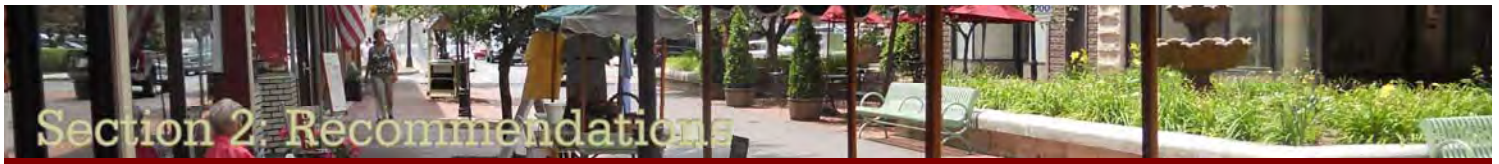
### **OBJECTIVE 04: ENSURE THE VIABLE COMPOSITION OF THE CANAL PLACE PRESERVATION AND DEVELOPMENT AUTHORITY**

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The optimal make up of the CPPDA would include representation from all the various constituents within the Heritage Area as well as experts from various entities such as natural resources, education, tourism, marketing, etc.

» *Action Step 1: Develop an Advisory Board*

Canal Place is satisfied with the existing composition of the CPPDA, but there is an opportunity to develop an Advisory Board to include additional members from the expanded heritage area, and people with areas of expertise such as representatives from DNR, the Board of Education, etc.



## **OBJECTIVE 05: BUILD PARTNERSHIPS AND STRATEGIC ALLIANCES**

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- » *Action Step 1: Hold a yearly summit with Canal Place Preservation and Development Authority, communities within the Heritage Area and the county to identify priority projects*

CPPDA is required to annually submit a report that identifies funding priorities to MHAA. Prior to submitting this report, a summit or meeting should be held with all the municipalities in the Heritage Area to discuss which projects are priority for that year and should be included in the report for funding consideration.

- » *Action Step 2: Partner with local historic societies and other relevant organizations*

The 2002 plan update discussed the importance of partnerships at various levels. This still holds true especially in times of economic uncertainty, partnerships with public agencies, the business community, non-profits and others can greatly enhance what can be offered at Canal Place.

Partnering with local historic societies to coordinate events and walking tours of historic areas would be beneficial. Canal Place could be the clearinghouse for brochures and other information regarding these events / tours. The Downtown Development Commission, Chamber of Commerce, Allegany County Tourism and others should meet with Canal Place regularly to plan events and coordinate marketing.

Additional partnerships should be sought to provide funding and assistance with events (as mentioned in a previous action). These partnerships should be with other organizations such as tourism, chambers of commerce, downtown organizations (such as Main Street Programs and Art Councils), historical societies and others as well as public / private partnerships. A specific example is a partnership with Garrett County, MD. CPPDA is currently working on developing a partnership with Garrett County's Heritage Area to create a consistent Mountainside of Maryland theme for trail connections, overnight stays, signage, and other marketing and advertising ventures.

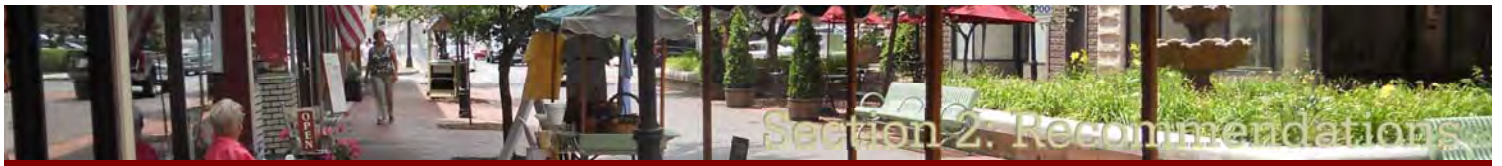
- » *Action Step 3: Promote Maryland Heritage Areas Authority's (MHAA) economic benefits including grants, loans and tax credits to encourage matching funds and other non-MHAA funding investment in heritage tourism throughout the Heritage Area*

MHAA has a number of programs that can provide financial assistance for qualified projects. Local municipalities within the Heritage Area should be encouraged to investigate these programs to determine if they can be beneficial for local projects.

- » *Action Step 4: Encourage the reuse of non-historic structures that support the theme of the Heritage Area*

*Note: No properties are being targeted for acquisition as part of the Management Plan update.*

It is not possible to identify all the specific, eligible, non-historic structures that should be eligible for the Sustainable Communities Rehabilitation Tax Credit with any certainty because eligibility depends not on the structure itself but on the nature of the use and improvements associated with the rehabilitation of the structure. However, it is recommended that the following criteria be used to qualify a non-historic structure or rehabilitation project for the Sustainable Communities Rehabilitation Tax Credit. These recommendations are consistent with the current the document *Standards for Non-Historic Structures to Qualify as Certified Heritage Structures within Target Investment Zone of the Canal Place Preservation District*. There will need to be some changes to the non-historic tax credit process, however, because current language limits it to the Canal Place Preservation District, which is just a small portion of the expanded boundaries. In addition the procedure will need to be updated since the Cumberland contact information and permit process does not apply to the other areas within the expanded boundaries.



### General Characteristics of Uses

- › Uses must support the theme of the Heritage Area.
- › Uses should support the creation or improvement of a business or non-profit organization or a scenic, recreational, or natural resource that creates a heritage tourism attraction or visitor service.
- › Uses must comply with state and local plans and zoning and other land use laws.
- › General uses unrelated to heritage tourism such as gas stations national or regional franchises or chain businesses (such as drug stores and fast food chains) are not recommended to qualify for tax credits.
- › Uses that provide visitor services that are essential to heritage tourism development that are not available in the Heritage Area and provide substantial economic benefits may qualify for the tax credit.

### Specific Uses

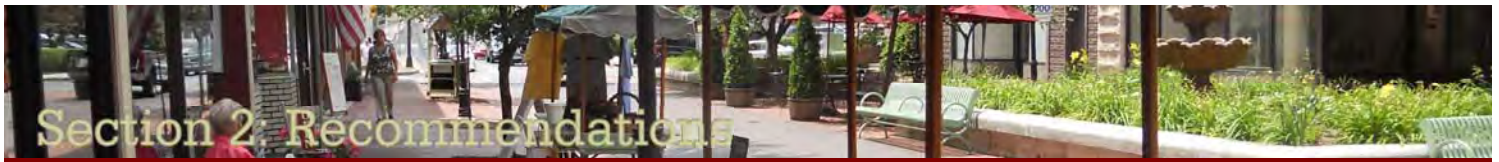
- › **Cities, Towns, and Villages** (Barton, Cumberland, Frostburg, LaVale, Lonaconing, Midland, Mount Savage, and Westernport)
  - Businesses serving trail and river users through bicycle and equipment sales, rentals, and tours.
  - Eating establishments catering to day trippers (sandwich shops and delicatessens) and overnight guests (dance halls, fine dining, and restaurants that feature live music).
  - Lodging facilities including bed and breakfasts and hotels.
  - Museums and other interpretive facilities that relate to the heritage area theme including transportation, railroads, coal mining, and industries related to them.
  - Mixed use projects that increase economic activity in the CPHA by increasing the number of residents in existing communities.
  - Residential construction projects, such as those that increase the number of new or rehabilitated units provided in a structure, may qualify for the Sustainable Communities Rehabilitation Tax Credit so long as the residential component is incidental to a heritage tourism use within the same building, provide services that create a residential environment with retail establishments that sell groceries and other household items, or provide services that are attractive to young people and other demographic groups that prefer an urban lifestyle.
  - Retail establishments that promote local culture such as art galleries that feature local artists; stores that sell the work of traditional local craftsmen; and markets, shops, and restaurants that feature locally grown foods.
  - Studios and other work spaces for artists, craftsmen, and artisans.
  - Theaters and other spaces for performing arts, plays, and films.

### Characteristics of Physical Improvements

In the cities of Frostburg and Cumberland, all rehabilitations (for historic as well as non-historic buildings) must be compatible with the architectural, historical, and cultural character of the CPHA as defined by the design local guidelines for the respective locally designated historic preservation district.

In areas outside of Cumberland and Frostburg, an entity such as the CPPDA or Allegany County staff would need to process requests and projects should meet the following standards to qualify for tax credits.

- › After renovation, structures should be compatible with and complement the architectural character of historic structures in the surrounding area.
- › Renovated structures should fit with the scale, massing, and setbacks of the historic streetscape of which they are a part.



- › New or changed exterior elements should incorporate details and features that are compatible with surrounding historic structures.
- › Completed projects should benefit their surroundings aesthetically by removing or replacing existing structures that are incompatible with the historic character of the neighborhood.

#### Other standards

Non-historic structures should generate minimum economic and tourist visitation benefits as outlined below, but the decisions regarding economic and tourist benefits will need to be made on a case by case basis since the communities within the Heritage area are so diverse.


- › A business located in a non-historic structure should increase the number of jobs in the CHA and the number of tourists who visit it, and
  - › At least 10 percent of sales in the structure should result from tourism, and
  - › At least 10 percent of visitors to the structure should be tourists, or increase the number of occupied residential units in a structure.
- » *Action Step 5: Encourage uses that support the theme of the Heritage Area in Rural Districts and Corridors (Historic National Road; Mountain Maryland Scenic Byway; C&O Canal Byway, Western Maryland Scenic Railroad, and surrounding lands)*

Agricultural, open space, and forestry uses should be promoted in rural, scenic areas that make the Heritage Area attractive to visitors. This includes the setting of small towns and villages found along scenic road and rail corridors; agricultural land; and the landscapes adjacent to existing parks and protected natural areas. In some instances, such as those listed below, this may involve the re-use of historic and non-historic structures and tourism-based business opportunities.

- › **Agro-tourism** based businesses that provide urbanites with a way to connect to the landscape including farm stands; corn mazes; “pick-your-own” vegetable and fruit sales; local farmer’s markets and farm tours.
  - › **Businesses** that cater to trail and river users through biking, hiking, and outdoor equipment sales, rentals, and tours, trail supplies, meals, and overnight accommodations.
  - › **Farmers, farms, and, farming** that help preserve the landscape by keeping agriculture economically viable.
  - › **Interpretive sites** such as Maryland Civil War Trails sites.
  - › **Lodging** facilities including and bed and breakfasts and campgrounds for primitive and motorized (RV) campers.
- » *Action Step 6: Encourage complementary business development*

Business development in downtown Cumberland, Canal Place and all of the Heritage Area should complement the theme and mission of the Heritage Area. Working with existing organizations such as Main Street programs and Arts and Entertainment Districts (in Cumberland and Frostburg for example) will enhance what can be provided in these areas. The development that should be encouraged can be put into three broad categories: those related to the theme of the Heritage Area, food and drink, and boutique-type enterprises. Some of these are already represented in the area, but a vibrant tourism destination will often offer multiple opportunities. A secondary opportunity for business development will then arise, not directly related to the Heritage Area, but instead due to the amenities serving that audience.

- › **Theme Related:** Businesses serving trail users are perhaps the most obvious. Stores selling and renting



## Section 3: Recommendations

bicycle equipment or retailing other types of outdoor equipment are a natural for trail users. Another audience are boaters. Canoe and kayak sales and rentals along with a shuttle service fits well with area. Also related to the Heritage Area would be model railroading. Souvenir and gift stores can also link directly to the Canal Place theme. Finally, lodging should not be neglected, and in particular bed and breakfast and camping options. Currently groups are using the festival grounds for camping, and this should be expanded to provide more permanent camp grounds in the vicinity. Options near downtown Cumberland are currently limited to hotels and bed and breakfast establishments because of the location at the intersection of two major trails and at the midpoint of the Washington-Pittsburgh route, Canal Place would benefit from a low-cost hostel and a campground in proximity to downtown Cumberland so guests could avail themselves of restaurants and other downtown business services.

- › **Food and Drink:** Another type of business associated with successful tourism destinations are eating and drinking establishments. These should cover the spectrum ranging from small coffee shops and tea rooms to upscale sit-down restaurants. Particularly prevalent in tourism destinations are snack stands and small Cafés – and sidewalk seating is a real bonus. Bars and lounges contribute to an active night life, encouraging people to stay overnight in the area. These too may run the spectrum from small watering holes to larger places with entertainment or particular themes (for example sports bars).
  - › **Boutique Businesses:** A further opportunity for business expansion are small boutique businesses, that complement the character of a tourism destination. These include arts and craft stores, shops offering designer or handmade clothing, and vintage clothing. These too can span the spectrum from small, inexpensive stores to more upscale establishments, such as art galleries and jewelry stores.
  - › **Secondary Business Development:** The above types of businesses are found in many tourism destinations and contribute to the character of those areas. If they are well established and the community has the feel of a destination, then there are further opportunities to attract other destination type enterprises. A downtown convention center would mesh well with the CPHA, drawing on the same amenities in the community. Entertainment venues may be another opportunity to draw people in to what could become a vibrant tourism destination.
- » *Action Step 7: Offer incentives for start up businesses*

The City of Cumberland and other municipalities, like Frostburg, may want to offer incentives for small start-up businesses to help them be successful. These incentives can include tax incentives, working with local banks to provide loans, and technical assistance with business plans. In addition to new businesses, communities can work with existing businesses by surveying them regularly to find out what needs they may have to help with their continued success. The Downtown Development Commission would be an excellent partner in this endeavor.

Other incentives that can be provided by local communities are waivers or reduced fees for permits and licenses that new enterprises are required to obtain. They may also wish to consider real estate or income tax credits for the first few years of operation. This would allow companies to get up and running, employ local people, and refine their business plan. Once established, they can then start paying local taxes. Cumberland and Frostburg are currently exploring an entrepreneurial support program for their respective communities. Such a program would provide a small amount of funding to encourage new businesses to open in either City.



# SECTION 3: Action Plan



An action plan matrix has been developed on the following pages for each of the action items, which identifies timing, estimated cost, responsible party and potential partners. This action plan provides a roadmap for those who are implementing the Heritage Area Management Plan Update. This matrix will also make it easier to track progress for each of the action items. Due to the uncertain funding climate, many action items are designated as ongoing.

Funding sources for the various action items can be found in Appendix G.

