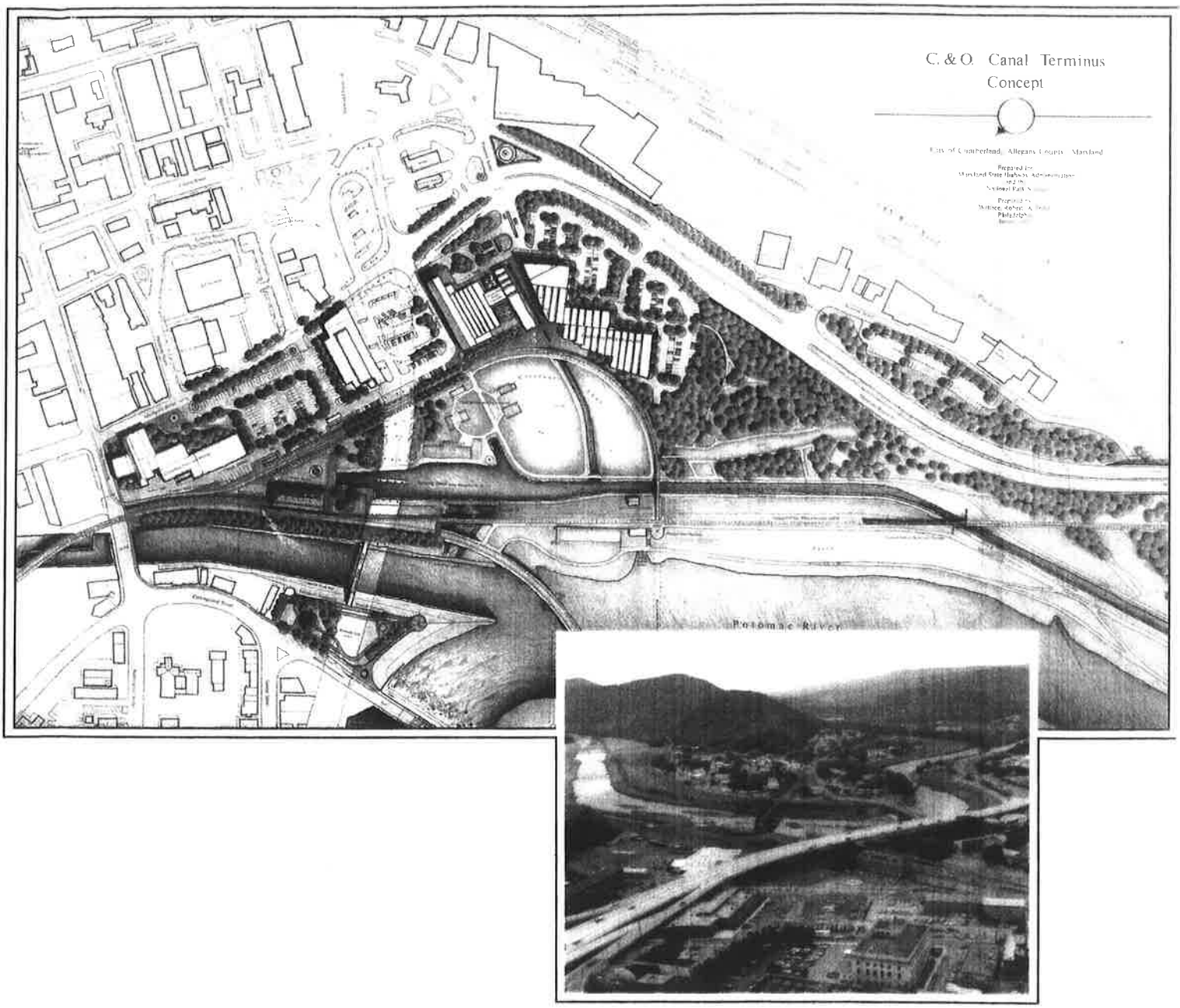
CANAL PLACE MANAGEMENT PLAN
CUMBERLAND, MARYLAND



Prepared for:

The Canal Place Preservation and Development Authority

Management Plan Approval

In conformance with the Financial Institutions Article,
Sections 13-1013 and 13-1014 of the Annotated Code of Maryland,
the appropriate approvals and adoptions have been executed
as follows:

Maryland Historical Trust
J. Rodney Little, Director

December 14, 1995

Signature *Date*

Canal Place Preservation and Development Authority
J. Glenn Beall, Jr.

September 14, 1995

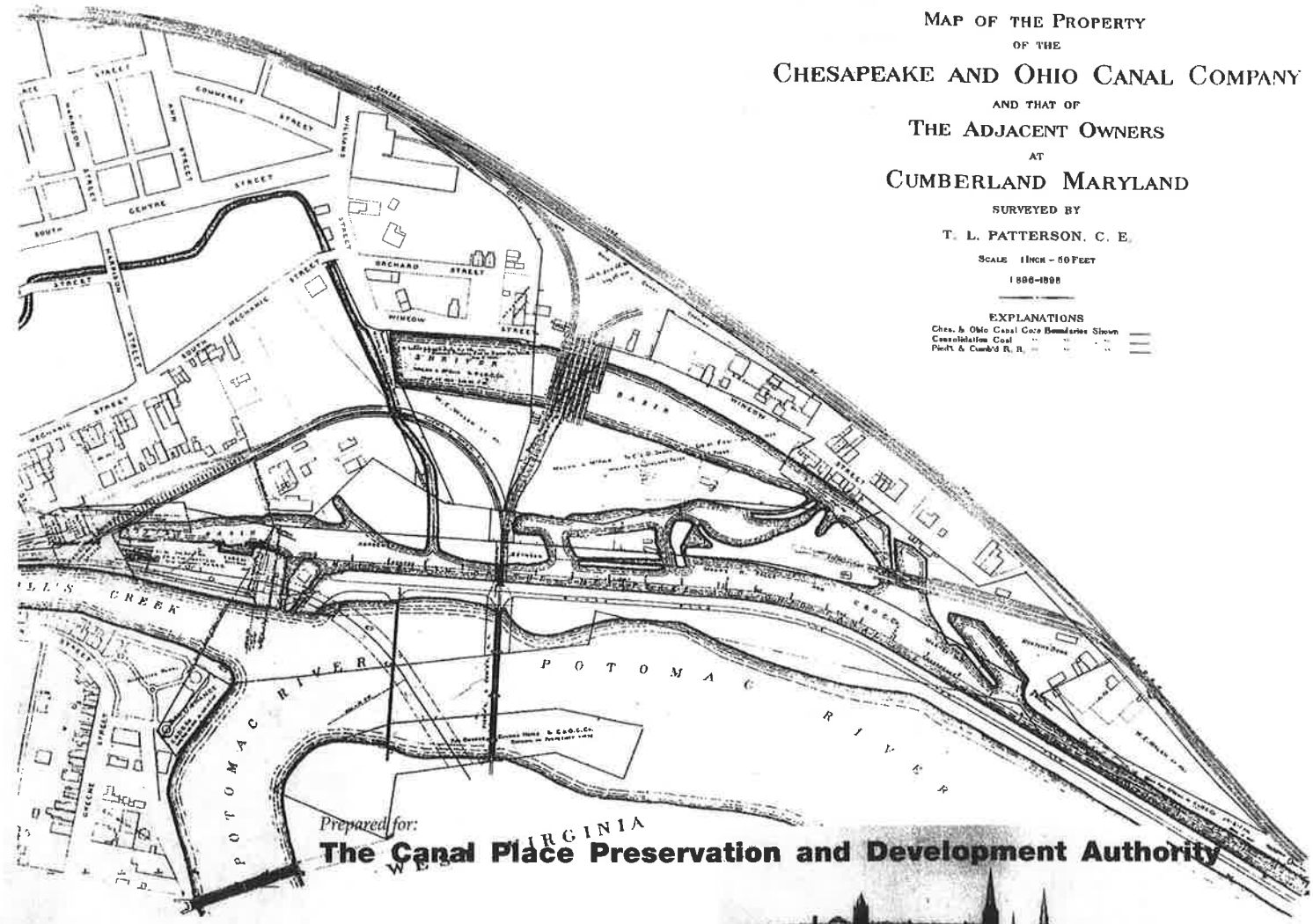
Signature *Date*

Mayor and City Council of the City of Cumberland
Edward C. Athey, Mayor

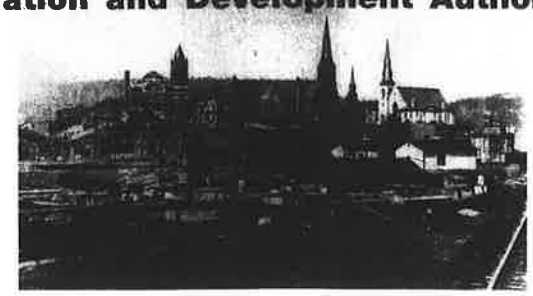
March 19, 1996

Signature *Date*

Canal Place Management Plan



Prepared for:
The Canal Place Preservation and Development Authority



October 1995

Prepared by:
Wallace Roberts & Todd
with:
Christopher Chadbourne Associates
Clarion Associates, Inc.
Mary Means & Associates
RIVA Market Research, Inc.
Rummel Klepper & Kahl

The preparation of this report was financed in part by a grant from the Appalachian Regional Commission as administered by the Maryland Office of Planning.

Table of Contents

List of Maps

Map Number

Acknowledgments

* Denotes members of Canal Place Task Force

Canal Place Preservation & Development Authority
City Hall Post Office Box 878
Cumberland, Maryland 21501-0878
TTY/TTD 1-800-735-2258
(301) 759-6418 FAX (301) 759-6458
Appointees:
J. Glenn Beall, Jr., *Chairman*
M. Kathryn Burkey
Rex W. Burton
John J. McMullen, Jr.
H. Gregory Skidmore

Ex Officio Members:
Douglas D. Faris, *Superintendent, C&O Canal National Historical Park*
Lee Schwartz, *Mayor and City Council of Cumberland*
William J. Pencek, Jr., *Maryland Historical Trust*

Staff:
Richard M. Pfefferkorn, *Executive Director*
Michele Crabtree, *Administrative Assistant*
Philip Deters, *Office of Maryland State Attorney General*

Senator Paul Sarbanes
Tim Magrath, *Western Maryland Representative**

Senator Barbara A. Mikulski
Jennifer Maust, *Western Maryland Representative*

Congressman Roscoe G. Bartlett
Myra Kidd, *District Assistant**

Maryland General Assembly
Speaker of the House Casper R. Taylor, Jr.*
Delegate George C. Edwards
Senator John Hafer*
Delegate Betty Workman*

City of Cumberland
Elected Officials
Edward C. Athey, *Mayor*
Floyd S. Elliot, *Councilman*
Ursula Franklin, *Councilwoman*
Harold Hendershot, *Councilman*
Harvey W. May, *Councilman*
Staff
Jeffrey Repp, *Administrator**
Jerry Goodwin, *Acting Director of Community Development**
Denny McCormick, *Acting Director of Public Works*
John J. DiFonzo, *Director of Engineering*
Marvin Myers, *Parking Authority*
Diane Johnson, *Parks and Recreation*
Russell Livengood, *Chief, Fire Department*
David Cox, *Zoning*
William Flanigan, Zoning

Maryland Historical Trust
J. Rodney Little, *Director, State Historic Preservation Officer*
William Pencek, *Deputy Director, Deputy State Historic Preservation Officer*
Mark Edwards, *former Deputy Director, former Deputy State Historic Preservation Officer*
Michael Day, *Chief, Office of Preservation Services*
Jo Ellen Freese, *Review and Compliance Administrator**
Elaine Eff, *Cultural Conservation Program Administrator*

Maryland Department of Natural Resources
Michael Nelson, *Deputy Assistant Secretary**
George Forlifer, *Western Maryland Regional Administrator, Program Open Space**

Maryland Department of Business and Economic Development, Division of Tourism and Promotion
James Brady, *Secretary*
Dean Kenderdine, *Assistant Secretary**

Maryland Office of Planning
Ronald M. Kreitner, *Director and Governor's Alternate to the Appalachian Regional Commission*
Scribner Sheafor, *Chief - Local Planning Assistance*
Albert L. Feldstein, *Western Maryland Regional Planner**

Maryland State Highway Administration
Hal Kassoff, *Administrator*
Neil Pedersen, *Deputy Director*
Douglas H. Simmons, *Chief, Regional and Intermodal Planning Division**
Dennis Atkins
Lisa B. Choplin, *Project Engineer, Canal Parkway*

National Park Service
Douglas D. Faris, *Superintendent, C&O Canal National Historical Park*
Thomas Hobbs, *former Superintendent, C&O Canal National Historical Park*
John Parsons, *Coordinator, Stewardship and Partnerships, National Capital Region*
Sally Blumenthal, *Deputy Coordinator, Stewardship and Partnerships, National Capital Region*
Gordon Gay, *Chief of Interpretation*
Susan Trail, *Chief, Branch of Cultural Resources Management, C&O Canal NHP*
Rita Knox, *Park Ranger, C&O Canal NHP*
Dr. Dwight Pitcaithley*

Allegany County
Arthur Bond, *County Commissioner*
Bernard Loar, *County Commissioner*
Dale Lewis, *County Commissioner*
Benjamin Sansom, *Director Allegany County Department of Planning**
John Kirby, *Assistant Director, Allegany County Department of Economic Development**

Allegany County Arts Council
Peggy Chaney

Allegany County Board of Education
Mary Louise Jones, *Supervisor**

Allegany County Chamber of Commerce
Board of Directors
Sharon Thomas, *Executive Director*
James Stahl, *President*
Dr. Donald Alexander
Rex W. Burton
William Freas
Robert Garner
Steven Hase
Paul Herring
George Lapp

(Continued on next page)

Harris LeFew
Kim Leonard*
Joseph Malak
W. Scott Murray
Dr. Jeffrey Poland
H. Gregory Skidmore
Fred Timbrook
David Turnbull
Julia Williams
Robert Wizniewicz

Allegany Community College
Dr. Donald Alexander, *President**

Allegany County Visitor's Bureau
Executive Committee
Natalie Chabot, *Manager**
Bob Andrews
Joy Brode
Bill Cihlar
Al Feldstein*
Lois Hahn
Sharon Kazary
Ed Mason
Jim Oberhaus
Colleen Peterson
Jeffrey Repp*
Ansel G. Shircliffe

C&O Canal Advisory Commission
Sheila Rabb Weidenfeld, *Chair*

Cumberland Cultural Foundation
Robert Ebert, *Chairman*
Donald Alexander
Charles Amos
Gary Bartik
Scott D. Burleson
Peggy Chaney
Edward Chapman
Roger Dale
Jeffrey Frank
C. Nelson Fritz
Katherine Getty
Shirley Giarritta
Anne Gormer
Peter Halmos
Joyce Lapp
Alexis Lavine
Amy Schwab Owens
Barbara Roque
Ronald Screen
Lois Shriner
Sharon Thomas

Cumberland Downtown Business Association
Gino Giatris, *President*
John McClellan
Margie Pein
Gayle Griffith

Cumberland Downtown Development Commission
Lee Schwartz
Rex W. Burton
Gino Giatris
Linda Hager
Ed Huber
Calvin Jones
Janet Kemmet
Ora Mae Lewis
Lee Moran
Tim Mullaney
Mort Peskin
C. Douglas Schmidt

Former Cumberland Historic Preservation Commission
Edward Mason, Chairman*
Gaylord Brooks
Ursula Franklin
Emerson Miller
Faye Purdham
Dottie Thomas

Cumberland Historic Preservation Commission
David F. Altieri, Jr.
Dr. Henry Bullamore
Jeff Getty
James Limbaugh
Faye Purdham
Brendan B. Taylor, AIA
Dr. John Wiseman

Garrett County Tourism Promotion Council
Diane Wolf*

Greater Cumberland Regional Airport
Bradley Whited, *former Manager**

Greene Street Business Association
Dale Boxley
Curtis Friedenburg
Terri Goodnau
Dr. Michael Granet
Stacey Helmstetter
Roger Helmstetter
Robert Kazary
Sharon Kazary
Dr. Audie Klingler
Alexis Levine
Allan Macy
Rebecca McClarran
Jack Price
Dave Riggleman
Bill Rudd
Gary Upchurch
Wendy Upchurch

Neighborhood Housing Services
Pete Elliott
Gary Ault
Leslie Bohrer
Mike D'Atri
John DiFonzo
Robert Keech
Janet Kemmet
Dan Rohrer
Julie Ryan
G. Paul Sagal
Dennys Salas
Grace Scalletta

Sierra Club, Western Maryland Group
Woody Getz, *Chairman**

U.S. Department of Environmental Protection
Glenn Eugster, *Chesapeake Bay Program**

U.S. Army Corps of Engineers

Washington County Tourism Bureau
Leroy Burtner, *Director**

Washington Street Association
Anne Beyer
Shirley Brooks
Gaylord Brooks
J. Scott Geare
Mrs. W. J. Gurver
Jeannie Honeycutt

Mickey Miller
Betty Norris
Carolyn Sharer
Roseanne Shuttleworth
Mary Jo Wolters
Jim Wolfington
George Wyckoff

Western Maryland Station Center, Inc.
Scott D. Burleson, *President**
Gary Bartik
Thomas Boore
Natalie Chabot*
Peggy Chaney
Tom Conlon
Bruce Douglas
Harold Hendershot
Ed Kemmet*
Jack McVeigh
Ansel Shircliffe*
James Stemple
Joseph Weaver

West Virginia Division of Culture and History
William G. Farrar, *Deputy Commissioner**

Citizens and Private Businesses
Larry Brock
Richard D. Dailey, Jr., *Cumberland Electric**
John Estes*
Thomas B. Finan, Jr.*
Kim Leonard, *Aircon Engineering**
Laurie Robinson, *Executive Director, YMCA**
James Roby, *South Cumberland Businessmen's Association**
James Scarpelli, Sr., *Scarpelli Funeral Home**
James Warner*
Cumberland Times News
TCI Cablevision

Photography Credit
Inset photograph on cover provided by AAD, Inc.

Consultants

Wallace Roberts & Todd
Landscape Architecture, Planning, Urban Design, and Environmental Planning
260 S. Broad Street
Philadelphia, Pennsylvania 19102
(215) 732-5215 Fax (215) 732-2551
Richard W. Huffman, *Partner-in-Charge*
David C. Hamme, *Consulting Partner*
Eric Tamulonis, *Project Director*
David C. Rouse, *Project Planner*
Diana Mendes, *Environmental Planner*
Marc Morfei, *Landscape Architect*
Ferdinando Micale, *Urban Designer*
Gregory Olsen, *Landscape Designer*
Lisa Bachman, *Graphics*
Yue Li, *Landscape Designer*
Megan Lewis, *Planner*
Mary Thomas, *Typist*

Christopher Chadbourne & Associates
Historical Preservation Planning and Interpretive Planning
131 Mount Auburn Street
Cambridge, Massachusetts 02138
(617) 547-5330 FAX (617) 547-2877
Christopher Chadbourne, *Principal*
Frederick Richards, *Project Manager*
Philip Walker, *Project Planner*
John Wrench
Marshall Harris
Tunch Gungor
Felicia O'Keefe
Catherine LeBlanc

Clarion Associates. Inc.
Economic Development and Heritage Tourism
1700 Broadway Suite 323
Denver, Colorado 80920
(303) 830-2890 FAX (303) 860-1809
Christopher Duerksen, *Senior Vice President*
Bradford White
Cheryl Inghram

Mary Means & Associates
Community Planning and Public Participation
1428 Duke Street
Alexandria, Virginia 22314
(703) 684-2215 FAX (703) 836-8826
Mary Means, *Principal*
Virginia Benson

RIVA Market Research, Inc.
Market Research
4800 Montgomery Lane Suite 1000
Bethesda, Maryland 23235
(301) 652-3632 (301) 907-0209
Lucius S. Henderson, III
Maia Munson

Rummel Klepper & Kahl
Transportation Engineering
81 Mosher Street
Baltimore, Maryland 21217
(410) 728-2900 FAX (410) 728-2992
David W. Wallace, *Partner*
James A. Burnett, *Transportation Engineer*

Independent Consultants to the Maryland Historical Trust for the preparation of the *Survey of Cultural Traditions*
Thomas Carroll
Susan Levitas

Preface

About This Plan

The Canal Place Management Plan is a strategic plan for the Canal Place Preservation and Development Authority. The plan balances vision and action, providing the Authority with a long-range plan for achieving its goals, and a focused, short-term plan for early implementation of capital improvement projects. This will set the stage for private investment and programmed events and activities. The plan also identifies the broad range of cooperative efforts necessary to fully integrate public and private partners into the achievement of the Canal Place mission.

The Plan is divided into an executive summary and four chapters. The Executive Summary provides an overview of the project, with a list of frequently-asked questions and answers, and a list of definitions of the terms used throughout the plan. Chapter 1 provides background for the recommendations in Chapter 2. Chapter 2 describes the specific actions and projects that the Authority will undertake. Chapter 3 describes the implementation of Canal Place. Chapter 4 describes the potential future actions that could be taken on by the Authority or others to improve the setting and context for Canal Place.

While the Authority's capital improvement plan, much of which will be funded by public agencies, is clear, further study is required in several areas to refine the plan's strategic vision into a specific action plan for areas outside of the Authority's immediate focus. Through the coming months the Authority will clarify its working relationship with the City of Cumberland and the adjacent business and residential communities, as well as the wide range of governmental agencies with whom the Authority will collaborate. Through consultation with the Canal Place Task Force, the Authority will integrate the input of the diverse interests with a stake in Canal Place.

Canal Place is the result of many convergent actions by a wide range of public officials, organizations, and private citizens. Its success will be wholly dependent on the ongoing community spirit of Cumberland, Allegany County, and Western Maryland in general. Groups such as the Western Maryland Station Center, Inc., the Allegany County Historical Society, the Allegany County Visitor's Bureau, and the Chamber of Commerce, along with numerous city, state, and federal officials, have patiently contributed to the groundwork that

will become Canal Place. Their efforts over the preceding years have kept alive an opportunity upon which the community can now act to preserve and develop its best assets, and manage them wisely to improve the lives of residents and visitors.

Figure 1: The planning process included numerous meetings and workshops with the Canal Place Authority members and consultant team.

Purpose

The Canal Place Preservation and Development Authority is charged by its enabling legislation passed by the General Assembly of the State of Maryland (Chapter 544 of the Annotated Code of Maryland, 1993) with the mission of *preparing a plan for the preservation, development, and management of the Canal Place Preservation District.* Granted significant administrative powers in its charter, the Authority is required to prepare, present to the public for review and comment, and upon adoption by the Authority itself, submit this plan for approval by the Maryland Historical Trust, and adoption by the City of Cumberland as an amendment to its Comprehensive Plan. Upon satisfactory accomplishment of these steps, the Authority may begin expending state funds for implementation of capital improvement projects. This management plan is the result of the efforts of the Authority, its associated public agencies, and its consultant team to provide a blueprint for the realization of Canal Place. A product of extensive field research, interviews, meetings and workshops, the plan has been refined to reflect the Authority's clearest interpretation of its legislative mandate.

The Management Plan will provide the casual reader with the rationale for why and how Canal Place came into being; and how, when, and by whom it will be implemented. For government officials, the plan will describe the procedures and actions anticipated by the Authority that will involve collaboration with its governmental partners. For business people in and beyond the community, the plan will show where and how efforts could be made to participate in Canal Place and its associated projects. For residents, the plan will show how and where projects of Canal Place will affect them, and how they can participate.

The Process

The Plan is predicated on research compiled and presented in several technical appendices that provide supporting data and rationale for the recommendations contained in Chapter 2. Beginning in the summer of 1994, the consultant team conducted workshops, interviews, and extensive field reconnaissance and research necessary to establish a foundation for decision making by the Authority.

Canal Place Task Force

The legislation calls for the appointment of an advisory body termed the "Canal Place Task Force." The Task Force has been selected, and will meet in whole or in subgroups to advise the Authority on the Management Plan. The Task Force provided comments on the Management Plan through telephone interviews and a workshop. The Task Force includes the following categories of appointments:

A representative of each of:

- *The Board of County Commissioners of Allegany County,*
- *The Chesapeake and Ohio National Historical Park Commission,*
- *The Department of Natural Resources,*
- *The Maryland Historical Trust,*
- *The Mayor of the City of Cumberland,*
- *The United States Department of the Interior (as designated by the Department of Interior),*
- *The Maryland Office of Planning, and*
- *The State Highway Administration of the Department of Transportation.*

Other Task Force members include:

- *Residents and business representatives from the areas within and adjacent to the Preservation District, and*
- *Other representatives as the Authority deems appropriate.*

The Task Force will be amended as necessary to include important participants in Canal Place.

In the fall of 1994, the team presented its preliminary findings and solicited public input at a workshop held on October 5 at Allegany High School. Focus groups were conducted in Baltimore/Washington, DC and Pittsburgh, PA during late October to elicit opinions and reactions of potential visitors to the Canal Place concept. The results were compiled into a preliminary draft Management Plan that was reviewed by the Authority and refined and revised as a result of monthly workshops and discussions. The resulting draft plan was presented for public review and comment in a three day period of group workshops culminating in a public presentation on July 27, 1995. The finished plan will be formally reviewed by relevant agencies within the state and by the City of Cumberland and the Authority. Upon approval and adoption of the plan by those three entities, the revised plan will be incorporated into the City's Comprehensive Plan.

From that point, the Management Plan will be evaluated by the Authority on a yearly basis and revised and amended as necessary to reflect the evolving conditions. The Management Plan is intended to be a living document, which reflects the conditions of the moment while maintaining a long-term vision for Canal Place.

Figure 2: *Public comment on the Management Plan was solicited at key points through the planning process, culminating in the public hearing shown below. Public input was also obtained through interviews and group workshops from the beginning to the end. The Canal Place Authority will rely on broad-based public support such as that shown by citizens and officials during the planning process.*

Executive Summary

Canal Place is a contemporary name for the historic core of Cumberland, Maryland, centered on the Chesapeake and Ohio Canal National Historical Park (C&O Canal NHP) and the Western Maryland Railway Station. **Canal Place** is a heritage area--an area that combines historic preservation, recreation, education, and economic development for visitors and residents of the community. Ongoing development of **Canal Place** will extend for at least ten years, building from the first phase of work, which resulted in Station Square, the brick plaza and the landscaped parking lot that now greet Station visitors. **Canal Place** will be more than bricks, mortar, trees and a canal: it will be a living part of the City, a repository of the memories of generations of workers and artisans, and a storehouse of local heritage from which succeeding generations can draw an understanding of their community. **Canal Place** represents a new future for downtown Cumberland, dependent on the enthusiasm of the community to realize its utmost potential.

Canal Place has grown from the convergence of four initiatives: the long-held local interest in rewatering and interpreting the C&O Canal, the desire to advance Cumberland's economic status through the use of tourism, deep pride and interest in preserving the rich architectural character of the City, and the planning efforts of the State and National Park Service resulting in the combined roadway and park development plan called the *Canal Parkway Development Study*.

Communities have few opportunities in the course of their evolution where single actions can have as much effect as development of the C&O Canal has had on Cumberland. A glimpse into the Canal's past and future illustrates the effect that the City's decision to embrace C&O Canal *originally had* on Cumberland in 1835, and the effect Canal Place *will have* in the year 2005, when it is implemented.

The Precedent: 1835

Cumberland in the Year 1835

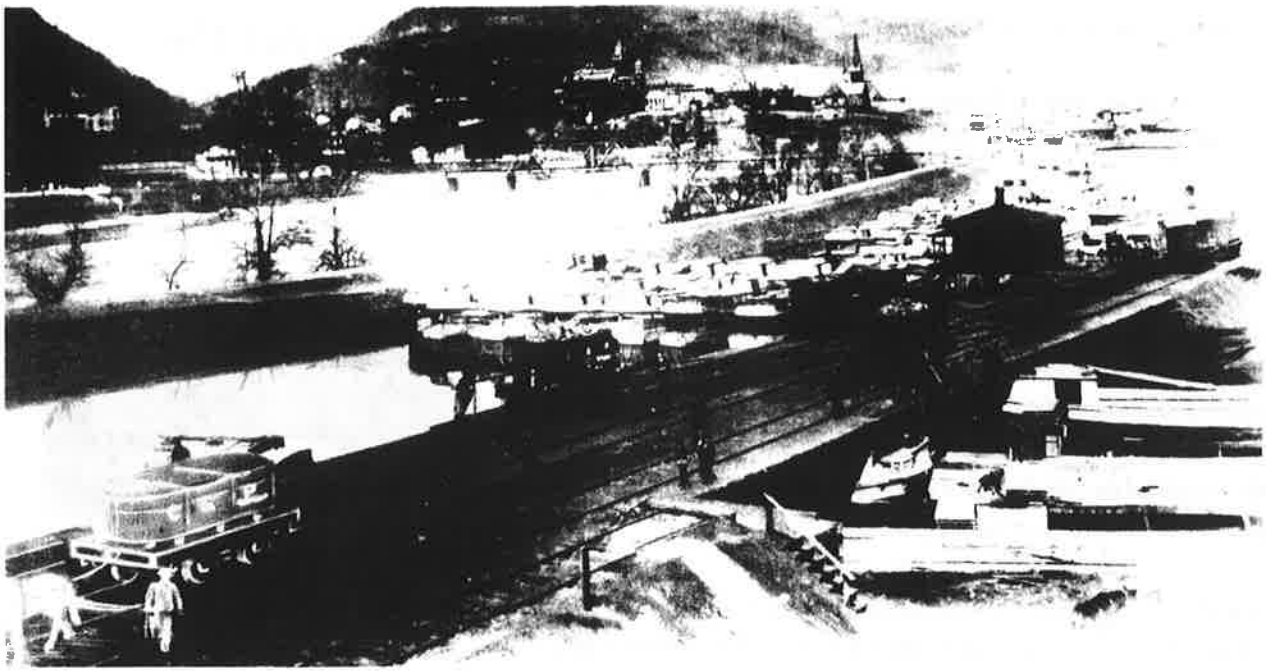
The early residents of Cumberland recognized that the potential benefits of locating the western terminus of the Chesapeake and Ohio Canal in their city, and that the national recognition and

increased commerce associated with the canal would add an identity and source of economic vitality to the burgeoning frontier town. Until 1835, Cumberland had been at the beginning of the National Road, which was gradually falling into disuse as a result of its difficult gradients and eroded surface. Prevailing on the C&O Canal's Board of Directors, the City convinced the Board that the canal's western terminus should be located within Cumberland, rather than bypassing the city as originally planned. To gain this concession from the board, Cumberland contributed the necessary land for the terminus' boat basins and agreed to hold the canal company harmless from any long-term flood damages caused by canal construction. In 1850, the C&O Canal finally opened to great ceremony in Cumberland. The canal served Cumberland for three quarters of a century as a major conduit for goods and passengers to and from Western Maryland and the Chesapeake Bay. By 1924 it fell victim to flood damage, competition with railroads, and economic decline. In the 1950's, responding to concerns for safety and protection of property, the U.S. Army Corps of Engineers implementented a major flood control project that drastically altered the canal's Terminus by covering it with dredge spoil. Replaced by highways and more efficient modes of travel, steam railroads and canals became nostalgic mementos of a past era.

Figure 3: The C&O Canal eventually fell victim to the massive expense of repairs necessary after major floods. Boats such as the one pictured here sometimes came to their final resting place where they lay after a major flood, too unwieldy and difficult to return to service in the waning years of the canal. (NPS)

Figure 4: Downtown Cumberland, less than a quarter mile from the canal's terminus, was a bustling scene of vitality in this 1922 vintage postcard view. The author writes: "Had a very nice time up here. Enjoyed the scenery very much." (Al Feldstein)

Figure 5: Historically, the image of Cumberland was strongly associated with the C&O Canal, as shown in this 1910 vintage post card. (Al Feldstein)



The C&O Canal Terminus in its Heyday

Figure 6: This is the scene that will be evoked through the development of Canal Place. *The key elements of the historic scene of the C&O Canal Boat Basin are shown in this historic photograph. The notch in the ridge in the background is the Narrows, to the immediate lower right of which can be seen the spires of Cumberland's West Side Neighborhood. The West Side is separated from the Canal Terminus by the Potomac River and Wills Creek, seen in the middle ground. In the foreground is the Consolidated Coal Company's "wharf." The Shriver Basin is to the upper right. (NPS)*

The Vision: 2005

Cumberland in the Year 2005

Looking ten years into the future, the City of Cumberland will again recognize the potential benefits of the canal, but this time in a different way: as a source of tourism-based economic development and community pride for both the City and the region. The city will accept the Canal Place Preservation and Development Authority as a partner in the development of the Canal Place Preservation District. In return, the Authority will expend funds on major improvements and leverage private investment in the District. With strong community support, Canal Place will become a keystone of the city, reconnecting the community to its historic roots and providing opportunities for economic development. This will happen because of a singular commitment to a long-term plan on the part of the Authority and the community. The vision described on the following pages will be made possible by the implementation of the Canal Place Management Plan.

Achieving the Vision: 1995

How will Canal Place and Cumberland be different in the year 2005?

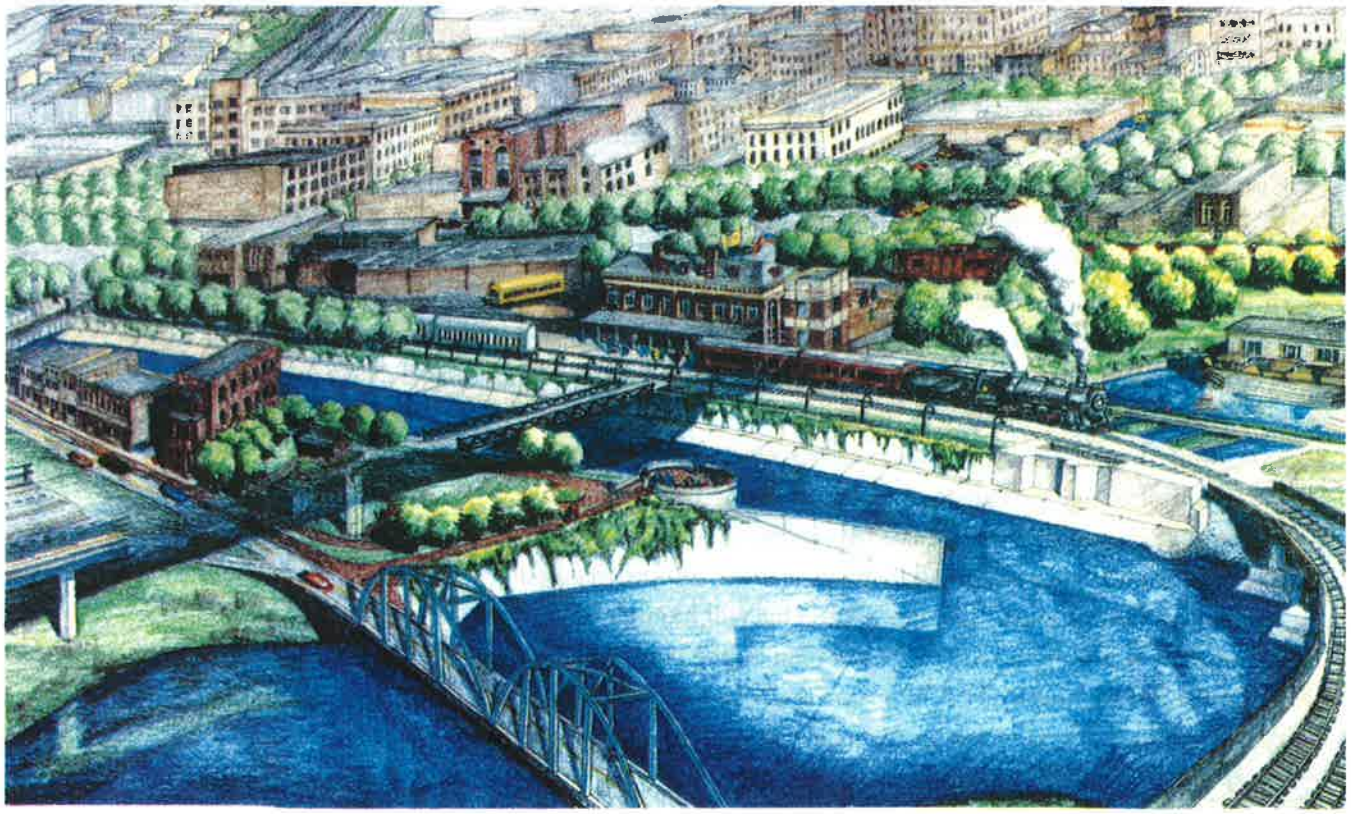
Here are four major changes that will reshape the C&O Canal and Downtown Cumberland as a result of Canal Place:

1. The Terminus is the Heart of Canal Place.

The excursion train whistle signals the arrival of the train from Frostburg...a festival takes place in colorful tents on the Crescent Lawn...a replica canal boat loads passengers for a trip down the canal... a group of bicyclists pedal down the towpath on their way from Pennsylvania to Georgetown, via the Allegheny Highlands/Potomac River Heritage Trails....a school bus discharges a class of students who run to the caboose displayed near the Station Square plaza...

Figure 7: *The Plaza at Station Square has already become an ideal venue for public events, an orientation spot for visitors, and a staging area for bicyclists destined for the C&O Canal towpath. (WRT)*

Created from vacant and underutilized industrial buildings, parking lots and storage yards, the C&O Canal Terminus will become the heart of activity in the City. Around the Crescent Lawn and Station Square Plaza will be the Western Maryland Railway Station, the National Park Service's new C&O Canal National Historical Park Visitor Center, a new transportation museum, a family-oriented heritage attraction, a hotel, shops, restaurants, and food vendors.



Built over a ten year period, the new improvements will change the character of the Terminus from an underutilized industrial area to a vital center of recreation and education. Families, singles and couples will come to the Crescent Lawn for the weekly events, and to examine progress on the boat building exhibit. Classes from local schools will look out over the turning basin and envision what the scene was like in the 1800's.

Figure 8: Canal boat excursions such as this at Great Falls in the C&O Canal NHP will add an exciting dimension and enrich the visitor experience at Canal Place. (NPS)

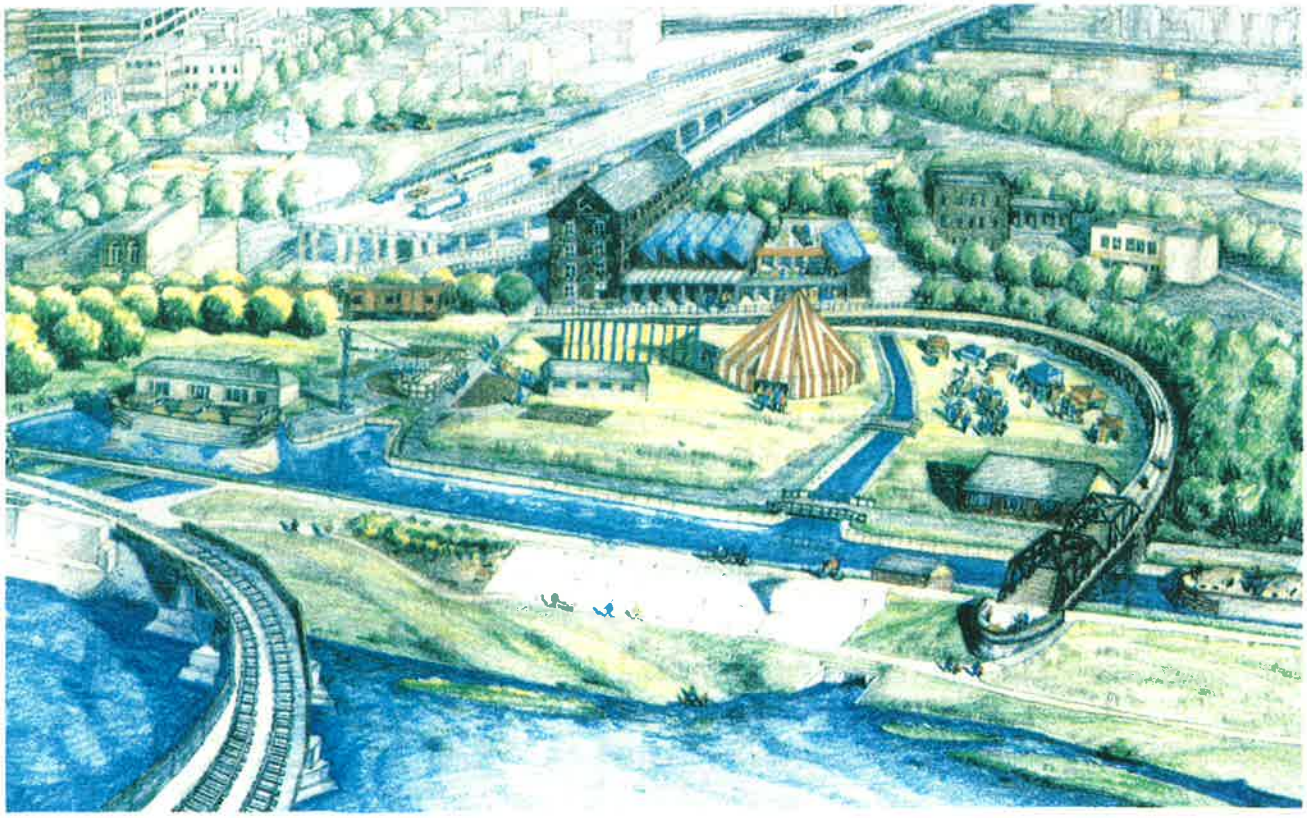
The plan will evolve gradually from 1994 when its first phase, Station Square, was completed. Piece by piece, properties will be acquired and improvements made as funding becomes available. The whole plan will be guided by clear vision, determined work and patience. The Authority will work with a number of federal and state agencies and private commercial entities to bring about a mix of attractions that both educates and entertains visitors and residents.

A bird's eye view of Canal Place

Figure 9: An aerial view of the proposed C&O Canal Terminus, the heart of Canal Place. For purposes of clarity, the central portion of the I-68 viaduct has been made "transparent" to show the features behind it. Looking northeast towards downtown Cumberland, the view includes (from left to right): Riverside Park, the Western Maryland Railway Station, "Mountain Thunder," the Western Maryland Scenic Railroad, the rewatered C&O Canal Boat Basin, the Crescent Lawn, the renovated Footer's Dye Works, the curving Trestle Walk, and the Potomac River Overlook. (Yue Li/ WRT)

2. *The C&O Canal is flowing again through a refurbished park.*

A mule-drawn canal boat floats down the canal...people of all ages fish along the river...canoeists paddle down the Potomac...hikers pitch their tents in a campground among the trees...a flock of ducks rises from the River Meander Marsh...



Reclaimed from beneath its mantle of dredge spoil, the historic C&O Canal will once again hold water, allowing canal excursion boats to depart from the heart of Cumberland and travel to the woodland of the South Park. The National Park Service will recreate the canal and its features, and develop paths and trails to encourage access to the park, canal and river. The park will be a haven for wildlife, especially waterfowl using the newly created marsh along the river. South of the marsh, a livestock stable and pasture will provide an example of farm life along the canal and river.

Cooperation with the National Park Service and the U.S. Army Corps of Engineers will enable the Authority to draw on federal resources and expertise to achieve its goals. The end result will allow Canal Place to become a model combination of historic preservation, recreation, and nature conservation.

3. Canal Parkway is an attractive new road winding through a park.

A curving road winds along the canal in a ribbon of green park...neighborhood families cross the Parkway on their way to the park...motorists on the Parkway are greeted by a view of Cumberland, its church steeples seen against the dramatic backdrop of the Narrows...

Figure 10: *Canal Parkway will be designed according to National Park Service standards for parkways such as the renowned Blue Ridge Parkway and the park road at Harpers Ferry, shown above. (RKK)*

Visitors and residents entering Cumberland on a two-lane parkway from the south will cross above the C&O Canal and towpath, and weave their way through woodlands and meadows on their way to downtown Cumberland. Gradually rising above tree level, the Parkway will dramatically reveal a panoramic view of the city and rail yards. Pedestrian paths will allow residents of nearby neighborhoods to safely and conveniently reach the park from their homes.

Through a partnership with the Maryland State Highway Administration (MSHA), the Authority will see the Parkway proceed from design to construction, evolving into a national model of sustainable roadway design in a sensitive environment.

4. The Baltimore Street Pedestrian Mall shows off its nineteenth century architectural heritage.

...grand old building fronts have been restored to their previous splendor...newly-crafted signs and awnings announce recently opened stores...downtown residents, young and old, stroll down to the canal...

Figure 11: *These buildings on Baltimore Street attest to the expressive nineteenth century architectural heritage of downtown Cumberland. (WRT)*

Because of the Authority, local agencies, and the state working together, financial incentives, streamlined permitting, and community enthusiasm will make historic preservation a popular notion, both downtown and along Washington Street. Upper floors of buildings will be occupied by apartments, offices, and an occasional art gallery. Downtown Cumberland will acquire a far-reaching reputation that will draw new residents and visitors, who will come to shop and dine during their stay, which may also include sightseeing, and a day of canoeing, hiking or mountain biking in the nearby hills. Steadfast determination and adherence to high quality standards will pay off for local merchants who will be joined by new specialty shops, creating a pleasant mix of businesses offering a varied range of merchandise, food, and services.

After years of cooperative planning and mutual trust, the combined resources of the Authority, City, local business organizations, and financial institutions will create a more stable and attractive downtown business community. Unified by its excellent architecture, the downtown will become a destination in and of itself.

Market Research Results

Focus group sessions conducted in Baltimore/Washington, D.C. and Pittsburgh, PA provided valuable input into the programming of Canal Place from the point of view of potential visitors to the City. Two groups consisting of eight to ten individuals with varied but targeted characteristics were interviewed. The groups' characteristics included: college age to retired individuals; single, married with families and empty-nesters; middle and upper middle income; interests in outdoors, history, shopping, dining, and travel in general. A strong message was delivered that Canal Place should offer a diverse range of family-oriented attractions in addition to the canal and architectural resources of the City. The results have been incorporated into the Management Plan to broaden the target market of potential visitors and to help enrich the list of attractions in the City with the purpose of extending the duration of current visitors' stays.

How will this vision come to life?

The Canal Place Preservation and Development Authority will be the key player in a wide range of actions, the central purpose of which is to improve Canal Place. Uniquely positioned because of its broadly-framed state charter and diverse composition, the Authority will bring public capital and expertise together with an emerging private entrepreneurial spirit to create a new look for a long-neglected part of the City.

Building on established community resources such as the Downtown Cumberland Business Association and the Western Maryland Scenic Railroad, and long term governmental partners such as the National Park Service and various Maryland state agencies, the Authority will forge the necessary links to accomplish its mission. Those links begin with people and may take the form of ongoing meetings with interested parties, financial incentives, infrastructure improvements, and partnerships.

After accomplishing the first several years' capital projects, and demonstrating its ability to carry out its own agenda, the Authority will have a major public role in advocating actions to be carried out by others. Through many recommendations for action, especially in the realms of tourism development and cultural and natural re-

source preservation, the Authority will reach out to its established and new-found partners and help to make the vision a reality.

Canal Place is a two-way street: the Authority will invest its time and money in a compelling array of public improvements with the expectation that the private sector will follow enthusiastically in capitalizing on spin-off benefits. In the end, Canal Place will be a quilt of projects accomplished by a number of partners for which the Canal Place Preservation and Development Authority is the common thread.

Questions and Answers about Canal Place

The following list of questions and answers about Canal Place is intended to give the reader a quick overview of the project:

What is Canal Place?

Canal Place is many things...

- a new way of thinking about the historic center of Cumberland.
- a way to honor the important heritage of Cumberland: its history, diverse architecture, and the C&O Canal.
- a *heritage area*: an area of the City and region that preserves and enhances the historical and natural features of Cumberland for use by residents and visitors.
- a way of preserving some of the best parts of Cumberland for future generations to use and appreciate.
- a way of making Cumberland's history "come alive" and be interesting to young and old, resident and visitor.
- a physical and thematic connection between the C&O Canal National Historical Park and the City.
- a way to invite and stimulate private investment in the creation of new visitor services.
- a new place for recreation.
- a cooperative effort on the part of the residents of Cumberland and the region with city, county, state, and federal governments.

Time Line

The History of the Chesapeake & Ohio Canal from 1820 to 1995

1820: *Chief Engineer Thomas Moore of the Virginia Board of Public Works conducted a survey that showed that a canal from Georgetown to the coal banks near Cumberland was practical.*

1822: *Committee on the District of Columbia reported to Congress the practicality of connecting Washington to the West by canal.*

February 3, 1823: *Potomac Company (Virginia side) agreed to surrender its charter to a new company.*

Spring 1823: *Loudoun County, Virginia canal convention named "Chesapeake and Potomac," although the preferred name was the "Union Canal."*

November, 1823: *First Chesapeake and Ohio Canal convention held in Washington.*

January 27, 1824: *Commonwealth of Virginia granted a charter to the Chesapeake and Ohio Canal Company.*

1825: *U.S. Board of Engineers, asked by Congress to survey the proposed route, issued favorable preliminary report.*

January 31, 1825: *State of Maryland confirmed the Virginia act of incorporation.*

March 3, 1825: *Congress passed act confirming Maryland and Virginia acts.*

1826: *U.S. Board of Engineers' final report said that the canal was feasible but would be much more expensive to build than originally estimated.*

May 1828: *Congress passed an act subscribing $1,000,000 for canal building.*

June 20, 1828: *Chesapeake and Ohio Canal Company was formally organized in a meeting in Washington. Hon. Charles Fenton Mercer, U.S. Representative from Virginia, was elected president by the stockholders.*

June 25, 1828: *A three-man board of engineers was appointed to design and direct the construction of the canal. Benjamin Wright was named chief engineer, and Nathan S. Roberts and John Martineau were other two members.*

July 4, 1828: *Construction started on C&O Canal. President John Quincy Adams turned the first spadeful of dirt near Little Falls.*

Contstruction started on the B&O Railroad the same day in Baltimore.

How was Canal Place created?

Canal Place was created by the State of Maryland through Chapter 544, the Laws of Maryland, 1993. This legislation created a new state agency, the Canal Place Preservation and Development Authority, to preserve, develop, and manage Canal Place.

What is the Canal Place Preservation and Development Authority?

The Canal Place Preservation and Development Authority is a state agency whose membership consists of six members appointed by the Governor, with the advice of the Senate, one representative of the United States Department of the Interior, one representative of the Maryland Historical Trust, and one representative of the Mayor and City Council of the City of Cumberland.

What will the Canal Place Preservation and Development Authority do?

The first task of the Canal Place Preservation and Development Authority is to prepare a report called a "Management Plan" for the preservation, development and management of the area known as the Canal Place Preservation District. Upon completion and adoption of the Management Plan by the Authority, City and state, the Authority will begin implementing the actions called for in the plan.

What is the Canal Place Preservation District?

The Canal Place Preservation District is the area within the City of Cumberland containing those historical and natural features surrounding the C&O Canal that are important to both Cumberland's and our national heritage. Established by state legislation, its limits are shown on Map 5 on page 39. The Preservation District is the area in which the Authority can operate. Within the Preservation District is a smaller area focused on the C&O Canal called the Park Corridor. The Park Corridor is the area of the Authority's primary responsibility.

For whom is Canal Place intended?

Canal Place is for the residents of Cumberland **and** for visitors from near and far.

How is Canal Place related to the City's Comprehensive Plan update?

While Canal Place is an independent planning project, the conclusions of the Canal Place Management Plan will be incorporated into the City's Comprehensive Plan.

August 15, 1828: *Deed of conveyance from Potomac Company. Potomac Company, the forerunner of the C&O Canal Company, passed into oblivion.*

1831: *Georgetown to Seneca section completed.*

January 1832: *Court of Appeals in Annapolis awarded the right-of-way through the 12 miles between Point of Rocks and Harpers Ferry to the canal company after four years of litigation with the B&O Railroad.*

February 1832: *C&O Canal Company is bankrupt. The State of Maryland loaned funds over the next four years, ending with the state "in tacit control of the company."*

1833: *Section completed to Harper's Ferry.*

1834: *Labor troubles began for the company.*

1835: Cumberland convinces C&O Canal Company's Board of Directors to locate the canal's western terminus in the city.

1836: *Section completed to Williamsport.*

1837: *Depression began and continued through 1840.*

1839: *Section competed to Dam No. 6 west of Hancock. This was the end of the canal until its completion in 1850.*

1850: The C&O Canal was finished to Cumberland.

1852: *The worst flood on the Potomac River until that time "savaged" the canal.*

1856: *Drought caused low water on the canal.*

1857: *Four floods overran the canal.*

The Depression of 1857 hit the United States.

1860 - 1865: *Business picked up in latter half of the Civil War.*

1867: *The C&O Canal Company had paid nearly all debts acquired since the late 1840s and appeared ready to take on payment of long-term obligations.*

1869: *Trade reached a record level of 723,938 tons.*

1871: *Trade on the canal reached 968,827 tons.*

(Continued on next page)

What is the Canal Place Management Plan?

The Canal Place Management Plan is the blueprint for creating Canal Place. The Plan will also serve as the development plan for the Terminus of the C&O Canal NHP. The Plan is a document that will define *what* the Authority itself is going to do, *how* the Authority will do it, *when* it might be done, and *who* else might assist in doing it.

How is Canal Place different from the Canal Parkway Development Study?

Canal Place is a project of the Canal Place Preservation and Development Authority. The Canal Parkway Development Study was a project of the Maryland State Highway Administration and the National Park Service and resulted in the preparation of a report entitled *Summary of Park and Transportation Alternatives* (December, 1993).

The Canal Parkway Development Study's primary purpose was to remedy the traffic congestion and emergency access problem of the Virginia Avenue "subway" beneath the CSX rail line. For reasons of compliance with federal environmental regulations, the study included two parts: alternative transportation solutions and a plan for the C&O Canal NHP. With location/design approval from the Federal Highway Administration, the Study is now complete. The design phase of the Canal Parkway road has begun, with construction still dependent on funding. The C&O Canal NHP improvements are now being led by the National Park Service, with assistance from the U.S. Army Corps of Engineers (USACE) and the recently-formed Canal Place Preservation and Development Authority. Other related improvements are being undertaken by the Canal Place Preservation and Development Authority, with assistance from other government agencies.

Who will make Canal Place happen?

The citizens of Cumberland, in concert with the local, state and federal governments, will make Canal Place happen. Canal Place will happen through citizens actively and constructively participating in the planning process, supporting the Plan's adoption at all levels of government, and contributing to the efforts called for in the Plan. Accomplishments of the early years' agenda will be mostly the responsibility of the Authority's governmental partners. Later, after the stage is set, opportunities for private investment will be greatly enhanced.

June 26, 1871: *The B&O RR completed its northwest branch to Pittsburgh. This line was called the Pittsburgh and Connellsville Railroad.*

1872: The B&O RR opened the new Queen City Hotel in Cumberland.

1873: *A nationwide financial panic began.*

1874: *A boatmen's strike over freight charge decreases shipping volume.*

1875: *The heyday of canal: in this "all-time peak year" over 500 boats carried 973,898 tons of coal, flour, wheat, lumber, corn, and miscellaneous cargo.*

The period from 1870 to 1889 was the "Golden Age of the Canal."

Coal companies built 91 boats at Cumberland.

Steamboats appeared on the canal.

1876: *The B&O RR gained control of the Consolidation Coal Company, which owned the Cumberland and Pennsylvania Railroad, the only through-line connecting the coal region with the canal basin at Cumberland. The canal company attempted to encourage the building of alternative railroad lines to the region, with little apparent success.*

1877: *A boatman's strike and flood cripples operations. "The canal went into a decline from which it never recovered."*

1879: *A miner's strike and drought affected shipping.*

1881: *Drought brought water levels so low that canal could operate only intermittently.*

1889: *A major flood (Johnstown Flood) wrecked the canal and its structures, as well as boats, boat yards, docks, wharves, roads, and agricultural and industrial suppliers.*

Unable to raise the money to repair the canal, the C&O Canal Company declared bankruptcy. The B&O RR was the major bondholder and suggested that it restore the canal rather than see a competing railroad buy it. The Maryland Circuit Court for Washington County at Hagerstown authorized the B&O scheme as a "last ditch" effort.

1891: *The B&O RR completed repairs to the canal.*

1892: *The canal resumed its operations.*

1893: *The 1893 Depression began.*

When will the development of Canal Place begin?

Canal Place began with the construction of Station Square in 1993. In 1996, momentum will continue as the Authority receives funds from the State of Maryland. On this year's agenda is planning for the Crescent Lawn, a green space near the heart of the downtown that will serve as a location for large outdoor events and recreation.

How long will Canal Place take to complete?

Canal Place will take at least ten years to complete. Progress will be made each year towards the goal of rewatering the canal and establishing interesting and enriching activities in addition to canal-based recreation.

What activities will *you and your family* be able to do at Canal Place?

Right now you can enjoy the river, the canal towpath, Station Square and the scenic railroad, just as you have in the past years. Upon completion, there are envisioned to be additional recreational and educational activities and facilities geared for residents and visitors, served by additional parking facilities. These additional activities may include many new features such as numerous interpretive and educational exhibits, canal boat excursion rides, a new transportation museum, and a family-oriented heritage attraction, as well as enhanced boating and fishing access and nature trails. New commercial development such as a hotel, restaurants, and additional specialty stores may accommodate more visitors and better serve residents.

How much will Canal Place cost?

Current estimates of the combined projects of all partners involved in Canal Place total approximately $85 million. This amount includes all work associated with Canal Place during the next ten or more years.

Who will pay for Canal Place?

Canal Place is a partnership between the public and the private sectors. Costs for actions such as rewatering the canal and building roads, sidewalks, and visitor facilities will be borne by a combination of city, county, state, and federal governments. Private investment will be encouraged by publicly offered incentives.

How will Canal Place affect *you*?

As much as you allow it to! Canal Place can be anything from a great park to take the family to an entirely new direction for the

January 1, 1896: *The Canal Transportation Company, a subsidiary company organized by the receivers, went into operation. It agreed to provide any additional boats needed and to keep the canal navigable.*

1902: *Consolidation Coal Company and the receivers of the canal, both controlled by the B&O RR, established the Canal Towage Company to handle boating operations. This was the final stage in the phase-out of independent boatmen on the canal.*

Figure 12: *The Western Maryland Scenic Railroad's "Mountain Thunder" rail excursion to Frostburg will remain a cornerstone of Canal Place. (Western Maryland Scenic Railroad)*

1924: *A flood demolished the canal and gave the B&O RR "a presentable reason" to rid itself of the canal's operation.*

1936: *A flood damaged the canal further.*

1938: *Receivers of the Canal Towage Company sold the canal and its property to the National Park Service.*

1939: *The canal section between Washington and Seneca was restored and became a recreational area. It was designated a public park in 1939, and administered by the National Capital Parks System.*

April 1953 - June 1954: *Dam No. 8 was blown up by the U.S. Army Corps of Engineers for the local flood control project.*

(Continued on next page)

City. Upon completion, Canal Place is intended to be a place for residents and visitors to enjoy themselves through outdoor recreation, heritage education, appreciation of the City's history and scenery, and enhanced dining and shopping. Above all, Canal Place will be an opportunity for the City to view itself in a new light.

How can *you* help Canal Place?

Right now you can help Canal Place by offering your ideas and support to the Authority as it goes about implementing the Management Plan...but most of all you can help by *using* the C&O Canal National Historical Park, Western Maryland Railway Station/ Scenic Railroad, and *taking pride in* Cumberland's distinctive architectural and transportation heritage.

__1954:__ An automobile parkway was proposed to run the length of the canal, through the Paw Paw Tunnel, preserving what could be saved of the locks and other structures.

This proposal roused the opposition of Supreme Court Justice William O. Douglas and began the movement to save the canal and keep it intact.

__1961:__ President Eisenhower declared the canal a national monument.

__January 8, 1972:__ Chesapeake and Ohio Canal National Historical Park established.

__1991:__ Canal Parkway Development Study results in a plan for the park corridor and four roadway alternatives.

__1993:__ The environmental impact statement results in the selection of Canal Parkway as the preferred alternative route.

__1993:__ Canal Place's enabling legislation was passed by the Maryland General Assembly and signed into law.

__1994:__ Station Square was completed and the Canal Place Preservation and Development Authority was appointed.

__1995:__ Engineering design begins on the Canal Parkway.

(Time line excerpted from A History of the C&O Turning Basin at Cumberland, Maryland, 1835-1958, by Janelle Warren-Findlay for NPS, 1991. Events after 1972 have been added to complete the time line to the present.)

Definitions of Terms

The following list of definitions will acquaint the reader with the technical and location-specific terminology and nomenclature of the Canal Place Management Plan. For the location of specific features defined in this section, see Map 6: "Existing Features," page 40; Map 7: "C&O Canal Park Corridor Plan," pages 105 and 106; and Maps 8 and 9: "1896-98 and C&O Canal Terminus Plans," pages 107 and 108.

Allegheny Highlands Trail: The proposed twenty-mile hiking/biking trail leading from Pennsylvania to Cumberland, MD. The Trail ends at Station Square in Cumberland, and will connect to the C&O Canal towpath, continuing to the end of the canal in Georgetown. The Allegheny Highlands Trail is part of the proposed trail system connecting Pittsburgh to Washington DC. The Trail is a fundamental link in the Potomac River Heritage Trail, which in turn is a part of the Congressionally-established National Trails System. (See Map 1, page 34; Map 2, page 34; and Map 6, page 40.)

__Figure 13:__ Route of the Allegheny Highlands Trail in Maryland

1: Allegheny Highlands Trail
From Pennsylvania to Cumberland

2: Potomac River Heritage Trail
From Cumberland to Georgetown via C&O Canal Towpath

ARC: Appalachian Regional Commission. A federal agency with a multi-state jurisdiction whose primary mission is economic development. The ARC has been a major funding source for Canal Place to date.

Figure 14: The Boat Basin in Cumberland as seen from the south, looking towards Merten's Boatyard. The towpath is atop the embankment to the left. (NPS)

Boat Basin: The enlarged area of a canal used to maneuver, load and unload canal boats and reverse their direction. In the case of Canal Place, the Cumberland Basin is located on the C&O Canal in the Terminus immediately south of I-68. The Cumberland Boat Basin historically consisted of two connected basins, the Main Basin and the Shriver Basin. The Cumberland Boat Basin has been buried beneath six to ten feet of fill by the flood control project completed in the 1950's. (See Map 6, page 40; Map 7, pages 105 and 106; Map 8, page 107; and Map 9, page 108.)

Authority: See Canal Place Preservation and Development Authority.

C&O Canal: See Chesapeake and Ohio Canal.

C&O Canal NHP: See Chesapeake and Ohio Canal National Historical Park.

Canada / Viaduct: The neighborhood located north of the B&O arched viaduct and between Henderson Avenue and Wills Creek. (See Map 4, page 36.)

Canal: An artificial waterway designed for navigation. In the case of the Management Plan, the *Canal* is the *Chesapeake and Ohio Canal.*

Canal Parkway: The proposed two-mile long, two-lane roadway, which will extend from the Wiley Ford Bridge to the rail overpass of Industrial Boulevard (MD 51). The Parkway will provide access to and from South Cumberland for residents and emergency vehicles, and provide an attractive route to enter the City from the south. Canal Parkway will run adjacent to the Linkage and South Park in the Park Corridor area of the Canal Place Preservation District. (See Map 5, page 39 and Map 7, pages 105 and 106.)

Canal Parkway Development Study: The ongoing roadway and park planning study conducted by MSHA between 1990 and the present, which resulted in two publications: the *Summary of Park and Transportation Alternatives* and the *Final Environmental Impact Statement*. The study had two parts: the first part evaluated four alternative roadway alignments to provide improved access to south Cumberland; the second part consisted of a plan for enhancing the C&O Canal NHP and its adjacent lands. The major planning study was concluded in 1992, leading to preparation of the Environmental Impact Statement (EIS) that was completed in the spring of 1995. The study led to the establishment of Canal Place.

Figure 15: An historic view of the original bridge over the canal at Wiley Ford. This bridge was replaced by a "camelback bridge," and finally by an embankment over a culvert. The Parkway project will replace the existing culvert with a new, elevated bridge, allowing the Canal and towpath to pass under the road again, as seen in the photo above. (NPS)

Canal Place: See Canal Place Preservation District.

Canal Place Management Plan (Management Plan): The "blueprint" for developing Canal Place. The legislation establishing the Canal Place Preservation and Development Authority requires the Authority to prepare a Management Plan for the Canal Place Preservation District, subject to approval by the City and the Maryland Historical Trust. The Management Plan will tell *what* the Authority itself is going to do, *how* the Authority will do it, *when* it might be done, and *who else* might assist in doing it. According to the legislation, the Management Plan must specify the goals and objectives for preservation, development, and management of Canal Place. A ***goal*** is the ideal end condition that the plan strives to achieve. An ***objective*** is a measurable step taken towards achieving a goal. As an action-oriented plan, the Management Plan will also contain ***actions*** and ***projects*** in support of the goals and objectives. An ***action*** is the specific act necessary to accomplish an objective. A ***project*** is an individual component of an action.

Canal Place Preservation and Development Authority (Authority): A state agency whose membership consists of six members appointed by the Governor with the advice of the Senate, one representative of the United States Department of the Interior, one representative of the Maryland Historical Trust, and one representative of the Mayor and City Council of Cumberland. The Authority is charged with the preservation, development, and management of the Preservation District.

See page 103, Diagram 1: "Organizational Structure of the Canal Place Preservation and Development Authority," Diagram Two: "Areas of Geographic Focus of the Canal Place Preservation and Development Authority," and Diagram 3: " Areas of Involvement of the Canal Place Preservation and Development Authority."

Canal Place Preservation District (Canal Place): The area in the City of Cumberland as delineated by legislation, within which the Authority can operate. Canal Place was created by the State of

Maryland through Chapter 544 of the Laws of Maryland, approved by the State Legislature on May 27, 1993. In general, Canal Place consists of the Park Corridor, downtown Cumberland (between Queen City Drive and Wills Creek), and the Washington Street Historic District. (See Map 5, page 39.)

Figure 16: The shape of the C&O Canal prism is illustrated in this view of the existing canal bed in South Cumberland. (WRT)

Canal Prism: The shape of the canal bed as viewed in cross section. The C&O Canal was an engineered waterway approximately six feet deep and sixty feet wide, with a flat bottom and steeply-sloped sides.

Figure 17: The Canal Street Promenade parallels the original alignment of Canal Street, and evokes the character of the original train tracks which led to the adjacent freight yard. (WRT)

Canal Street Promenade: The existing walkway, built as a part of the Station Square project, which extends along the east edge of Station Square south to the north edge of the I-68 viaduct. The Authority's 1996 capital improvement program will extend the Promenade under the I-68 viaduct to the Footer's Dye Works complex. The Promenade design treatment will end at the Dye Works, but the walkway is proposed to continue around the Crescent Lawn via the existing railroad trestle, to an overlook at the top of the levee. (See Map 7, pages 105 and 106, and Map 9, page 108.)

Capital Improvement Program (CIP): A schedule of capital construction projects resulting in physical improvements. The CIP arranges the projects and their costs according to a time frame, generally a five-year period. The CIP integrates projects, costs, time frame, priorities, and phasing.

Certified Local Government (CLG): A municipality whose historic preservation standards and historic district commission meet the criteria established by the National Park Service. Only CLG's are eligible for certain types of state historic preservation funding.

Chesapeake and Ohio Canal (C&O Canal): The 184.5-mile long canal extending along the Potomac River from Georgetown to Cumberland. Completed in 1850, the C&O Canal was used for transport of goods until operations ceased in 1924.

Figure 18: The C&O Canal National Historical Park links several historic canal towns, and culminates in the western terminus at Cumberland. (NPS)

Chesapeake and Ohio Canal National Historical Park (C&O Canal NHP): A unit of the National Park System established by Congress in 1971 to preserve the C&O Canal from Georgetown to Cumberland. The C&O Canal NHP is a 184.5-mile long park that runs parallel to the Potomac River. It contains the remnants of the

canal and its supporting structures, as well as a wide variety of natural habitats. The C&O Canal NHP is the major component and central focus of the Park Corridor area of the Canal Place Preservation District.

City: City of Cumberland, Allegany County, Maryland. The Authority's legislation calls for the City to adopt the Canal Place Management Plan with necessary revisions, as an amendment to its comprehensive plan.

Comprehensive Plan: A planning document containing goals, objectives, and policies designed to guide a municipality's decision-makers. Maryland's Economic Growth, Resource Protection, and Planning Act of 1992 requires counties and municipalities to prepare comprehensive plans consistent with seven visions established by the State. These visions address issues such as promoting economic growth, limiting sprawl, and protecting natural resources.

County: Allegany County, Maryland.

Crescent Lawn: The proposed open space south of the I-68 viaduct, bordered by the proposed C&O Canal basin and the sloping railroad trestle adjacent to the Footer's Dye Works Complex. (See Map 7, pages 105 and 106, and Map 9, page 108.)

Figure 19: The Crescent Lawn is intended to be a setting for interpretive programs and community events. (WRT)

CSX: The current name of the historic Baltimore and Ohio Railroad, reorganized as the Chessie System. CSX has been and continues to be a major landowner and employer in Cumberland.

CSXT/WMSR Interchange Track: The rarely-used rail line that presently extends from the CSX mainline tracks near the Substation to an intersection, with one track leading to the curving rail trestle and another track leading to the Western Maryland Railway Station passenger loading platform. (See Map 7, pages 105 and 106, and Map 9, page 108.)

Dumbhundred: The Cumberland neighborhood north of Bedford Street, between Henderson Avenue and Fairview Avenue.

EIS (Environmental Impact Statement): A document required by federal law (the National Environmental Policy Act [or NEPA]) in certain cases when federal funds are used or when federally-owned lands are potentially impacted by certain actions. The document is

intended to provide the public with a clear comparison of the impacts of an action and its alternatives, and a role in the decision making process.

Flood Gate: An engineering structure proposed to be constructed in the existing levee just north of the Potomac Edison electrical substation. The purpose of the floodgate is to enable the C&O Canal to pass through the levee into the Terminus at the canal's historic water level, and allow the resulting levee breach to be sealed in time of severe flooding. (See Map 7, pages 105 and 106, and Map 9, page 108.)

Figure 20: The canal will pass through the levee at a specially-designed flood gate. (WRT)

Flood Control Project: The Cumberland/Ridgeley Flood Control Project built by the USACE in the 1950's to reduce flood damage to the two communities after several devastating floods. The project included demolition of a dam in the Potomac River used to supply water to the C&O Canal, realignment of the Potomac River, lining Wills Creek with concrete, construction of a levee, and placement of dredge spoil in the last mile of the C&O Canal.

Figure 21: The great flood of 1924 inundated downtown Cumberland, and was followed by an even worse flood on St. Patrick's Day in 1936. (Herman and Stacia Miller Collection)

Figure 22: The Dye Works' originally extensive complex of buildings has been greatly reduced by construction of Industrial Boulevard and contemporary commercial facilities. (Al Feldstein)

Footer's Dye Works Complex (Hajoca Building): Existing four-story brick building and adjacent structures located in the Terminus on Howard Street just south of the I-68 viaduct. This building, built circa 1903, is the remaining structure of one of the nation's first dry-cleaning and dyeing establishments. (See Map 6, page 40.)

Figure 23: The remaining buildings of the Footer's Dye Works complex offer an opportunity for adaptive re-use for heritage-related uses. (WRT)

Guard/Inlet Locks (Guard Lock No. 8): The locks located at the western end of the C&O Canal, south of the Western Maryland Railway Station. The locks are currently partially buried. The locks were historically used for a water intake for the Canal and to allow passage to navigable waters in the water basin located at the confluence of Wills Creek and the Potomac River. The locks could be closed to guard the canal from flood damage upstream, and could be opened to allow water to flow into the canal. (See Map 6, page 40; Map 7, pages 105 and 106; Map 8, page 107; and Map 9, page 108.)

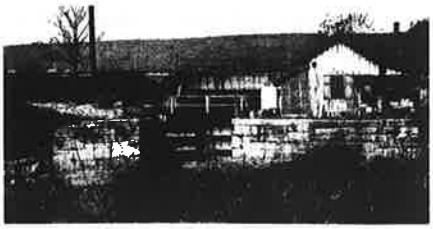


Figure 24: A lock tender's house originally stood between the guard/inlet locks. (NPS)

Hajoca Building: See Footer's Dye Works.

Heritage Area: An area that has an especially important combination of historic and natural resources in the form of historic events, buildings, and/or natural features, which helped to shape development patterns. In the case of Cumberland, features that define its importance as a heritage area include its frontier and transportation history, architecture, the C&O Canal, and the dramatic natural setting of river and mountains.

Heritage Tourism: The visitation of a heritage area with the intent of appreciating its cultural and natural resources.

Historic Preservation Commission: The city commission that has the responsibility of reviewing and approving certain actions taken in the designated historic district(s) in the city.

Historic Preservation District (Historic District): A legally defined geographic area containing structures whose history and/or construction is worthy of preservation through a combination of incentives and regulation. Under Section Z of the city's Zoning Ordinance, the existing Washington Street Historic District is regulated by a Historic Preservation Commission appointed by the Mayor and City Council of Cumberland.

Historic Preservation Standards and Guidelines: The guidelines that govern the alteration or construction of structures within a historic district. As an example, typical guidelines could address the size and design of windows.

I-68: Interstate 68, the National Freeway.

I-68 Viaduct: The existing bridge-like structure that conveys I-68 above downtown Cumberland.

Interpretation: Strictly defined, interpretation means *"the revelation of a larger truth that lies behind any statement of fact."* Interpretation, as defined by the National Park Service, and as used in the context of this report, means *"making facts accessible to the public through various methods such as exhibits, films, videos, printed materials and personal communication. Interpretation enables visitors to create a mental image of what at first may seem to be the seemingly unrelated parts of an area's history."*

Interpretive Program: A strategy for the comprehensive array of printed, audiovisual, and three-dimensional exhibits intended to orient the visitor, stimulate interest, promote understanding and create an appreciation of the heritage tourism destination (e.g., Canal Place), thus making the visit more meaningful and enjoyable.

Figure 25: *Interpretive exhibits such as this in Harpers Ferry NHP offer visitors an opportunity to learn more about the park setting. (WRT)*

Interpretive Wayside Exhibits: Freestanding panels containing text, maps, images, or other educational materials, placed in exterior locations to describe cultural or natural features of a site.

Land Use: The type of activity that occurs on a certain property, such as residential, commercial, industrial, or recreational use.

Legislation: The law, passed by federal or state government, which establishes a unit or entity of government. In the case of the C&O Canal NHP, **legislation** refers to Public Law 91-664, *"to establish and develop the Chesapeake and Ohio Canal NHP"* (see Chesapeake and Ohio Canal National Historical Park). In the case of Canal Place, **legislation** refers to Chapter 544 of the Annotated Code of Maryland, enacted *"for the purpose of establishing a Canal Place Preservation and Development Authority to create and develop a historic Chesapeake and Ohio Canal preservation district in Cumberland, Maryland"* (See Canal Place Preservation District).

Levee: The existing earthen embankment along the Potomac River, which extends south from the C&O Canal Guard Locks approximately to the Potomac Edison Substation located near the Industrial Boulevard/CSX overpass. The levee was constructed by the USACE in the 1950's as a part of the Cumberland/Ridgeley Flood Control Project.

Lift Locks: Engineered structures, located at the ends of flat stretches of canal water, designed to enable canal vessels to ascend or descend sloping land. Locks along the C&O Canal were made of

precisely cut stone and some were historically faced with wood to prevent damage to wooden canal boats entering and exiting the locks. There are two types of locks in the C&O Canal NHP in Cumberland: *Guard Locks* at milepost 184.5 and a *Stop Lock at* milepost 183.39. A series of four lift locks lies approximately nine miles south of the Terminus at North Branch, as travelled along the towpath.

Linkage: The central and narrowest portion of the Park Corridor, consisting of the portion of the C&O Canal NHP from the Potomac Edison electrical substation (the south end of the Terminus) to the River Meander Marsh (the north end of South Park). The Linkage extends for approximately one-half mile, encompassing the area between the CSX Railroad right-of-way and the Potomac River. The power lines along the towpath will be relocated. (See Map 5, page 39.)

Figure 26: The Linkage portion of the Park Corridor will be framed by Canal Parkway on the east (left), and the Potomac River on the west (right). The C&O Canal prism will be excavated from beneath dredge spoil to enable its rewatering. (WRT)

Management Plan: See Canal Place Management Plan.

MDNR: Maryland Department of Natural Resources. A state agency responsible for the administration of outdoor recreation and land preservation matters of statewide significance.

MHT: Maryland Historical Trust. A state agency responsible for the administration of historic preservation matters. The Authority's legislation calls for the MHT (in consultation with other state agencies) to approve the Canal Place Management Plan prior to its adoption by the City and the Authority.

MSHA: Maryland State Highway Administration. The state agency responsible for planning, designing, constructing and maintaining Maryland's highways. In Cumberland, MSHA is responsible for I-68, MD 51, and the proposed Canal Parkway.

Mill Race Pump Station: The existing flood control pump equipment housed in a brick building south of the I-68 viaduct adjacent to the flood control levee. The pumps are designed to move accumulated storm water, which would be trapped behind the levee, into the river during periods of heavy rain. The pump station, owned by the USACE, is located on NPS property and maintained under agreement with the City.

Figure 27: The Mill Race Pump Station is the focus of an extensive network of subsurface utilities, some of which will require relocation to enable the canal rewatering in the Terminus. (WRT)

Mill Race: A drainage channel that conducts water from a source to power a mill, and then back to the source. In Cumberland, the Mill Race tapped into Wills Creek north of Baltimore Street and flowed south through the Downtown area to the Footer's Dyeworks, finally emptying into the C&O Canal. The Mill Race powered the machinery of several shops and mills along its way. The park plan in the *Summary of Park and Transportation Alternatives* of the Canal Parkway Development Study proposed that a portion of the Mill Race be recreated within the Crescent Lawn to recall the City's milling heritage.

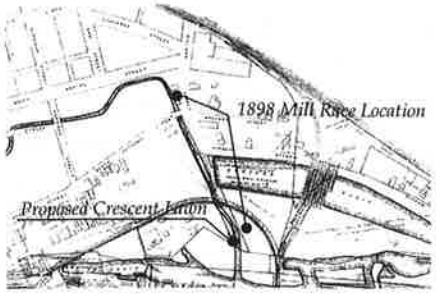


Figure 28: The Mill Race was an important feature of Cumberland's early industrial heritage, as shown in this 1898 plan. (NPS)

Narrows: The historic gap in the Wills Mountain ridge, carved by Wills Creek. The Narrows was an early route from the Potomac River valley, used by indians as a trade route and subsequently by frontiersmen, as a route of exploration. (See Map 3, Page 35; Map 4, Page 36; and Map 15, page 129.)

Figure 29: The Narrows was a source of inspiration for many artists during the 19th century. Its dramatic picturesque scenery suited the Victorian pictorial taste of the time. (Herman and Stacia Miller Collection)

National Register of Historic Places (National Register): A listing of places maintained by the Secretary of the Interior that satisfy federal requirements for the preservation of significant properties.

NPS Property Line: The existing boundary of the C&O Canal NHP property owned by the U.S. Department of the Interior. The boundary contains the lands that were conveyed to the federal government by the receivers of the Canal Towage Company upon its dissolution. Within the NPS property are numerous utility and railroad easements. (See Map 5, page 39.)

NPS: National Park Service. An agency of the United States Department of the Interior, the NPS is responsible for the management of federally-owned natural and cultural resources in the national parks.

OP: Maryland Office of Planning. A state agency responsible for the coordination of planning efforts involving the state, its counties, and municipalities.

Park Corridor: The area within the Canal Place Preservation District of most importance to the Authority's mission to preserve, develop, and manage the developed land and public open spaces adjacent to the C&O Canal NHP. This area is divided into the Terminus, Linkage, and South Park, and includes both publicly- and privately-owned lands. The C&O Canal NHP is the major compo-

nent of the Park Corridor, which also includes land adjacent to the park in the Terminus and South Park, as well as the Canal Parkway right-of-way. Open space areas within the Park Corridor include the existing Station Square and C&O Canal NHP, and the proposed Crescent Lawn and Wills Creek Esplanade. The Park Corridor was initially defined in the *Canal Parkway Development Study* and subsequently referenced in the legislation that established Canal Place. (See Map 7, pages 105 and 106.)

Figure 30: The existing structures of the substation could be partially screened by trees, shrubs, and walls. (WRT)

Potomac Edison Substation: The electric transformer complex owned by Potomac Edison Company. It is located due west of the MD 51 (Industrial Boulevard) overpass above the CSX tracks. (See Map 6, page 40.)

River Meander Marsh: The area of the C&O Canal NHP proposed by the *Canal Parkway Development Study* to be a recreated wetland of ±13 acres in the approximate location of former Smith's Island on the Cumberland side of the river. The Marsh is located between the Potomac River and the C&O Canal bed, approximately one mile south of downtown Cumberland. (See Map 7, pages 105 and 106.)

Figure 31: Boardwalks could provide access to educational nature trails through native grasses and shrubs, allowing views of wildlife. (WRT)

Riverside Park: The triangular park owned by the City at the confluence of Wills Creek and the Potomac River. Riverside Park was a headquarters for boating clubs and a point of departure for excursion trips up the Potomac River. The park contains the cabin known as George Washington's Headquarters, reportedly one of the structures originally located within Fort Cumberland, the French and Indian War-era fortress whose site is adjacent to the park. The park is within the Park Corridor, having been included in the *Canal Parkway Development Study*. (See Map 6, page 40, and Map 7, pages 105 and 106.)

Riverside Recreation Complex: The active recreational park in South Cumberland between the C&O Canal and Potomac River, owned by the City of Cumberland and operated by the Parks and Recreation Department. (See Map 3, page 35, and Map 6, page 40.)

Secretary of the Department of the Interior's Standards for Historic Preservation (Secretary's Standards): Ten statements that are the basis for federal review of historic preservation actions.

Smith's Island: The island in the Potomac River that was removed as a part of the USACE Flood Control Project in an attempt to speed the flow of flood water past Cumberland. The island divided the River into two channels, the easternmost of which flowed at the base of the canal's protective embankment, now 500 feet from the river's new channel. A sand and gravel extraction business operated on the island. The River Meander Marsh is intended to replace some of the lost wetland areas associated with the island. Across the river in West Virginia is the other half of the Island, which could also be a wetland creation site. (See Map 7, pages 105 and 106.)

South Park: The southern portion of the Park Corridor extending from the Riverside Recreation Complex to the north end of the River Meander Marsh. The South Park encompasses the C&O Canal NHP and adjacent privately-owned, undeveloped lands between the C&O Canal NHP and the Potomac River. (See Map 5, page 36, and Map 7, pages 105 and 106.)

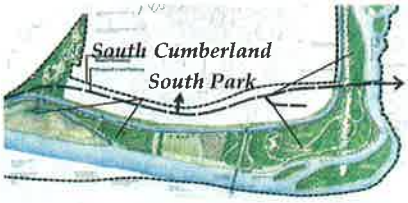


Figure 32: South Park

State: State of Maryland.

Station Square: The existing brick-paved plaza on the east side of the Western Maryland Railway Station. Station Square was completed in 1994 at a cost of approximately $1.1 million as the first phase of Canal Place. Other components of the project include a landscaped parking lot and bus dropoff area, a walkway connection to the proposed Crescent Lawn, and streetscape improvements leading to the Baltimore Street Mall. Station Square is in the Terminus portion of the Park Corridor, within the Canal Place Preservation District. (See Map 6, page 40; Map 7, pages 105 and 106; and Map 9, page 108.)

Stop Lock: The lock gate located at Milepost 183.39 in the South Park section of the Park Corridor. The stop lock is a stone structure historically used to control water in the canal during periods of maintenance. (See Map 7, pages 105 and 106.)

Figure 33: The existing stonework of the stop locks is one of the few structures in the South Park. (WRT)

Terminus: The northernmost portion of the Park Corridor encompassing the last half mile of the C&O Canal NHP in Cumberland, plus adjacent privately-owned lands between the C&O Canal NHP and the surrounding road network. The Terminus is defined on the north by Baltimore Street, on the east by Mechanic Street and Industrial Boulevard, on the south by the proposed floodgate near the Potomac Edison electrical substation, and on the west by the Potomac River and Wills Creek. (See Map 5, page 39; Map 7, pages 105 and 106; and Map 9, page 108.)

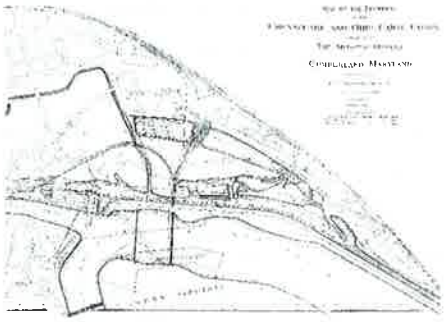


Figure 34: This nineteenth century engineering plan of the Terminus shows the complex interrelationship among the city, canal, railroads, mill race and river. The plan was the primary document used in formulating the Terminus plan for the Canal Parkway Development Study.

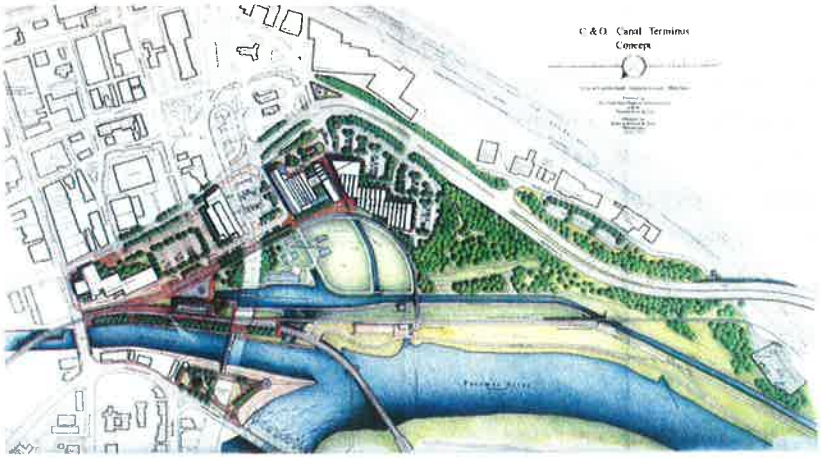


Figure 35: The proposed plan for the Terminus is closely based upon the 1896-98 Plan above. The Terminus plan incorporates the forms of the canal, rail and mill race structures that were extant during the canal's heyday. (WRT)

Towpath: The path along the canal that permitted access for mules towing canal boats and for maintenance crews. The towpath, approximately ten feet wide, was located on the river side of the canal, generally on an embankment several feet above the water level of the canal. The towpath of the C&O Canal in the Park Corridor is on the west side of the canal, and ends in the CSXT/WMSR interchange track leading to the rail platform at the Western Maryland Railway Station. The towpath is the major north-south path along the River connecting Cumberland to the rest of the C&O Canal NHP. The towpath is the route of the Potomac River Heritage Trail and will connect to the Allegheny Highlands Trail leading to Pennsylvania. (See Map 7, pages 105 and 106; Map 8, page 107; and Map 9, page 108.)

Figure 36: The existing towpath in the Linkage affords fine views of Cumberland, the Narrows, and the Potomac River. (WRT)

Trestle: The existing rail line that curves around the edge of the proposed Crescent Lawn on a ramped bridge-like structure. The trestle historically carried rail traffic from a now-demolished bridge across the Potomac. Initially, freight traffic crossing the river consisted of coal cars destined for the Shriver Basin, where the cars would dump their loads into canal boats beneath the wharf. Later,

Figure 37: This rail trestle in Harpers Ferry NHP is an example of how rail structures can be integrated into the park setting as both interpretive and aesthetically pleasing features. (WRT)

after the basin was filled in and replaced by the Dye Works, freight traffic proceeded to a large freight yard on the Mechanic Street side of the Western Maryland Railway Station. (See Map 6, page 40; Map 7, pages 105 and 106; Map 8, page 107; and Map 9, page 108.)

USACE: United States Army Corps of Engineers. A branch of the U.S. Army, part of whose mission is to construct and maintain flood control structures, and regulate certain significant wetlands. The USACE built the flood control system in Cumberland and Ridgeley, West Virginia in the 1950's.

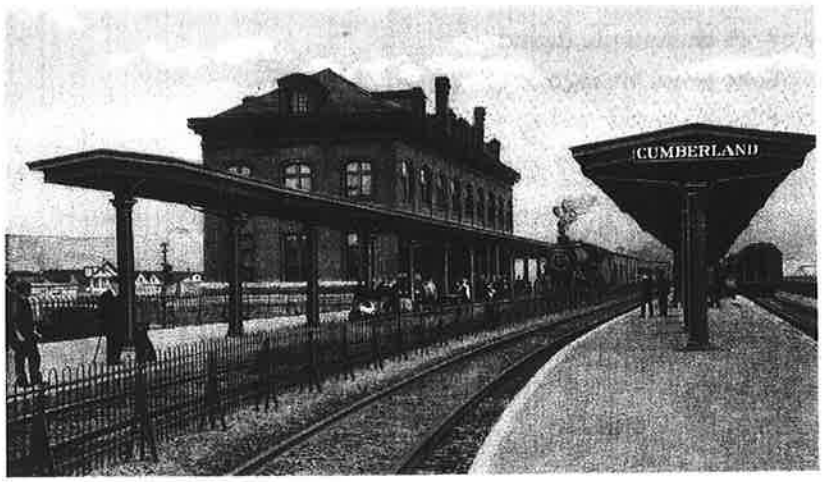


Figure 38: A picture postcard view of the Station illustrates the pride with which Cumberland portrayed its rail connections. The canopy (demolished) that is shown here could be a feature of the restored Station setting. (Al Feldstein)

Western Maryland Railway Station: The existing three and one half story red brick structure between Baltimore Street and the I-68 viaduct, and east of Wills Creek. Built in 1913, the Station was one of two in Cumberland, the other being the grander but now-demolished Queen City Railway Station of the B&O Railroad. The Station currently houses ticketing services for the Western Maryland Scenic Railroad, offices, interpretive exhibits, and rest rooms. (See Map 6, page 40.)

Western Maryland Scenic Railroad (WMSR): A tourist railroad operating the steam-powered excursion train between Cumberland and Frostburg.

Western Maryland/Tri-County Region: The three westernmost Maryland counties of Allegany, Garrett, and Washington.

Wiley Ford Bridge: The highway bridge over the C&O Canal and Potomac River connecting Maryland and West Virginia, and linking Cumberland to the Cumberland Regional Airport.

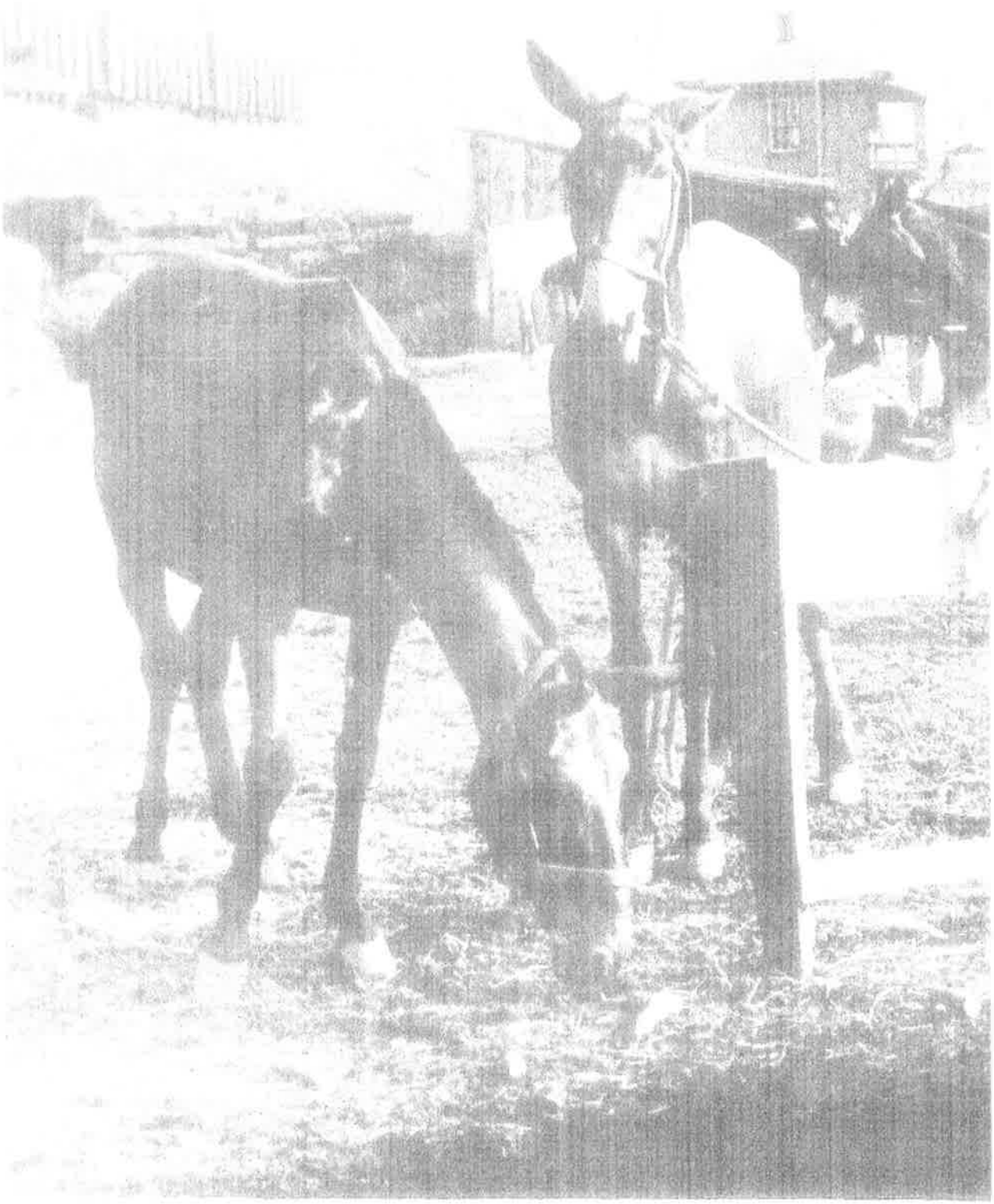
Wills Creek Esplanade: The area along Wills Creek west of the Western Maryland Railway Station proposed by the Canal Parkway Development Study for development of a walkway, waiting area, and train car display. (See Map 9, page 108.)

Figure 39: The landscape of the Station's existing waiting platform could be greatly enhanced, improving the connection from Baltimore Street to the Station, and making a more pleasant setting for WMSR excursion train passengers. (WRT)

Zoning Overlay District: A legally-defined geographic area subject to certain incentives and regulations over and above the City's zoning ordinance requirements. An overlay district is created for a specific purpose, e.g., preserving the historic integrity of the Washington Street Historic District as currently provided by the City of Cumberland's Historic District Regulations.

Zoning Ordinance: The legal code by which land use, light and air requirements, and other aspects of the public realm are regulated. Its legal and constitutional basis is the health, safety and welfare of the community.

Chapter 1: Background

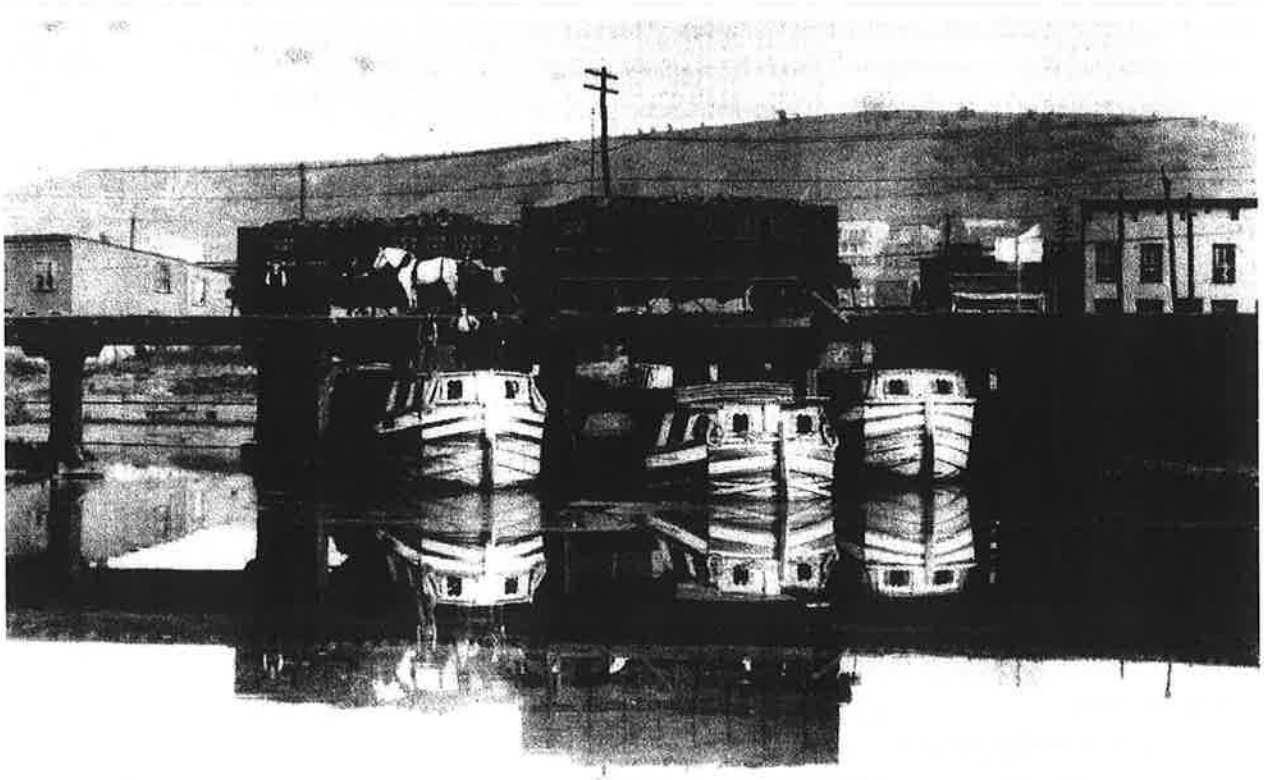


Chapter 1: Background

A. Mission Statement of the Canal Place Preservation and Development Authority:

"The Canal Place Preservation and Development Authority's mission is to be the catalyst for the preservation, development, and management of the lands adjacent to the C&O Canal in Cumberland, and be the advocate for preservation and development within the Canal Place Preservation District and the greater Cumberland area, for the purpose of enhancing heritage tourism in Western Maryland."

Figure 40: This historic view of the boat basin in Cumberland shows the convergence of three modes of transportation: water, rail, and mule. Just as the success of the C&O Canal was originally based on the ability to synergize different interests, Canal Place will measure its success by its ability to weave together different interests for the achievement of a common goal. (NPS)



B. Planning Context

Located in the far western panhandle of the State of Maryland, Cumberland is a town of 25,000 residents set along the North Branch of the Potomac River at a water gap in the ridges of the Allegheny Highlands. (See Map 1, page 34.) The region referred to as Western Maryland is dramatically different from popular impressions of the state formed by travel to its most popular destination, the Chesapeake Bay. A narrow bridge between the rugged Appalachian regions of Pennsylvania and West Virginia, Western Maryland has its own unique history, geography, folkways, and culture, developed as a result of its location along the National Road, Chesapeake and Ohio Canal, and the Baltimore and Ohio Railroad.

Western Maryland's assets now include, among its historical and cultural features, many outdoor recreation and leisure attractions, such as the C&O Canal National Historical Park, Deep Creek Lake, Rocky Gap State Park, and the Green Ridge and Savage River State Forests. Additionally, many private luxury resorts that lie in or immediately adjacent to the region draw on the attractive scenery and "conveniently remote" setting of the region. Because of its long tradition as a vacation spot, and its recently enhanced accessibility as a result of the improvement of the National Freeway, I-68, Western Maryland is enjoying a significant pulse of visitation. This is a result of improved tourism marketing and promotion efforts and increasing through-traffic on the Freeway. (One vehicle every six seconds passes through Cumberland on I-68.)

The region's demographic and economic assets are:

- its location in an immediate trade area of 800,000 people within 1 1/2 hour's drive;
- its proximity to major metropolitan areas (it lies within 140 miles of Baltimore/Washington, D.C., 100 miles of Pittsburgh, PA and 240 miles of Philadelphia, PA);
- a successful charter tour bus industry;
- convenient interstate highway access, and rail and air connections in Cumberland;
- an excellent utility and telecommunications network;
- the presence of national corporations with a demonstrated commitment to the area, such as CSX, Westvaco, and Kelly Springfield;
- low prices for tourist services such as food and lodging;
- a base of existing successful heritage tourism sites;

- a strong local commitment to tourism expansion on the part of citizens, elected officials, and local institutions and businesses;
- several higher educational institutions;
- a pool of educated and experienced workers with high standards of productivity; and
- a relatively low crime rate.

On the other hand, the region is not without its problems, which must be clearly understood if Canal Place is to succeed. Some of the problems and factors noted below can be addressed by local actions. Others can only be overcome by the power of Canal Place to extend the stay of existing visitors and draw in those who otherwise would travel elsewhere. These problems and factors include:

- Allegany County's rank of 22nd out of Maryland's 24 counties in median family income;
- an older, industrially-trained labor pool;
- low population growth projections; and
- lack of land use planning standards to ensure best use of strategic land.

Heritage Tourism Background

Recent annual visitation to key Western Maryland attractions has been:

- C&O Canal NHP Visitors Center at Cumberland: 16,211
- Western Maryland Scenic Railroad: 30,000
- Rocky Gap State Park: 750,000
- Green Ridge State Forest: 130,000
- Savage River State Forest: 690,000
- WISP Resort in Garrett County: 175,000 skiers and 25,000 rounds of golf per year

Note: Allegany County's hotels have a high average occupancy rate of over 80%.

Western Maryland lies near two other major heritage areas in Wheeling, West Virginia and southwestern Pennsylvania. Because of comparable themes in the two nearby heritage areas (transportation, industry, mining, railroads, the National Road, French and Indian War), Canal Place must be carefully positioned to offer something new to visitors while reinforcing the regional themes noted above. For instance, rather than competing with either area for visitors, Canal Place could function as a gateway to both, helping in regional orientation and thematic message development.

Western Maryland itself has a strong base of attractions such as the Mount Savage Iron Works, the Lonaconing Iron Furnace, LaVale Toll House, Paw Paw Tunnel, North Branch Locks, State Parks and Forests, and the un-interpreted resources of the Georges Creek coal mining basin and the Potomac River valley farmland. These attractions are important in and of themselves, but their aggregate visitation could be increased and the overall picture of Western Maryland's heritage more sharply focused if the attractions were linked through thematic itineraries with Cumberland as the regional orientation center and starting point. While the heritage sites are important for many reasons, the recreational features of Western Maryland are by far the major draw for visitors, as evidenced by the large visitation figures for Rocky Gap State Park, and Green Ridge and Savage River State Forests.

Architecture

Among the important regional heritage assets is Cumberland's historic architecture. Cumberland has a reason to take pride in its extensive collection of intact nineteenth and early twentieth century architecture. For the purposes of the Canal Place planning effort, attention will be focused on the Downtown Historic District and the Washington Street Historic District. These two districts are the most important and influential both in terms of day-to-day use of the City and its perception by visitors to Canal Place.

In addition to the core districts within the Canal Pace Preservation District, several other relevant districts could benefit Canal Place through their future preservation and enhancement. These districts are not absolutely essential to the success of Canal Place, but may be considered in the future by the City and state for designation as future historic districts. (See Map 15, page 143.)

The city is blessed by a clearly defined geographic setting with strongly demarcated "gateways" such as the Narrows, I-68 and Industrial Boulevard, as well as the proposed Canal Parkway. These gateways and their adjacent corridors of building fronts and landscapes afford visitors an early impression of the City and of Canal Place, and offer an opportunity, through their enhancement, to attractively welcome visitors and residents. Their long-term inclusion in a preservation/beautification plan should be considered by the City.

The City of Cumberland, county seat of Allegany County and historic center of the region's economy, has been unable to realize

Figure 41: The Emmanuel Episcopal Church on Washington Street is the most famous of Cumberland's architectural landmarks. The Gothic Revival building was designed by Philadelphia architect John Notman, with a 1901 addition designed by Bruce Price, a Cumberland native.

the full potential of its share of western Maryland's visitation. Despite its scenic, historic and recreational assets, the City has not seen a major influx of extra-regional tourist income.

It is the task of the Canal Place Preservation and Development Authority to provide the synergy necessary to fuse the disparate sectors of history, recreation, education, natural and cultural resource preservation, and economic development into Canal Place.

The City

Cumberland is a city whose urban core is still characterized by its densely developed nineteenth century architecture. Seven neighborhoods in the urban core of the City were found to be sufficiently distinctive and intact to be eligibile for nomination to the National Register of Historic Places. The focus of Canal Place, the C&O Canal NHP is part of the Park Corridor, which includes the Potomac River and certain adjacent lands as shown on Map 5, page 39.

The Canal Place Preservation District

The District has three major components: the historic and recreational feature of the C&O Canal NHP, the river-related lands along the Potomac River, and the architectural resources of downtown and the west side.

The Park Corridor contains mature floodplain woodland and numerous wetlands, a large part of which lie within the C&O Canal NHP, and an extensive area maintained by the City as open fields as part of an agreement with the USACE.

Recreational Planning Context

The Canal Place concept and its resultant actions and recommendations comply in general with federal, state, county and city recreation planning policies. On a local level, Canal Place will provide residents with excellent improved access and activities to and along the canal and river. On a regional level, Canal Place reinforces short and long-term plans for greenways, trail systems, and county recreational development. On a state level, Canal Place fulfills many of the key requirements of the state's recreational planning targets, especially the commitment to a statewide greenways system. On a national level, Canal Place complies with the governing planning framework for the C&O Canal NHP, and with ongoing regional planning efforts by the USACE and the Environmental Protection Agency's Chesapeake Bay Program.

The conclusion of the preceding research is that the major attraction in Western Maryland is outdoor recreation, a fact suggesting that the market sector to draw upon for additional visitors to Canal Place is the large group of recreation-minded visitors who currently bypass Cumberland on their way to nearby destinations.

Validating the Findings of the Background Study

To expand upon the findings of the heritage tourism statistical analysis, research, and inventory, and provide a factually-grounded basis for recommendations, focus group sessions were conducted in the Pittsburgh, PA and Baltimore/Washington, D.C. metropolitan areas in October, 1994. These focus groups were comprised of individuals with strong interests in outdoor recreation and history and familiarity with the tourism offerings of Western Maryland. The two groups were presented with detailed program descriptions, plans and images of the proposed Canal Place concept and the regional heritage tourism context. The groups analyzed the data and discussed their reactions candidly with an impartial moderator. The results that bear on the planning of Canal Place are summarized below:

Perceptions/Experiences with Cumberland, Maryland

1. Most respondents know of or remember Cumberland for its historical sites and its scenic, mountainous countryside. Some only associate Cumberland with nearby areas such as Deep Creek or Rocky Gap.
2. While many perceive Cumberland in a positive way and see its potential as a vacation spot, some don't make that association and perceive it as being somewhat "depressed" and suffering from traffic and roadway problems.

Reactions to Stimuli about the Canal Place Concept

1. Many respondents liked the Canal Place concept, indicating that it has real historic appeal; is unique among other historic areas nearby; offers a variety of activities (including hands-on activities and outdoor recreation); could serve as a base for visiting Cumberland as well as nearby areas; and would be attractive for a weekend trip with the family.
2. Those who reacted negatively to the concept implied that there are not enough fun, exciting things to do for children, who would become bored quickly. They also felt that the concept was "nothing new" (that it had been done before); that the very appeal of the place, its tranquility, would probably be spoiled by the "planned development;" and that the area lacks things to do in the evenings (night-life).

Motivations, Barriers and other Perceptions of Visiting Cumberland

1. The two major barriers or potential problems respondents see with Canal Place is the perceived lack of things to do for kids and teenagers, and a possible prohibitive cost (in accommodations and admittance fees) that outweigh the value of the trip.

2. Other minor barriers include: the lack of a nearby campground for trailers or tents; few bars and restaurants (lack of nightlife); a perception by singles that visitors will all fit the "families with little kids" description; and a concern that the area will potentially become too developed and spoil its "nature and serenity" appeal.

3. The main motivation to go to Cumberland is the appeal of the historic sites and the scenic, tranquil surroundings.

4. Respondents are also motivated by the fact that Canal Place is fairly close-by and, therefore, would be good for a weekend trip; has lots of active, recreational offerings such as canoeing, white-water rafting, fishing and hiking; has shopping; has a plan for developing such things as an indoor, family-oriented, hands-on, interactive heritage attraction; and makes good and interesting use of the canal.

5. Respondents don't like the idea of having a casino as part of Canal Place, or nearby. They feel that an outdoor recreation spot like Canal Place does not fit with the concept of a casino and that the two ideas don't mesh.

6. Activities or concepts that respondents mentioned often during the discussion include: the historical sites; shopping (crafts/antiques); canoeing, rafting, fishing, hiking, biking; and bed and breakfast establishments for their atmosphere, quaintness, and romance.

7. The respondents were asked to respond to a description of the Canal Place concept, in writing. Using worksheets, the written responses to the concept descriptions indicate that respondents like the following elements, in addition to those mentioned above:

- a brew pub with local beers
- the rewatered canal with related activities
- an indoor, family-oriented, hands-on, interactive, heritage attraction
- the River Meander Marsh (with nature trails and lookouts)
- the Western Maryland Railway Station (with excursions to Frostburg)

The results of the focus groups were taken under advisement by the Authority and incorporated selectively into the action plan presented in Chapter 2 of the Management Plan.

Focus Groups Suggestions and Recommendations

Some of the more common and emphasized recommendations include having:

- nice and reasonably priced accommodations (mix of chain hotels and bed and breakfast types);

- good restaurants downtown (decent food at a good value);

- a high standard of cleanliness (grounds, facilities, accommodations);

- historical tours, interpretations, reenactments, living history exhibits;

- festivals, winter carnivals, scheduled events;

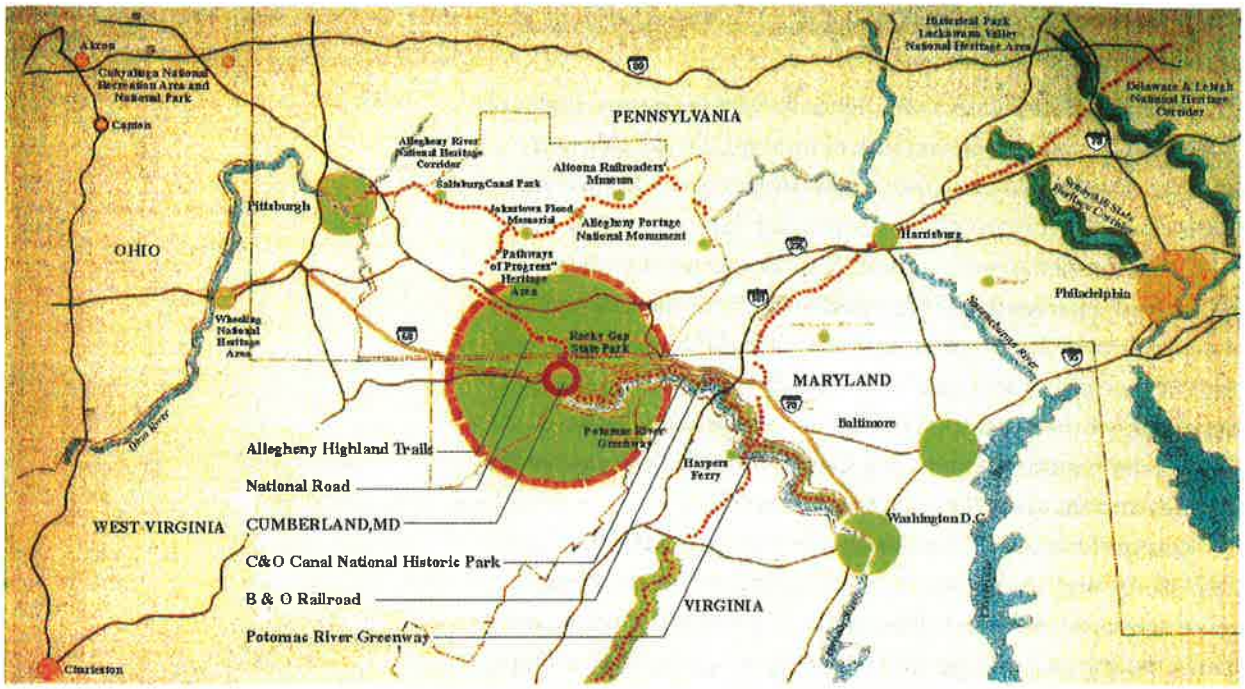
- a good mix of relaxing and exciting activities;

- hands-on, interactive displays and exhibits;

- facilities and activities for rainy days (for kids and adults);

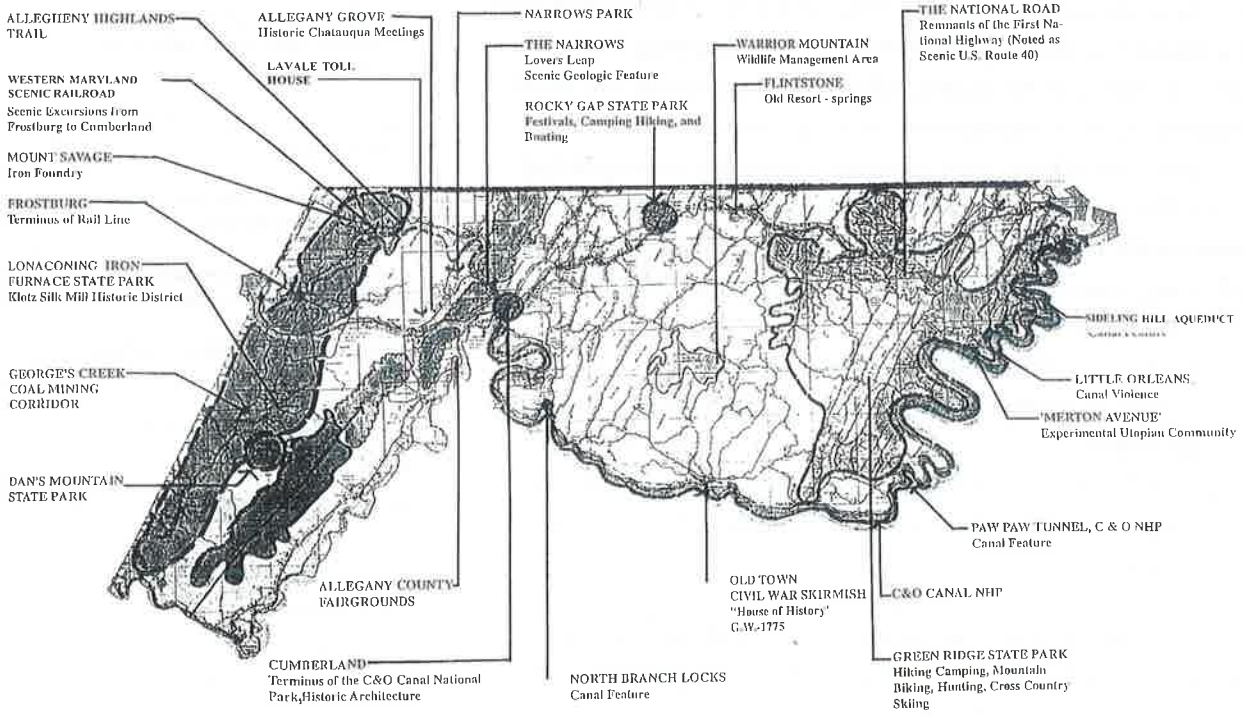
- training/lessons in rock climbing, white-water rafting, fishing, etc.; and

- a plan to maintain the natural beauty of the area and limit/control commercialization.

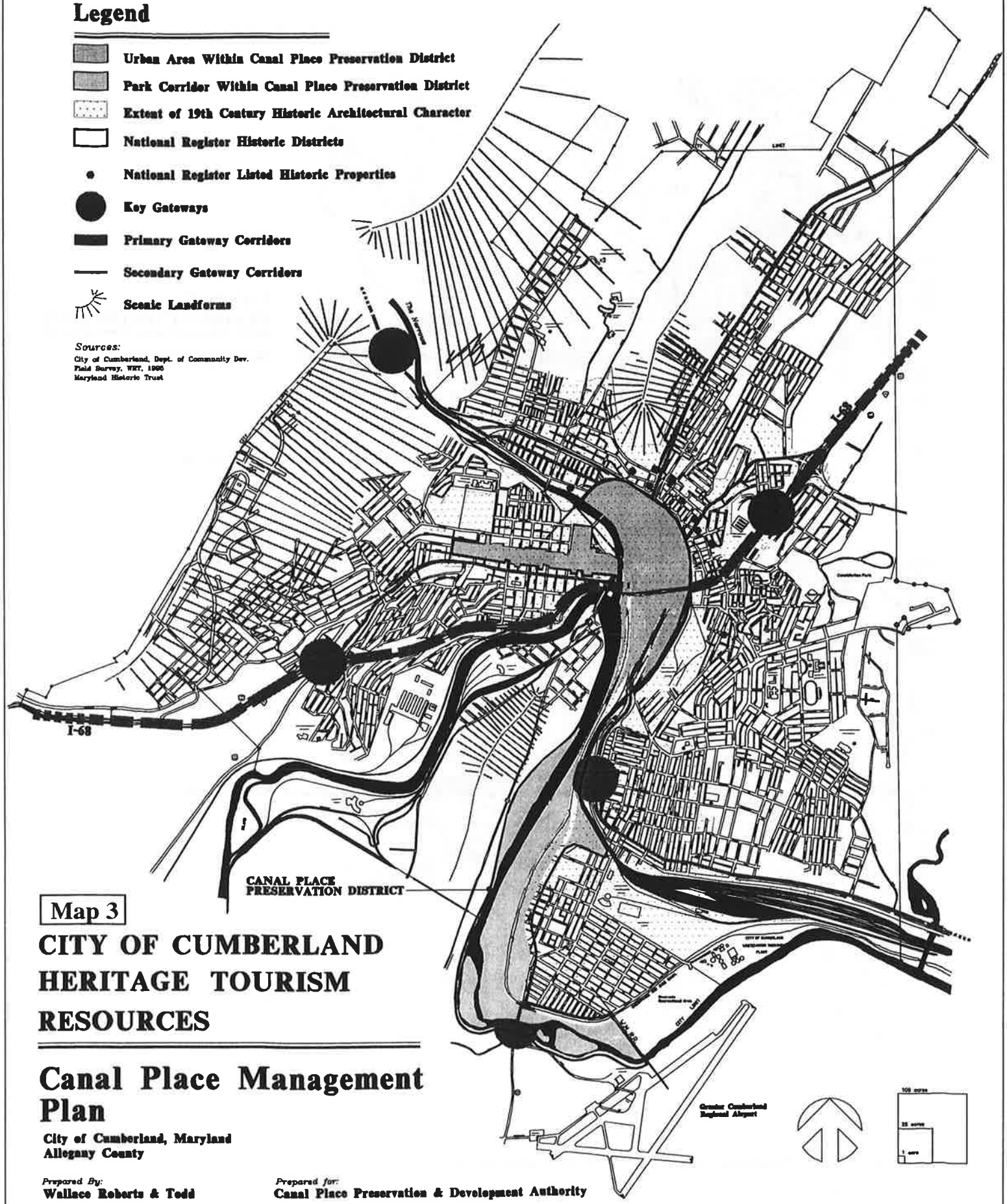


Map 1: Regional Context

Cumberland lies south of Pennsylvania's "Path of Progress Heritage Route," and east of the Wheeling WVA heritage area. Its excellent access by way of I-68 positions Canal Place as a gateway to these heritage areas for westbound and northbound traffic from the Baltimore/ Washington DC area. Other major Pennsylvania heritage attractions include Steamtown National Historic Site, the Delaware and Lehigh National Heritage Corridor and State Park, and the National Road and Lincoln Highway Heritage Corridors.



Map 2: Allegany County Context



Map 3

CITY OF CUMBERLAND HERITAGE TOURISM RESOURCES

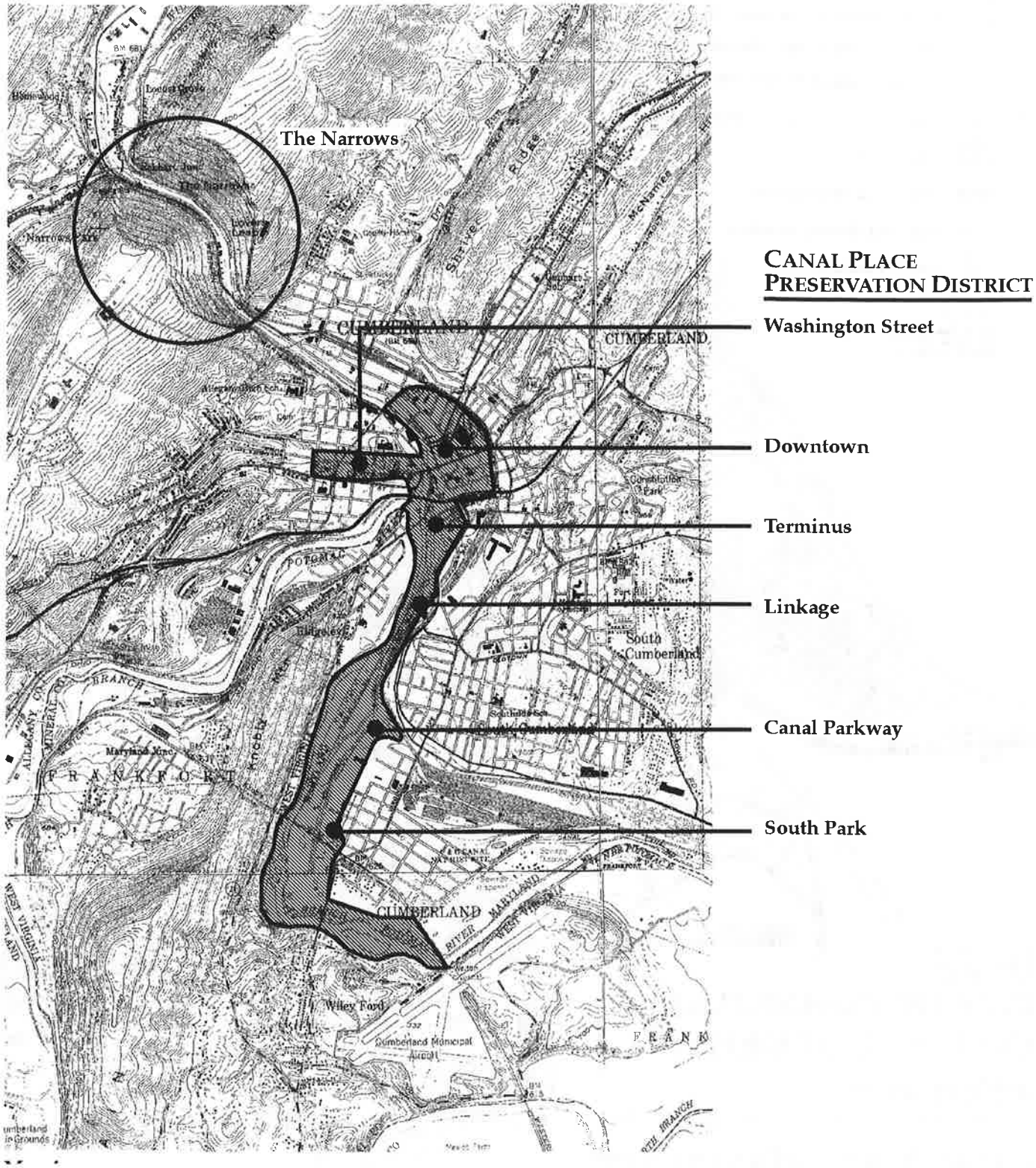
Canal Place Management Plan

City of Cumberland, Maryland
Allegany County

Prepared By:
Wallace Roberts & Todd

Prepared for:
Canal Place Preservation & Development Authority

500' 1000' 2000' 3000' 4000' 1 mile 2 miles 3 miles 4 miles



Map 4: Canal Place in the Context of Cumberland

C. History of the C&O Canal in Cumberland

Origins of Cumberland

Cumberland's origins date from 1749 when Christopher Gist of the Ohio Company erected a stockade and trading post at the fork of Wills Creek and the Potomac River. Nearby was the water gap now called the Narrows, which allowed access from the Potomac River valley into the mountainous region northwest of Cumberland. In 1754 the British, responding to French hostilities in the Ohio Valley, constructed Fort Cumberland at the trading post site. This strategically located fort, sited at the current intersection of Washington, Greene and Baltimore Streets, served as a key military outpost during the French and Indian War (1756-1763). Named for Britain's Duke of Cumberland, the fort served as a departure point for several of the British troop movements, including General Edward Braddock's unsuccessful attempt to capture the French Fort Duquesne (now Pittsburgh), resulting in his death. A one-room cabin attributed to use by George Washington is now located in Riverside Park, adjacent to the fort's original site.

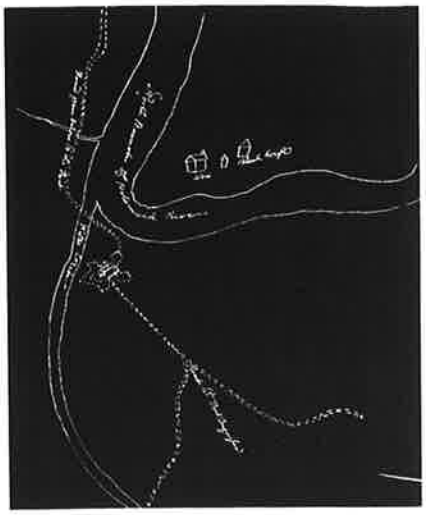


Figure 42: George Washington's plan for Cumberland shows the location of the fortress in relation to the Potomac River and Wills Creek. (Fort Cumberland, Alan Powell, 1989)

After Fort Cumberland was decommissioned by the British Army in 1765, a small community subsequently began to evolve. The original town during the 18th century was primarily located on the west side of Wills Creek, with most of the early residences located on Greene and Washington Streets. Greene Street was for a time the route of the National Road, the country's first federally-funded public works project. Begun in Cumberland in 1811, the National Road reached Wheeling, West Virginia in 1818. The route of the National Road was eventually changed from Greene Street to a route through the Narrows, due to the lower gradient along Wills Creek.

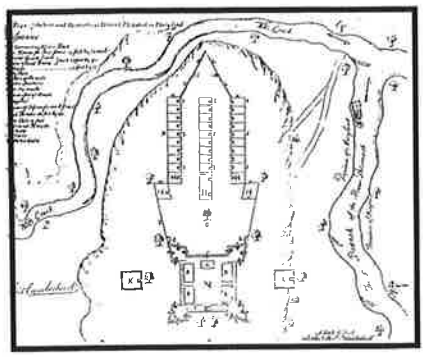
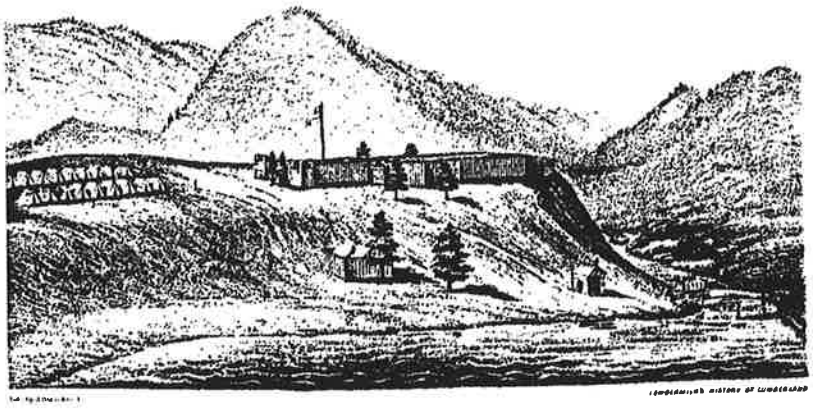


Figure 43: The plan of Fort Cumberland illustrates the 18th century principles of fortification and strategic site planning. The Fort commanded key trade routes by providing surveillance of the area from the high ground near the confluence of the two watercourses.



FORT CUMBERLAND 1755.
from foot of Nobley.

Figure 44: An artist's conception of the Fort shows a fanciful but conceptually accurate image of the topography. The gap in the mountains behind is the Narrows, and the foreground is the Potomac River. (Ibid)

The first substantial community development beyond the general area of the original fort site was on the east side of Wills Creek, on present-day Mechanic Street. Mechanic Street was a focus of commercial and residential development, and became a neighborhood populated by the mechanics and artisans of the community.

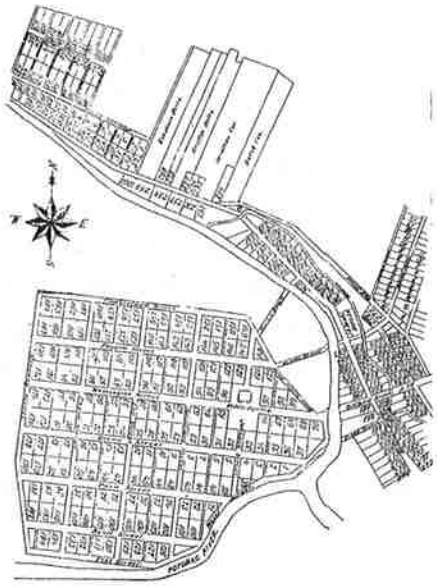


Figure 45: The City had developed a clear neighborhood pattern by 1806, with the west side (at lower left) as the residential district and the east side (at right) as the commercial district. Note that the site of Fort Cumberland had been "lotted out" according to this plan. (Cumberland 1787-1987, Joseph H. Weaver, 1987)

Beginning the C&O Canal

The C&O Canal was conceived as a "Great National Project" to provide a water route from the eastern seaboard to the interior of the continent by connecting the Chesapeake Bay with the Ohio River. Begun in 1828, the Chesapeake & Ohio Canal did not reach Cumberland until 1850. By this time, the B&O Railroad had already captured most of the freight traffic, although the canal did enjoy extensive use by transporters of slow-shipment freight such as coal. The canal functioned in tandem with the railroads, especially at the Terminus, where large boat basins were straddled by coal loading wharves. The wharves permitted rail cars loaded with coal mined from the nearby Georges Creek valley to dump their loads into canal boats. The laden boats would then make their way to Georgetown where the coal would be transferred to ships plying the ports of the northeastern seaboard. The uneasy relationship between the canal and railroads played out in numerous complex transactions regarding access rights to, along, and across the canal, particularly at the Terminus in Cumberland. Of the competing railroads that affected the C&O Canal, by far the strongest was the Baltimore and Ohio Railroad, which eventually subsumed the C&O Canal as a part of its corporate holdings.

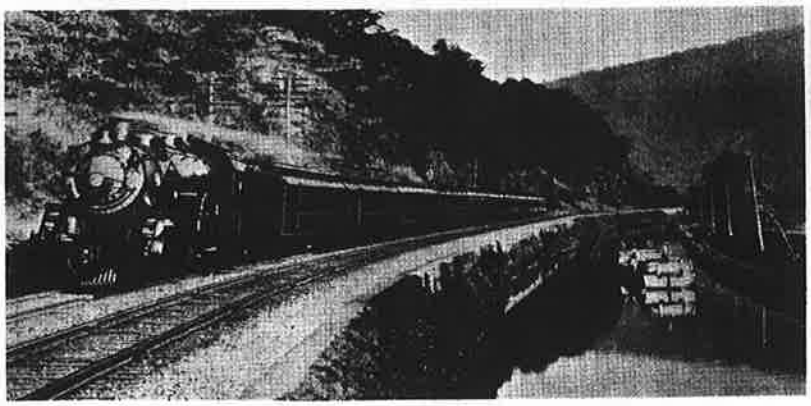


Figure 46: No image could more clearly express the contrast between the canal and the railroad than this view of the B&O's "Capitol Limited" and a Canal Towage Company boat. The relative ease of construction along the river forced the two modes of transportation together in tight quarters. (The C&O Canal Boatmen - 1892-1924, Thomas Hahn, 1980)

The Canal's Competitor: The B&O Railroad

The Baltimore and Ohio Railroad was begun in Baltimore in 1828 on the same day as the C&O Canal and reached Cumberland in 1842, eight years ahead of the canal. The railroad had a tremendous influence on the rate and form of growth that occurred in Cumberland

during the second half of the 19th century. Other competing rail lines that traversed and stopped in Cumberland included the Pennsylvania Railroad of Maryland, the Western Maryland Railway, and the West Virginia Central & Pittsburgh Railway. The railroad and coal industries had a symbiotic relationship demonstrated by complex interrelationships among the coal mine owners and railroads. Cumberland's regional position as a key transportation hub resulted in the development of hotels, saloons, restaurants, and stores within the central business district. Many of Cumberland's railroad-related buildings no longer exist, such as the Queen City Railroad Station and Hotel, the Revere House Hotel, the Windsor Hotel, and the repair shops and warehouses. However, other such buildings have survived, such as the Western Maryland Railway Station, built in 1913. The railroad had an even greater impact on Cumberland's south side, as the relocation of the B&O's repair shops there at the turn of the century served as the impetus for the development of South Cumberland during the first two decades of the 20th century.

Figure 47: Washington Street had evolved into a showplace of architectural styles as seen in this 1925 postcard view. (Al Feldstein)

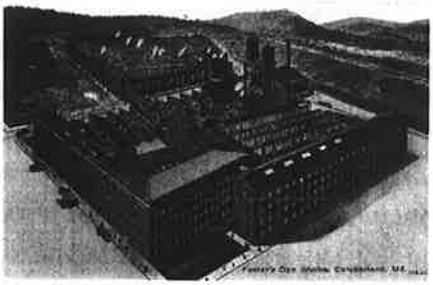
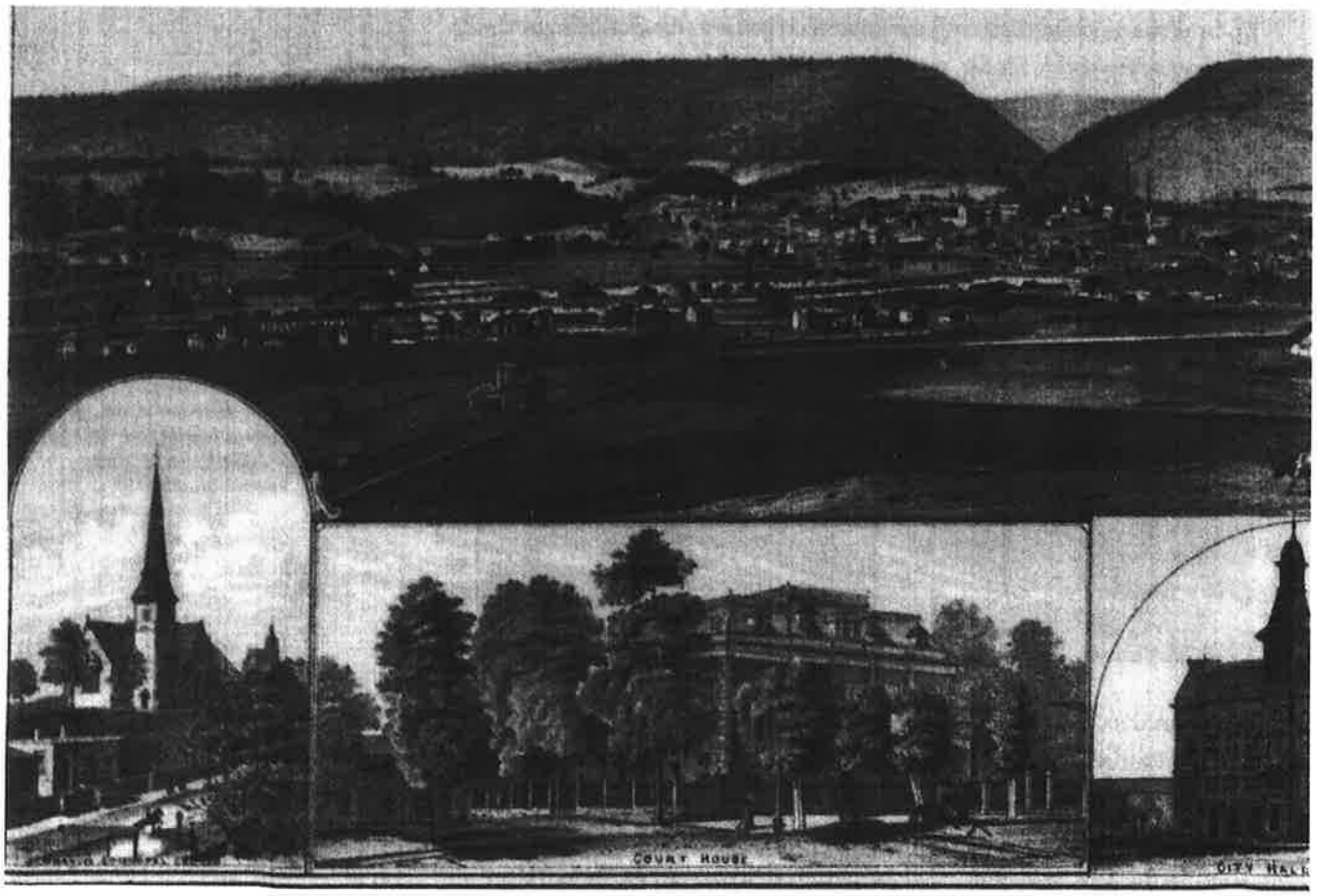


Figure 48: Footer's Dye Works was the major industry in the Canal Terminus, its discharges dyeing the canal blue on occasion. (Al Feldstein)

Figure 49: Cumberland in 1881 had grown to fill the valley. Its architecture, industry, and mountain setting were obvious sources of pride, as can be seen from this view taken from behind the Rolling Mill looking at the gap of the Narrows. (City of Cumberland)



Cumberland Develops

From the mid-nineteenth century to the early twentieth century, Cumberland was the second largest manufacturing center in the state, a ranking not surpassed until circa 1950 by Hagerstown. The steel rolling mill on Williams Street was a major employer in Cumberland from 1870 into the 20th century, and served as a major influence on the development of Cumberland's east side. As early as 1869 a cotton mill existed on North Centre Street, and other leading industries included glass works, iron and steel works, and breweries. Now-defunct industries, which dominated the City during the early 20th century, included Footer's Dye Works and the Kelly Springfield Tire Company, the latter of which located in Cumberland in 1920 and sparked the City's last major building boom. The largest regional industrial facility, Celanese Corporation's AMCELLE facility, built in 1924, once employed 13,000 workers in a sprawling complex southwest of the City.

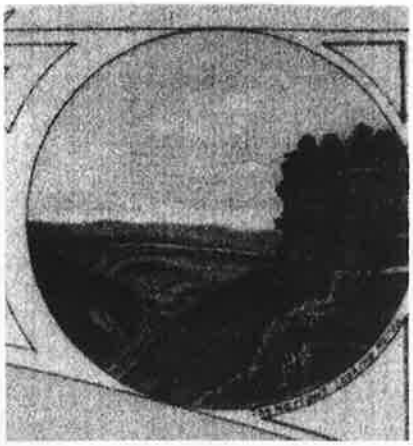


Figure 50: *A view of the distinctive sandstone outcropping that caps Wills Mountain shows Wills Creek and the railroad in the valley. (City of Cumberland)*

"Cumberland is destined to become one of the largest inland towns of America - a rival of Pittsburgh and Lowell."
Horace Greeley, Editor,
The New York Tribune

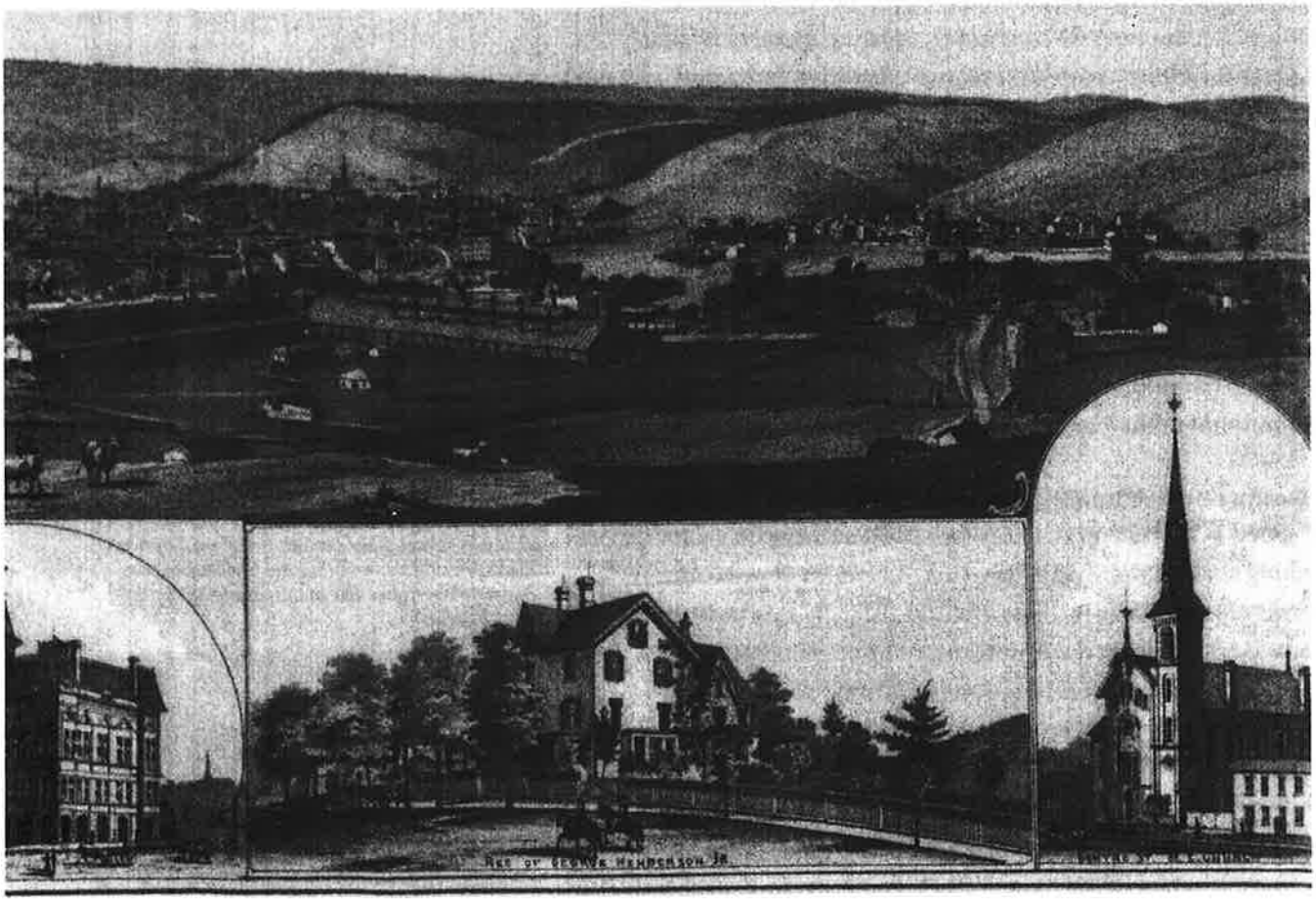


Figure 51: The pride of labor in Cumberland's shops and factories is reflected in the faces of these workmen. The stories of the workers and magnates who built Cumberland's canal, rail and industrial heritage are a legacy that Canal Place will unfold through its interpretive programs. (Herman and Stacia Miller Collection)

The People of Cumberland

Like many industrial and commercial centers, Cumberland and the adjacent coal mining communities attracted a wide array of ethnic backgrounds. Through the years, traditions of various groups provided a distinctive image to the community, enhanced by the customs and folkways of various craftpersons and tradesmen. Typical of many communities at the time, Cumberland was a self-sufficient mercantile community, making much of what it needed for itself in a wide range of manufactories, breweries, and shops, importing into and exporting from the region as necessary. Cumberland's most significant influx of immigrants occurred during the mid-nineteenth century when Irish canal workers and railroad workers moved into the area, along with German immigrants. Gravitating toward jobs in breweries and glass works, the Germans were a particularly strong presence, concentrating in the area of Cumberland known as Dumbhundred. The Irish, many of whom were employed by the canal and the railroad, were particularly dominant in the Canada / Viaduct district.

The Decline of the Canal

The C&O Canal struggled through flood damage, labor unrest, defaulting contractors, and poor management for approximately 75 years before ceasing its operations in 1924. By this time the adjacent land had been developed for railroad or industrial use, the city having literally and figuratively turned its back on the canal. From this point the canal, always a repository of some industrial and domestic waste, grew into an open sewer and was incrementally filled in for security and hygenic purposes. The entire canal from Cumberland to Georgetown was purchased by the federal government for $2 million in 1938. Proposed in 1948 as the

Figure 52: The 1924 flood provided enthusiastic canoeists with a chance to shoot the rapids on Baltimore Street. Floods such as this accelerated the decline of the canal, as the expense of maintaining the fragile canal system outstripped the canal's profitability. (Al Feldstein)

route of a parkway modelled on Skyline Drive in Shenandoah National Park, the canal was spared from roadway construction in 1954. This was largely due to Associate Supreme Court Justice William O. Douglas, whose historic walk from Georgetown to Cumberland sparked efforts leading to the canal's preservation. Preservation of the canal could not stop the devastating floods that had plagued the canal since its inception. The infamous 1936 St. Patrick's Day Flood, which wrought $2 million in damage, led to flood control work by the U.S. Army Corps of Engineers. In the mid 1950's, the canal' s last mile in Cumberland was buried by the USACE's Cumberland/Ridgeley Flood Control Project. Drawings for the flood control structures label the filled-in canal bed as "future parkway", a reference to the NPS' 1948 plans for the canal. The canal became a National Monument in 1961, and was designated a National Park in 1971.

Figure 53: The U.S. Army Corps of Engineers channelized Wills Creek and sealed the C&O Canal guard locks in an effort to provide flood control for Cumberland. (NPS)

Figure 54: Associate Supreme Court Justice William O. Douglas, shown here during the famous March, 1954 hike along the canal towpath, was an ardent enthusiast in outdoor recreation and history. He took on the cause of preserving the C&O Canal by challenging members of the press corps to walk the length of the canal with him and see the importance of this national resource first hand. (Herman and Stacia Miller Collection)

The Changing Face of the City

Downtown Cumberland changed very little for over a century in comparison with the major changes brought by highway improvements and urban renewal programs. In the 1960's, downtown Cumberland was radically altered by the construction of the US 48 (now I-68) viaduct. The historic core of the City survived an urban renewal program, which demolished many of the important contextual structures around the edges of the downtown. Recognizing the urgent need to safeguard Cumberland from further erosion of its customer base due to competition from suburban malls and commercial strip development outside of town, the City and its business community joined to develop a solution: downtown Cumberland was enhanced through the construction of the attractive Baltimore Street Pedestrian Mall in 1978-1979. The Mall with its related municipal parking lots and garage, forms the core of Cumberland's downtown today.

In contrast to downtown Cumberland, Washington Street has remained a stable neighborhood of stately houses along a tree-shaded street since its settlement in the early 1800's. Viewed together, the spine formed by Baltimore Street and Washington Street paints a clear picture of commerce, prosperity, civic and domestic pride. Other neighborhoods still retain their strong architectural character and their clear visual relationship to the factories and shops that gave rise to the neighborhoods, contributing to the sense of a stable, yet economically diverse community.

D. History of Canal Place

Origins

Canal Place has grown from the convergence of four initiatives: (1) the long-held local interest in rewatering and interpreting the C&O Canal, (2) the desire to advance Cumberland's economic status through the use of tourism, (3) a deep pride and interest in preserving the rich architectural character of the City, and (4) the planning study by the state and NPS called the *Canal Parkway Development Study*. This study resulted in the combined roadway and park development plan described and illustrated in the *Summary of Park and Transportation Alternatives* (December 1993).

The Canal Parkway Development Study

When the NPS' General Plan for the C&O Canal NHP was completed in 1976, it was not envisioned that the segment of the Canal in Cumberland would ever be able to be rewatered. It was not until the 1980's, when the proposal to construct a parkway adjacent to the canal appeared to threaten the integrity of the park, that the NPS actively began to study options for the park's future in Cumberland. The Canal Parkway Development Study enabled the NPS to examine the option of rewatering the canal. The Study determined that the canal could be rewatered in a historically acceptable manner while retaining the integrity of the flood control system. However, the expense of the project was found to be insupportable within the limits of the current C&O Canal NHP budget. The Study resulted in a plan for the C&O Canal NHP. The park plan was compatible with three options for roadway alignments, and included recommendations for the redevelopment of the area around the historic turning basin at the canal's terminus close to downtown Cumberland.

As a part of the Study, an environmental impact statement (EIS) was prepared. The EIS led to the selection of the Canal Parkway as the preferred alternative of three road alignments. The location of the Parkway immediately adjacent to the park will require the use of highway funding to mitigate the impact of the roadway on the park, and it was agreed that some of the mitigation would involve improvements that were part of the park plan. Having reached the next milestone called "location/design approval" from the Federal Highway Administration, the planning study for the Parkway is complete and engineering design has begun. Design will be followed by right-of-way acquisition and, finally, construction.

After the EIS was started, it became apparent that the park improvements and redevelopment concepts would not proceed unless a new "sponsor" could be found to carry forward the necessary efforts to implement the Parkway Study. At that time, the Maryland Historical Trust joined the partnership of government agencies dedicated to implementing the Study. The Maryland Historical Trust participated in introducing legislation sponsored by Delegate Casper Taylor. House Bill #544, passed and signed into law in 1993, created the Canal Place Preservation and Development Authority and specified its duties, area of influence, and other requirements. The first task of the Authority has been to produce this management plan. Expenditures by the Authority are contingent upon the plan's adoption by the Authority itself, approval by the Maryland Historic Trust, and adoption by the City of Cumberland.

E. Geographic Focus of the Authority

The Authority was formed with the goals of preserving, developing and managing the Canal Place Preservation District. To achieve these goals, the Authority is involved in the four geographic areas described below, focusing its major preservation and development actions in the Park Corridor, and its advisory actions in the outer areas. (See Diagram 2, page 103 for a graphic representation of the Authority's geographic focus)

1. Park Corridor

Purpose: The purpose of involvement in the Park Corridor is to enable the Authority to share responsibility for implementing the Canal Parkway Development Study.

Geographic Area: The Park Corridor is the geographic area within the Canal Place Preservation District that is of most importance to the Authority's mission to preserve, develop, and manage the C&O Canal. This area is divided into the Terminus, Linkage, and South Park, and includes both publicly- and privately-owned lands. The C&O Canal NHP is the major component of the Park Corridor, which also includes land adjacent to the park in the Terminus and South Park, as well as the Canal Parkway right-of-way. Open space areas within the Park Corridor include existing Station Square and the C&O Canal NHP, and the proposed Crescent Lawn and Wills Creek Esplanade. The Park Corridor was initially defined in the Canal Parkway Development Study and subsequently referenced in the legislation that established Canal Place.

The Authority's Role: In implementing the Study, the Authority will perform a wide variety of roles in the Corridor. Potential actions include planning and design of projects, advising NPS on planning and design, land acquisition, construction, leasing, and renting, among others.

2. Canal Place Preservation District (Canal Place)

Purpose: The purpose of involvement in Canal Place is to connect the C&O Canal NHP to the City, to assure the achievement of the maximum mutual benefits of preservation and development in the Park Corridor and the Downtown.

Geographic Area: The Canal Place Preservation District is the area in the City of Cumberland as delineated by legislation, within which the Authority can operate. Canal Place was created by the State of Maryland through Chapter 544 of the Laws of Maryland, approved by the State Legislature on May 27, 1993. In general, Canal Place consists of the Park Corridor, downtown Cumberland (between Queen City Drive and Wills Creek), and the Washington Street Historic District.

The Authority's Role: In the area of the Preservation District outside of the Park Corridor, the Authority will have an advisory/advocacy role. The Authority will work closely with the City and private entities on projects specifically related to preservation and heritage tourism development.

3. City of Cumberland

Purpose: The purpose of involvement in areas of the City outside the Preservation District is to advise the City on planning issues that may affect the long term viability of Canal Place.

Geographic Area: Beyond the limits of the Preservation District, the areas within Cumberland of concern to the Authority will be those that contribute to the heritage tourism potential of Canal Place. These additional areas may include gateway corridors to be defined, future potential historic districts, and significant natural resource areas.

The Authority's Role: In areas outside of the Canal Place Preservation District but still within the City limits, the Authority's actions will be limited to an advisory/advocate role to the City of Cumberland.

4. Western Maryland/Tri-County Region

Purpose: The purpose of the Authority's involvement in the region is to advise on creating and/or strengthening the links among existing heritage tourism resources.

Geographic Area: The three westernmost Maryland counties of Allegany, Garrett, and Washington.

The Authority's Role: The Authority's actions will be limited to an advisory role aimed primarily at heritage tourism-related entities.

F. Management Plan Goals and Objectives

The Canal Place Preservation and Development Authority is charged by its enabling legislation with the duty of preparing goals and objectives for the preservation, development, and management of the Canal Place Preservation District. The goals and objectives that have been developed by the Authority form the basic tenets of its institutional philosophy, against which all other actions, projects, and proposals are measured. For the purposes of this report, a ***goal*** is the ideal end-condition that the plan strives to achieve. An ***objective*** is a measurable step taken towards achieving a goal. As an action-oriented plan, the Management Plan also contains ***actions*** and ***projects*** in support of the goals and objectives. These actions and projects are detailed in Chapter 2.

The Management Plan is structured to allow the Authority the ability to judge future suggested actions against the goals and objectives initially derived from its enabling legislation. This is intended to give a rational basis for decision-making, which is rooted in the Authority's mission statement. All recommended actions in Chapter 2 are keyed to the objectives and goals that support them.

PRESERVATION GOAL

Preserve the C&O Canal Park Corridor and its setting.

Preservation Objectives:

- Preserve the key historic resources of the Canal Place Preservation District.
- Preserve the key natural resources of the Canal Place Preservation District.
- Preserve the key cultural traditions of the Canal Place Preservation District.

DEVELOPMENT GOAL

Develop appropriate public and private facilities that encourage the use and appreciation of the C&O Canal and other key resources of the Park Corridor.

Development Objectives:

- Develop and implement an educational/interpretive program.

- Develop appropriate recreational and special event facilities and programs.
- Encourage development of appropriate private commercial facilities that complement public attractions and uses.
- Coordinate with the Allegany County Visitor's Bureau on a regional tourism marketing and promotion program.
- Develop and implement a circulation and parking plan for vehicles and pedestrians.

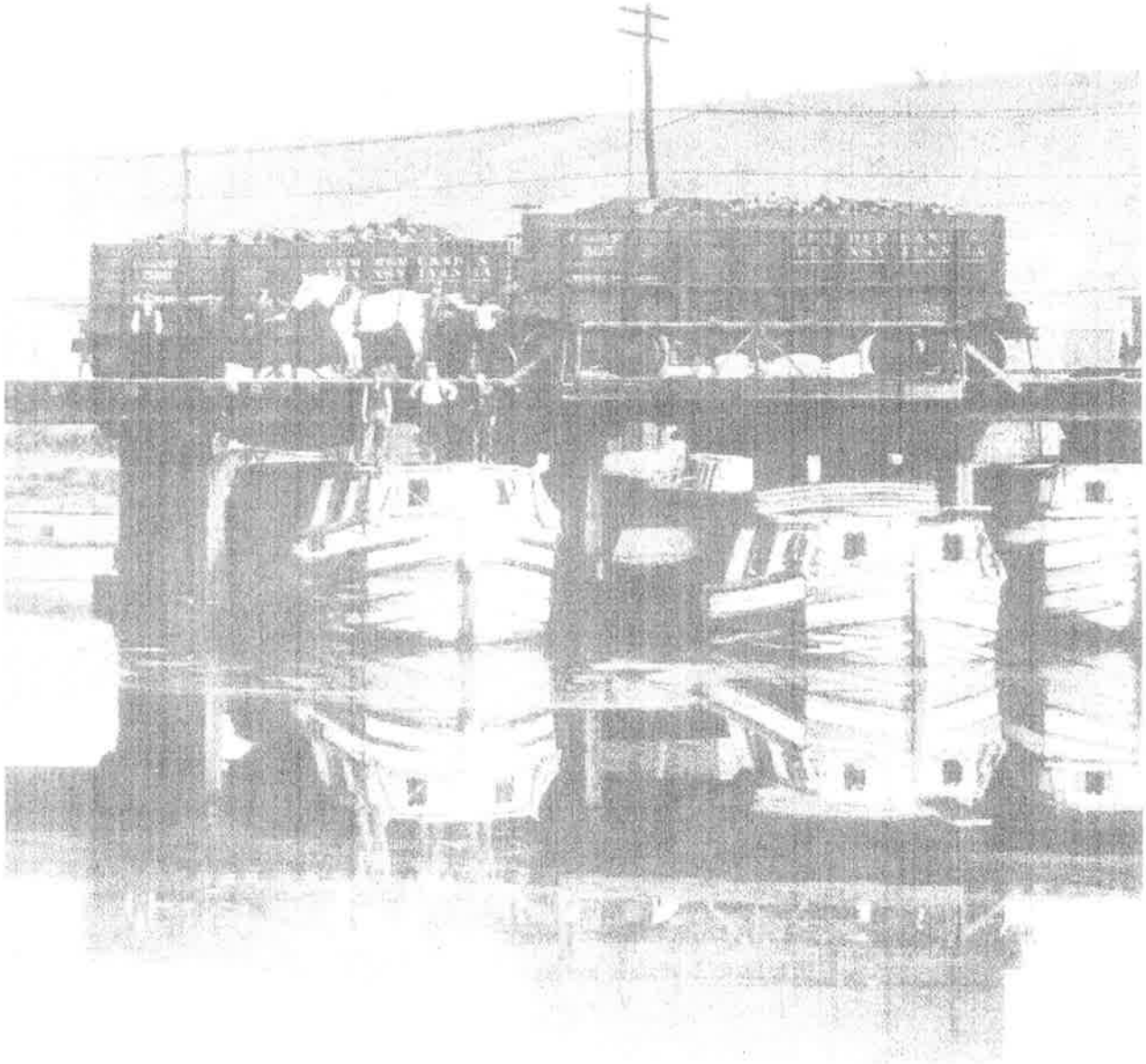
MANAGEMENT GOAL

Manage the cultural and natural resources of the Park Corridor to achieve the goals of preservation and development.

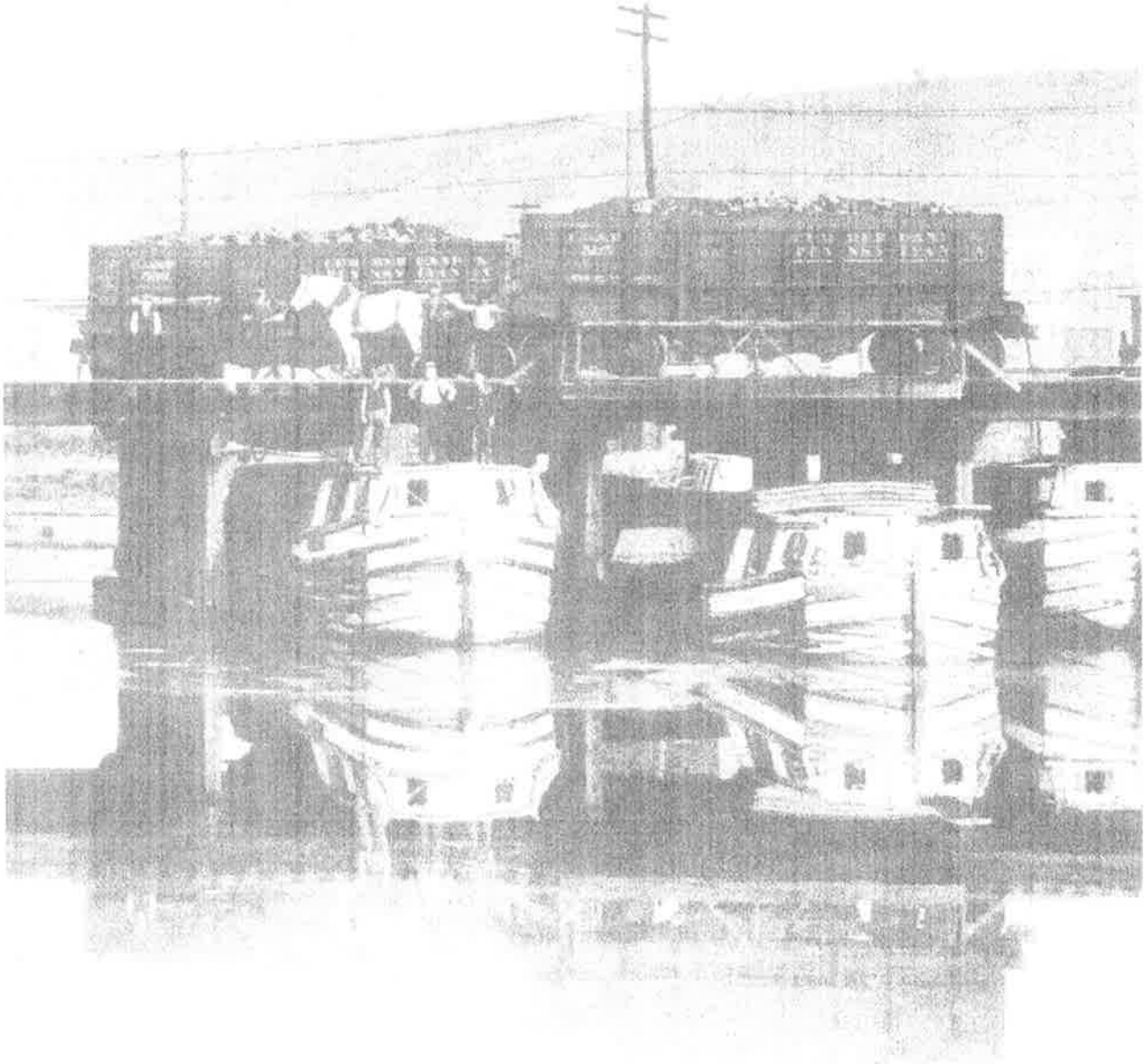
Management Objective:

- Develop a comprehensive operations framework for preparing budgets, securing funding, managing and maintaining property, complying with regulatory requirements, managing construction projects, building partnerships, building community and corporate sponsorship, and coordinating public relations.

Chapter 2: Action Plan



Chapter 2: Action Plan



Chapter 2: Action Plan

The Canal Place Management Plan is an action-oriented plan arranged according to the goals and objectives presented in Chapter 1, Section F. This chapter describes a series of actions to be implemented by the Authority to achieve the preservation, development, and management mission established by its enabling legislation. For each action, the purpose and background is described, followed by a definition of the Authority's role in making the action happen. This role ranges from advocacy of actions to be implemented by others to more active involvement in those actions that would be the primary or sole responsibility of the Authority. For more complex actions whose implementation involves more than one potential element, a series of component projects are identified. (Refer to Map 12, page 111 for the specific locations of the actions.)

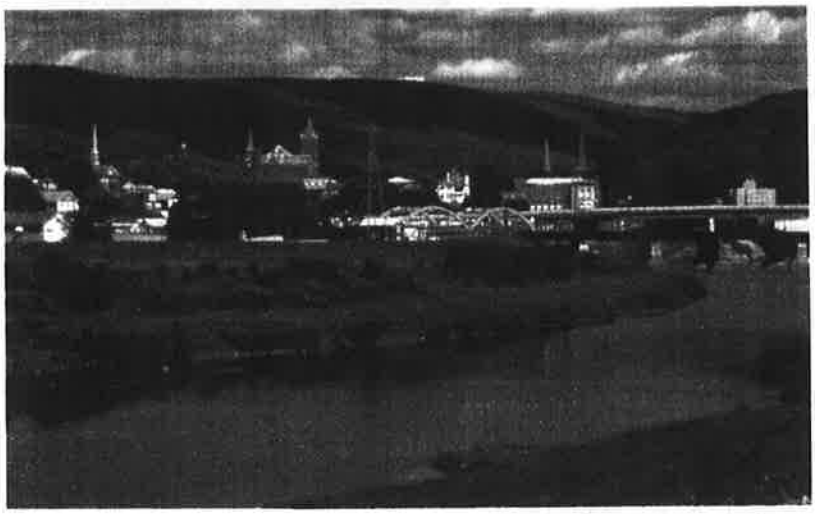


Figure 55: *A panoramic view of the church spires and courthouse tower of Cumberland's west side will greet visitors entering Cumberland on the proposed Canal Parkway. While easily taken for granted, the charm of the nineteenth century architecture and dramatic mountain setting of the city is most compelling to visitors, a fact that was strongly emphasized by respondents in market research focus groups. (MSHA)*

A. PRESERVATION GOAL

Preserve the C&O Canal Park Corridor and its setting. (GOAL 1)

To assist with the preservation of the C&O Canal NHP and its setting—ranging from the canal itself and adjacent historic areas of the City to the floodplain forests and islands in the Potomac River—is the central mission of the Authority, and is essential to achieving

other benefits such as economic development, recreation, and education. As the cornerstone of the Canal Place heritage tourism initiative, preservation is key to the economic benefits to be derived by the City as a whole. From a broader perspective, preservation of the canal, river, and adjacent historic areas—among the unique assets that distinguish Cumberland from other communities—is important to maintaining the character and quality of life of the City for residents and visitors alike.

Objective: Preserve the key historic resources of the Canal Park Preservation District. (Objective 1.1)

In addition to the C&O Canal, Cumberland's major historic resources are its nineteenth century and early twentieth century districts and neighborhoods. These areas span the entire City and encompass a broad range of architectural styles. Many of these areas are not directly relevant to maintaining the historic setting of the C&O Canal. However, certain areas are critical to the historic context of the canal, because of physical adjacency or shared connections to important themes in Cumberland's past.

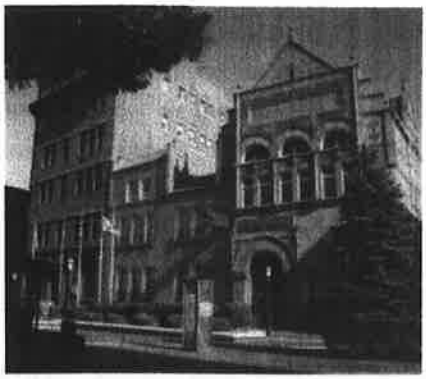


Figure 56: Downtown Cumberland is graced with a large collection of intact historic buildings; however, not all have been preserved as carefully as this example. Incentives, guidelines and streamlined permit procedures can aid in establishing a common sense approach to preservation. (WRT)

The Authority's enabling legislation requires it to establish the Canal Place Preservation District surrounding and including the western terminus of the C&O Canal in Cumberland. Preservation of the historic resources within this district is key to preserving the C&O Canal and its setting.

Define the geographic extent of the Canal Place Preservation District. *(Action 1.1.1)*

Purpose and Background: The purpose of the Canal Place Preservation District is to create an area to be preserved, developed, managed, and used in a manner compatible with the historic significance of the western terminus of the C&O Canal. As referenced and mapped in the legislation, the district includes the land within the arc formed by Queen City Drive (including Station Square and the National Register-listed Downtown Historic District), the Washington Street Historic District on the West Side, the C&O Canal NHP holdings in Cumberland, the lands between the C&O Canal NHP and MD 51 north of the CSX overpass, the lands between the CSX right-of-way and the park south of the overpass, and the lands in South Cumberland between Virginia Avenue and the proposed Canal Parkway.

Figure 57: The limits of the Preservation District, defined by state legislation, were established by examining logical physical boundaries, such as the B&O Rail viaduct along Queen City Drive. (WRT)

The Authority's Role: As required by the state legislation, the Authority will work with the City of Cumberland to formally designate the Canal Place Preservation District as the focus of historic preservation (Action 1.1.2).

Provide to the Mayor and City Council new design standards and criteria for the Canal Place Preservation District for use by the newly appointed Historic Preservation Commission. *(Action 1.1.2)*

Purpose and Background: The legislation requires the Mayor and City Council of Cumberland to enact a new ordinance establishing an Historic Preservation Commission (HPC) for the Canal Place Preservation District (§ 13-1014). With the exception of administration, planning, and land acquisition, the legislation prohibits the Authority from making expenditures to implement the Management Plan until this ordinance is enacted. The role of the HPC will be to *"review and approve the design of all projects that the City of Cumberland conducts, licenses, or permits that affect properties within the Preservation District..."* According to the legislation, the HPC will be comprised of qualified individuals having expertise in some area of historic preservation, as required by the federal Certified Local Government program (CLG) standards. Within eighteen months after its first meeting, the HPC is required to *"develop and submit for approval to the Maryland Historical Trust design standards and criteria applicable to all construction, preservation, rehabilitation, and restoration within the Preservation District..."*

Figure 58: A sampler of notable examples of Cumberland's architecture, as seen in vintage photographs, reveals the uncommon unity of style and commitment to civic pride that persists today, albeit occasionally under the wraps of recent incompatible facade treatments. (Herman and Stacia Miller Collection)

The HPC will be reconstituted to comply with state historic area zoning regulations and federal certified local government regulations. Working with the City of Cumberland staff and the Authority, the HPC will be responsible for reviewing development proposals

within the Canal Place Preservation District for their potential effect on the historic resources within the district. The review process will be guided by design standards and criteria that afford the HPC flexibility to address the varying levels of historic significance of areas other than the C&O Canal within the Preservation District. (The C&O Canal will continue to be administered by the National Park Service.) The National Register-listed Washington Street and Downtown Historic Districts are particularly important because of their concentrations of historic buildings. Thus, development proposals within these areas will be subject to the most detailed level of scrutiny, including exterior architectural review in addition to demolition, streetscape alterations, and urban design elements (setbacks, height, massing, etc.).

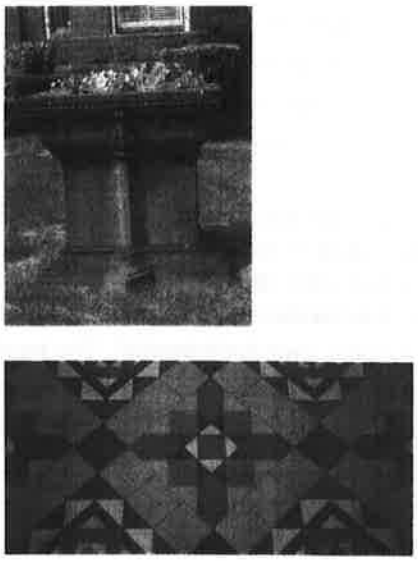
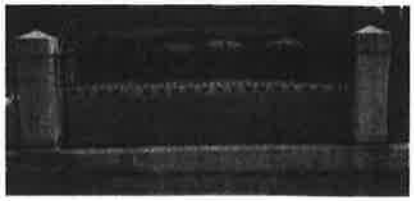


Figure 59: The city's ambience is characterized not only by its buildings, but by a wealth of ornament and detail in the landscape and civic spaces. Individuality of taste within a communally-held range of styles permits a pleasant combination of idiosyncrasy and unity, as demonstrated in the planter, tile pattern, and fence and gate styles seen along Washington Street. (WRT)

Critical to the success of the historic preservation component of Canal Place is the provision of four incentives for the owners of structures. The first incentive is to streamline and simplify the process of obtaining the necessary permits to make additions or alterations to structures. The second incentive is to provide financial assistance through potential local tax credits and state tax abatements, low interest loans and possibly grants. The third incentive is to provide a professional staff person to assist applicants in complying with the new guidelines. The fourth incentive is to provide the proposed HPC, a professionally qualified reviewing body, with objective design guidelines by which to judge applications.

The remainder of the downtown and areas adjacent to the C&O Canal NHP are important to buffer and protect the integrity of the key resources of Canal Place. Portions of the downtown outside of the current National Register-listed district, notably the Polk Street neighborhood (documented as being eligible for the National Register), could be nominated as National Register Historic Districts and as locally-designated historic districts in the future by residents petitioning for historic district designation by the city. To ensure that private development is compatible with public investment in the Canal Place Preservation District without placing an undue burden on property owners, the HPC's review of projects in these areas will address issues such as demolition, streetscape, and urban design elements.



The Authority's Role: The Authority will fund and prepare new design guidelines and criteria to be used by the HPC in reviewing

development proposals within the Canal Place Preservation District. The MHT will develop a new sample historic preservation ordinance for review and adoption by the Mayor and City Council.

The recommended standards and criteria for historic preservation are contained in a separate document prepared as part of the Management Plan, entitled Appendix E: Historic District Design and Preservation Guidelines for Cumberland, Maryland.

To ensure the most comprehensive community participation in preservation efforts, the Authority should advocate improvements to the City's permitting procedures and help to promote public knowledge and use of federal, state, and local tax incentives. The Authority may advocate the formation of low interest loan programs in cooperation with local financial institutions. The Authority may also be the vehicle for distribution of grants to qualified applicants for preservation projects.

A number of additional potential historic districts in the City were studied by the consultant team, based on early research prepared for the Maryland Historical Trust. The results of the study are included in Appendix D: Historic Preservation Background.

Financial Incentives for Historic Preservation

Existing programs available to applicants include the Federal Historic Rehabilitation Tax Credit, the Maryland Rehabilitation Tax Subtraction, the Local 10% Rehabilitation Property Tax Credit, and the Local Property Tax Freeze. The Maryland Historical Trust operates a grant and loan program, as does Preservation Maryland, the statewide non-profit organization. The National Preservation Loan Fund is a quasi-public incentive to preservation administered by the National Trust for Historic Preservation. See Appendix E: Historic District Design and Preservation Guidelines for Cumberland, Maryland for further detail on these programs.

Work with the City of Cumberland to strengthen the City's land use policies where necessary to protect the Canal Place Preservation District. *(Action 1.1.3)*

Purpose and Background: The city's land use policies and regulations may in some cases be inconsistent with the preservation and economic development objectives of Canal Place. For example, the current Central Business District (B-CBD) zoning does permit uses such as auto dealerships, service stations, and (subject to site plan review) restaurants with drive-in service, all of which are potentially visually incompatible with the historic character and architecture of Cumberland's downtown. Canal Place would benefit from a comprehensive evaluation of the city's existing land use policies and regulations affecting the Canal Place Preservation District, with the objective of balancing the community value of the currently permitted uses with the Authority's heritage preservation mission. The central focus of this evaluation should be the Terminus, whose limits are bounded by Baltimore Street, Mechanic Street, and MD 51. In this area, the existing zoning and land use patterns do not foster the types of heritage tourism uses that would be preferable for Canal Place. In addition to land use controls such as zoning, the evaluation should address ways the City can create incentives and streamline review procedures for compatible development proposals.

The Authority's Role: The Authority should work with the City of Cumberland to review land use and zoning policies and regulations that affect the Canal Place Preservation District and suggest revisions where appropriate. The planning process for the City's current Comprehensive Plan effort offers an immediate forum for this evaluation. The importance of this action is highlighted by the

state enabling legislation, which prohibits the Authority from making any expenditure to implement the Canal Place Management Plan until it has been adopted through formal amendment of the City's Comprehensive Plan.

Objective: Preserve the key natural resources of the Canal Place Preservation District. (Objective 1.2)

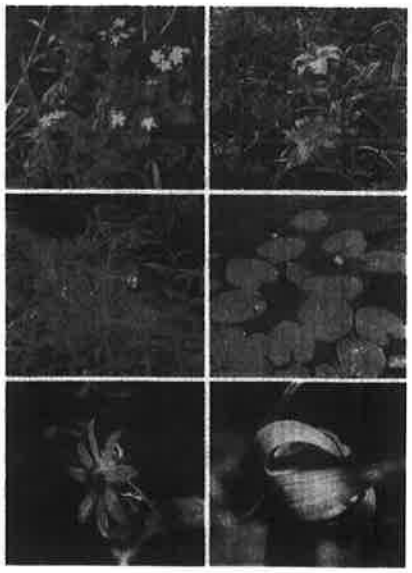
Section 13-011(7) of the state legislation requires the Authority to address the long-term preservation of significant natural resources of the Canal Place Preservation District. These resources are concentrated in the portion of the Park Corridor referred to as South Park, where they largely coincide with the undeveloped 100-year floodplain of the Potomac River.

Figure 60: Knobley Mountain in West Virginia frames an extraordinary view of the Potomac River, the site of the proposed River Meander Marsh, and the towpath embankment, at left. The preservation of this view and the features that define it is an important facet of the Authority's short- and long-term agenda.

Advocate preservation of the sensitive natural areas of the C&O Canal NHP and adjacent private lands in the Park Corridor. (Action 1.2.1)

Purpose and Background: The sensitive natural areas of the South Park include forested areas, wetlands, and hydric (wet) soils located both within the C&O Canal NHP and adjacent privately-owned lands. Preservation and enhancement of the natural habitat of these areas was a major focus of the Canal Parkway Development Study. Among the improvements to the C&O Canal NHP proposed by this study was creation of the ten-plus acre "River Meander Marsh" at the northern end of South Park. As proposed in the study, the purpose of this marsh is to mitigate the wetland impacts of the Canal Parkway and rewatering the C&O Canal, to interpret the original channel of the Potomac River, to provide enhanced wildlife habitat, to act as a filter for urban stormwater runoff, and to be an educational resource for the community and visitors. The *Canal Parkway Development Study* further addressed preservation and development of passive recreational opportunities on undeveloped, privately-owned wooded land between the C&O Canal NHP and the "bend" in the Potomac River adjacent to South Cumberland. This land faces four wooded islands in the river that are also privately owned.

Figure 61: The habitat of the many wildflowers that grow along the C&O Canal could be enhanced through preservation of the South Park woodlands and the creation of the River Meander Marsh. (A Beginners Guide to Wildflowers of the C&O Towpath, Edward M. Martin, 1984)



Because of the floodplain location, poor soils, and access problems, these privately-owned lands have little or no potential for development. Additionally, these lands lie within the City's "Conservation" zoning district, which greatly limits the uses and activities. However, the land along the river is open to the public on an informal basis only and no long-term plan exists for natural resource preservation or continued public access. Options for preserving

these lands include outright public acquisition and continued private ownership with conservation easements allowing public access.

Another way to advocate preservation of sensitive areas in the South Park is to use the Canal Parkway Project as a model of *sustainable* parkway design in fulfillment of the NPS' *Guiding Principles of Sustainable Design*. For example, drainage facilities installed for this project will intercept runoff from Cumberland and convey it beneath the Parkway to the river. As an alternative to this approach, a centralized stormwater basin or basins could be constructed to promote removal of sediments. The basins could be contoured naturally and planted with vegetation to retard silt and to extract pollutants. Runoff with a reduced sediment load could then be passed through wetland areas designed to capture other pollutants prior to discharging the water into the river.

Guiding Principles of Sustainable Design. *United States Department of the Interior, National Park Service, Denver Service Center. September 1993.*
The book describes a requirement for "a change in values toward a less consumptive lifestyle. These changes must embrace global interdependence, environmental stewardship, social responsibility, and economic viability." (p. 4)
A specific principle that applies to the Parkway is noted on page 47, under "Storm Drainage:...capture runoff in depressions (to help recharge the groundwater supply) and revegetate the area to replicate natural drainage systems."

The Authority's Role: Because of the relationship of the sensitive natural areas of the South Park to the C&O Canal NHP, the NPS is one of the logical candidates to pursue protection of the privately-owned lands through acquisition or easement. Other candidates for acquiring these lands include the State of Maryland, which could initiate or assist in preservation actions through Program Open Space; Allegany County, which could acquire the lands in a manner similar to the county park at the Narrows; or the City, which could use these lands to expand its recreational program area. The primary role of the Authority is to advocate natural resource protection and to work with other agencies to identify ways of implementing this action consistent with other aspects of its mission (in particular, public recreation).

Figure 62: *The present day landscape of the Narrows is shared by the CSX (B&O) railroad's main line track, the WMSR's excursion line right of way, and US Alternate Route 40. Sandwiched between these routes is Wills Creek and a "scenic" automobile pull-out. The combination of local, county and state interests should move to establish a long-term management program that safeguards this scenic and historic landscape.*

Objective: Preserve the key cultural traditions of the Canal Place Preservation District. (Objective 1.3)

The Canal Place planning effort provides an opportunity to identify and preserve the cultural traditions indigenous to the Cumberland area.

Conduct a cultural heritage inventory. (Action 1.3.1)

As a part of the Canal Place effort, folklorists have identified key individuals with backgrounds in transportation, manufacturing, mercantile, and hospitality activities. Their stories will enrich the interpretive programs offered by Canal Place, providing a human side to the engineering and architectural features of the area.

Folklorists have interviewed brewmasters and assistants, glass cutters, beadmakers, tire builders, brick workers, embroidery piece workers, railroaders ("Tabies," "Pikers," or "Snakies"), engineers, conductors, brakemen, and porters, musicians from the Arion Band, shoeshine men from the Queen City Hotel, students of the Carver School, ethnic bakers, and many more have lent their stories to the growing archives.

B. DEVELOPMENT GOAL

Develop appropriate public and private facilities that encourage the use and appreciation of the C&O Canal and other key resources of the Park Corridor. (GOAL 2)

Figure 63: Canal Place will do more than advocate historic and natural resource preservation. Central to the Authority's mission is to develop and assist in managing features like Station Square as recreational, educational, and economic development attractions. (WRT)

The presence of the western terminus of the C&O Canal and other existing attractions, especially the Western Maryland Scenic Railroad and the site of Fort Cumberland, strongly position the Authority to spur economic development through heritage tourism—a type of tourism based on the authentic natural and cultural resources of a locality. To maximize the economic benefits of Canal Place and to achieve the related objectives of public recreation and education, the Authority requires a strategy to attract more visitors to Cumberland. This strategy involves supporting and improving existing heritage attractions and developing new heritage tourism destinations through public and private sector action to create a "critical mass" of attractions.

Objective: Develop and implement an educational/interpretive program. (Objective 2.1)

To fulfill its legislative mandate to provide *"educational and interpretive"* programs, the Authority should work with the NPS, MHT and other heritage/cultural organizations to prepare and implement a comprehensive approach to integrating historical and cultural resources into the everyday life of Canal Place. Building on existing resources in the community, the Authority should coordinate efforts to greatly expand the scale of historic interpretation. To the extent

possible, the Authority should integrate arts and other cultural events into its event and activity program, for both educational and recreational purposes, through collaboration with the Cumberland Cultural Foundation.

To accomplish this, the Authority should work with existing entities who have had an established presence in the Terminus, including the NPS, Western Maryland Station Center, the Allegany Arts Council, the Allegany County Visitor's Bureau, and the Western Maryland Chapter of the National Railway Historical Society.

Recommend a use program for the Western Maryland Railway Station. *(Action 2.1.1)*

Purpose and Background: The Western Maryland Railway Station is the major architectural feature and focal point of the Park Corridor. Its visibility from I-68 and the rest of the city, and its important function as the ticketing/boarding point for the WMSR rail excursion line to Frostburg make it an ideal location for an orientation center for Canal Place. The Authority should work with the owner of the building, the Western Maryland Station Center, Inc., to review the Station's 1989 master plan in light of new development opportunities brought about by Canal Place. While the Stations Center's original master plan called for a wide range of compatible uses to be housed within the Station, there is now an opportunity to develop other venues in which to house many of those uses.

Figure 64: Surrounded by Station Square and the Wills Creek Promenade, the Western Maryland Railway Station will be the orientation point for visitors to Canal Place. The Station will include a new NPS Visitor Center with interpretive exhibits, Western Maryland Scenic Railroad ticketing and offices, and offices for the Canal Place Authority, NPS, and the Allegany County Visitor's Bureau. (Al Feldstein)

The 1989 master plan was prepared to guide improvements to the Western Maryland Railway Station, its immediate site, and the adjacent C&O Canal NHP. The plan makes recommendations for architectural, utility, circulation, and landscape improvements, as well as an interpretive program. The *Summary of Park and Transportation Alternatives* (December 1993) addressed many of the major site recommendations of the master plan, most of which have now been incorporated as part of the plan for park improvements on property owned by the National Park Service and others. Construction of the first phase of the Study's park plan, Station Square, has implemented five of the plan recommendations (e.g., improvements to the parking area). A proposed second phase of construction would implement at least six more recommendations, including the Wills Creek Esplanade. A key additional project will be to undertake a major exterior restoration of the Station, including masonry and window restoration and repair.

Although it provides a well-organized point of departure for the planning of Station Square and the C&O Canal NHP, many of the key recommendations of the master plan require evaluation to address developments since preparation of the plan. The most pressing concern of the Authority is to work with the Station Center to determine the optimum program for the Station itself. The objective in developing the use program is to make best use of the historic structure while projecting the most attractive image to visitors. With three and a half floors available for programmed use, the building offers a variety of opportunities for heritage-related development. The following tentative floor-by-floor use program for the Station has been identified for use in discussion with the Station Center:

First Floor: National Park Service Visitor Center, mechanical/electrical/HVAC space.

Second Floor: WMSR ticketing, waiting room, expanded gift shop and offices.

Third Floor: Possible office space for the National Park Service, Allegany County Visitor's Bureau, and the Canal Place Preservation and Development Authority. Communal meeting space/board room.

Fourth Floor: "Loft" offices, storage space, cathedral ceilings for third floor space.

Alternative First Floor Uses: Small cafe/restaurant with seasonal outdoor seating on the plaza, or regional welcome center for reservations, information, and orientation.

The Authority's Role: The Authority should support the Station Center in realizing compatible objectives of the Canal Place Management Plan and the Station Center's master plan. The Authority should work with the Station Center to develop a plan for the station building that best serves Canal Place, the Terminus, and the Station Center. Upon determination of the final plan, the Authority will either support or assume the responsibility for the implementation of the plan for the building.

Figure 65: The Western Maryland Railway Station is currently a venue for the display of work by local artists such as Charles Amos, whose painting "Night Train" depicts a steam locomotive leaving the old Queen City Railroad Station. The current arrangement at the Station, which allows for display of artwork in a high visibility area, should find a permanent home in Canal Place. Further study with the Cumberland Cultural Foundation will define the future of a hanging gallery for visual arts as part of an arts component of Canal Place.

"Over one hundred key contacts and interviewees...:" Recommendations for incorporating the Maryland Historical Trust's Cultural Survey into Canal Place

A survey of over one hundred key contacts and sources was conducted by the Maryland Historical Trust, yielding a wealth of sources for further development of a well-rounded cultural component of Canal Place's future interpretive program. The ability to include the local stories and talents of local residents will help to establish the authenticity of Canal Place as a tourist destination, and will assist local educators in their efforts to preserve and communicate the local lore of the region.

In terms of tourism development, the cultural component of Canal Place will help to establish an identity for the region in addition to the physical locations and artifacts for which it is already known. While visitors will travel to locations for the purpose of viewing physical features and artifacts, it is generally the story behind the features that engages visitors and helps them to establish a connection to the region. This connection can potentially result in longer stays or repeat visits to enable visi-

Coordinate with the National Park Service on the establishment of an educational/interpretive program including outdoor facilities and an expanded visitor center facility in the Canal Place Preservation District.
(Action 2.1.2)

The plan for the Cumberland Canal Terminus is an innovative approach to preservation and visitor use planning for the C&O Canal NHP. The plan is based on a comprehensive approach to heritage and cultural area planning with multi-agency and private sector implementation and incentives.

The goal for NPS educational/interpretive programs at the Cumberland Terminus is to provide a comprehensive orientation and interpretive program to a broad range of potential visitors and educational groups.

Location Alternatives for the C&O Canal NHP Terminus Visitor Center

The NPS has evaluated three alternatives for the location of the visitor center. The preferred plan is to locate the center in the Western Maryland Railway Station either by leasing or acquiring the needed floor space. The second priority option, if the plans for the Western Maryland Railway Station are not implementable, is to construct a new facility on or adjacent to the Crescent Lawn beside the boat basin. A new structure could be designed to evoke the appearance of structures that once existed around the boat basins, and could provide for immediate staff and visitor access to boats and the reconstructed boat basin. The third priority would be to locate the visitor center in an adaptive use complex such as the Footer's Dye Works property within the Canal Place Preservation and Development Authority's project area. This option would be more difficult to arrange and implement, and would not provide optimum access to the boat basin and Station Square.

Under the preferred plan, the National Park Service will develop a visitor center on the first floor of the Western Maryland Railway Station. Programs within the Station will focus on the history of the Terminus, and also on the broader themes associated with the canal as a transportation route between the commercial centers in the East and the frontier resources of the West.

The visitor center would be located within the first floor (basement level that faces the plaza) of the building to maximize public access to the facility and staff access to the square and reconstructed

tors to take in the full depth of material. Areas known for crafts, such as Berea, Kentucky, or for music, such as Wheeling, West Virginia's country radio program/theater, are examples of this phenomenon.

The following recommendations would allow the people of Cumberland and Western Maryland to have a stake in the programming of Canal Place, adding a lively and critical third dimension to the infrastructural improvements of public open space and venues for performances. The projects listed below are described further in Appendix I, Canal Place Survey of Cultural Traditions by Elaine Eff, Maryland Historical Trust, October, 1995.

"Clothes Make the Man and Woman" Exhibition (Clothing styles, manufacturing and tailoring)

Ruth Bear Levy Exhibition (painting)

Baltimore Street Mall Kiosks (application of audiotaped conversations)

Cumberland Music Fest (local music)

Apprenticeships (arts)

Glassblowing Workshops (arts)

Industrial Museum (artifacts)

Workers! Talkers! Retirees! (human resources, stories)

***Through the Eyes of Retired Workers and Residents**: Walking Tours of Cumberland (application of human resources)*

***National Register Property Nominations** (preserving arts heritage)*

***Encourage Local Craft Production and Sales** As an adjunct to Action 2.3.2 below, the production and sale of locally-manufactured/crafted items would reinforce Cumberland's distinction as a location peopled by talented artisans and crafts people. Sources of such items could include:*

***Jim Wright**, who makes door knockers from railroad spikes and house lamps from switcher lamps;*

***Ella Snyder and Evelyn Day**, who make trinkets of cut glass;*

***Good, locally performed and/or composed and written music**, which could be compiled and offered on cassette or compact disc;*

***The Herman and Stacia Miller historic photo collection**, contemporary local photographers, and the collections of private individuals such as Al Feldstein, which could be used to select photos for calendars, postcards, and posters;*

(Continued on next page)

boat basin. The interpretive facility will occupy approximately 3,600 square feet of the structure, and will include space for an information/orientation desk and graphics, a book sales area, a range of canal related exhibits, and small audiovisual programs designed to provide information on specific aspects of canal history in Cumberland.

Space will be provided within the visitor center facility for the Allegany County Visitor's Bureau. Regional tourism information will be included within the center to assist visitors in planning their visit to Cumberland and surrounding cultural and natural resource sites.

The new elevator and entry area for the Station (scheduled for installation in 1996) will provide full access to the building including easy movement by staff within the building.

An information kiosk will be located in the second floor lobby area of the railroad station easily accessible to riders of the steam-powered excursion train. The kiosk will inform visitors of educational and recreational activities and features within the Terminus, and help them plan the use of their time while in Cumberland.

A wayside exhibit plan will be prepared to guide the preparation and installation of interpretive waysides located within the Terminus. These waysides will aid visitors' understanding of the complex nature of the Terminus, the boat basins, and life along this segment of the canal.

Office and other interpretive work space will be located on a separate floor of the Station Center complex, but within easy access to the visitor center. Approximately 1,400 square feet of space will be allocated to these uses.

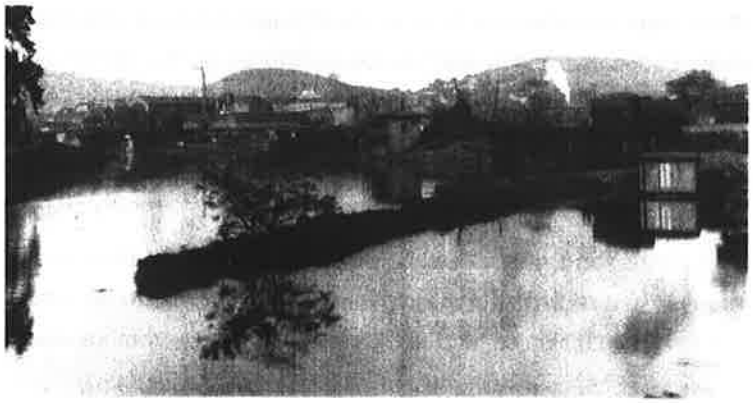
Survey of Cultural Traditions, Phase Two

The Authority should advocate the further identification and documentation of local talkers and artisans both for the archives and for programming future cultural events or products. The scope of the survey should be clearly defined and documented and used as a way of enlisting partners or obtaining grants to fund a minimum six-month survey. This survey could include photo documentation and audio/video taped interviews that could be used in exhibits and or publications. In this survey, South Cumberland should be highlighted in a separate study of this working class community emphasizing railroad and glass industries.

Videotaping Colorful Informants

Videotapes of certain informants contacted during the survey could be used in exhibits and as a part of an ongoing education program for visitors and residents. Individuals such as "Cokie" and Elsie Robertson could be part of such an effort. Mr. Robertson offers a long- term perspective on Lonaconing and the Western Maryland area in general, and on the subjects of work and ethnicity in particular. Elsie Robertson, whose subject of interest is Scottish Rugs, maintains a collection and has extensive knowledge of Scottish rugs found in Lonaconing historically and presently. Mrs. Robertson's demonstration of rug hooking could be part of a video library of folk skills of the region.

Figure 66: *The C&O Canal's Main Basin as seen from near Merten's Boatyard, looking north. Although utilitarian in its use, the canal was a romantic part of the city even during its heyday. (NPS)*

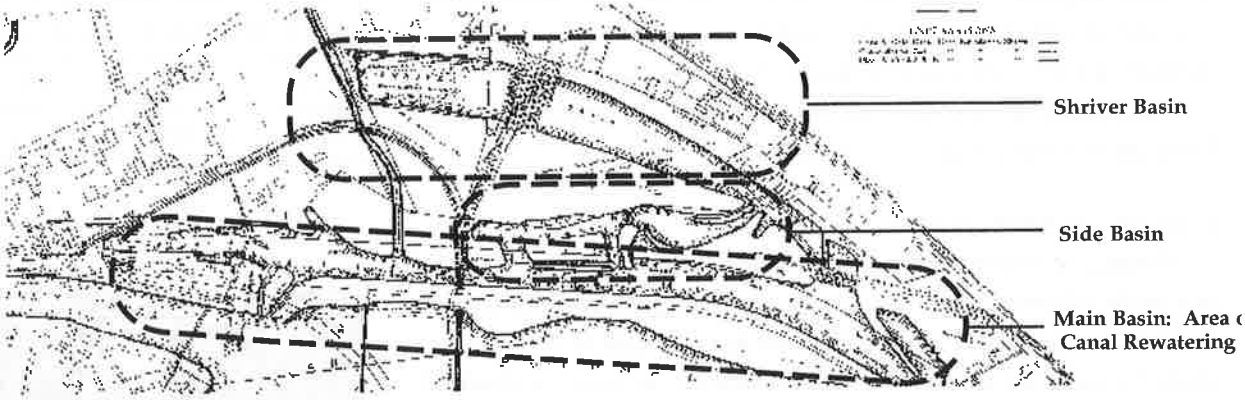


Rewatering the C&O Canal

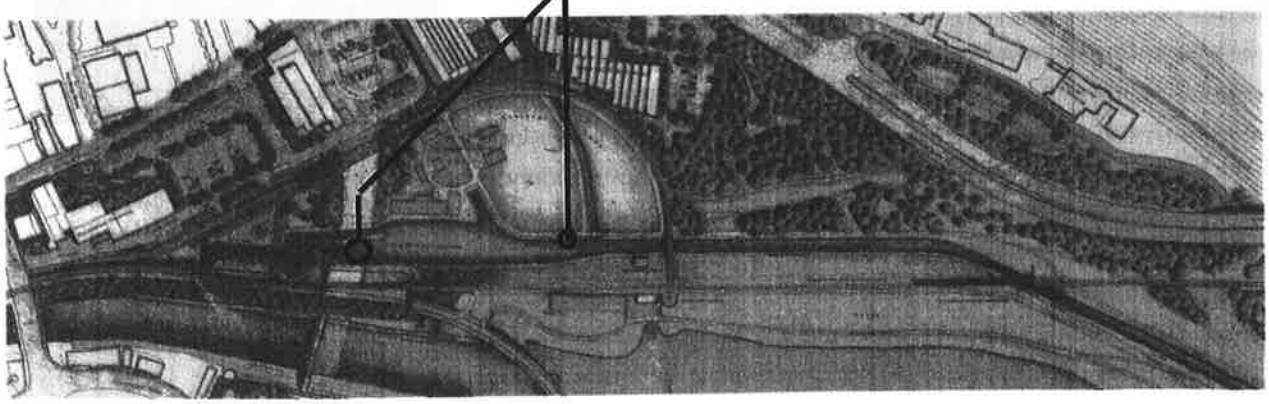
The park plan in the Canal Parkway Development Study's *Summary of Preliminary Park and Transportation Alternatives* illustrates the last three miles of the C&O Canal NHP in Cumberland. The Study resulted in an illustrative plan for the C&O Canal NHP and Canal Parkway. The park plan was based on a design approach carefully developed by the NPS. The original canal has been largely obliterated by incremental encroachments by commercial development, highways, railroads, and flood control structures. Sufficient records exist to understand the original form of the canal, based on documented research in the National Archives and other sources by the NPS, as well as original plans and record photographs. Since repair or restoration is not feasible and precise reconstruction is not possible, the selected approach was to evoke the spirit and form of the canal terminus in Cumberland without recreating the exact configuration of the canal. Central to this approach is rewatering the canal from the site of the boat basin near the I-68 viaduct south to the Offutt Street access road into Cumberland's Riverside Recreational Area.

Figure 67: *The gritty industrial character of the canal is illustrated here, where waiting boats are moored along an informal wharf. (Herman and Stacia Miller Collection)*

Figures 68 & 69: *The 1898 and 1993 proposed plans below show a comparison of the historic and proposed plan for the C&O Canal in the Terminus. Much of the canal is buried beneath the Dye Works site and Industrial Boulevard, and is not feasible to rewater. The focus of rewatering will be the Main and Little Basins, as modified by the exigencies of the flood control structures. (NPS/WRT)*



Proposed Rewatered Little and Main Basins



The National Park Service is currently undertaking an engineering feasibility study of the rewatering of the Canal in the Terminus through a cooperative agreement with the USACE. Rewatering of the Canal in Cumberland will require several years (if funds are appropriated by Congress). A specific phasing approach has been devised to serve as a contingency plan depending on the availability of funds. Priority options, other than full implementation of the plan, will include (1) reconstructing a boat basin, locks, and a segment of the canal adjacent to the Terminus that would serve as a setting for educational and visitor use activities. This segment would be rewatered and accompanied by a general rehabilitation of the two-plus miles of the towpath to enhance the appearance of the project area; and (2) implement Option 1 and reconstruct and rewater the canal downstream approximately one mile to the proposed refurbished stop lock. The remainder of the canal within the project area would be enhanced, but not restored and rewatered.

Removal of CSXT/WMSR Interchange Track

The removal of the existing CSX spur track, which passes along the levee/towpath and crosses the guard lock, would greatly enhance the viability of the guard lock restoration, improve the safety of the park, and reduce the cost of constructing the proposed floodgate. Initial study by the NPS and USACE suggests the possibility of using a rail connection near City Junction as an alternative link.

Guard Lock Restoration

The inlet and guard locks are important historic structures that have survived the many changes that have occurred in the Terminus. These locks are key features of the historic landscape of the Terminus. The National Park Service will pursue a resource management approach for the locks that will combine preservation and partial restoration. The objective will be to use the locks as a key element of the interpretive program. The locks may not be restored to a fully operational condition, although further engineering feasibility studies will consider this possibility.

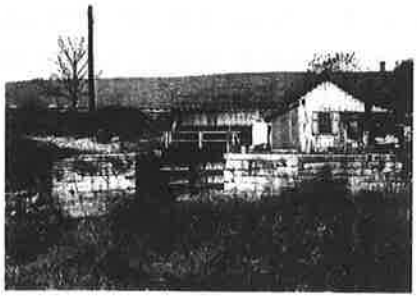


Figure 70: Home of the Eaton family for decades, this locktender's House between the two guard/inlet locks at the Terminus was demolished by the flood control work in the 1950's. Interpretive panels and "footprint foundations" could explain the life of a locktender. (NPS)

Lift Locks at North Branch

Having an opportunity for visitors to experience locks in operation in the vicinity of Cumberland is a very high priority for the NPS. Previous C&O Canal NHP plans have identified the North Branch area of the C&O Canal NHP downstream from Cumberland as the optimum location. At North Branch, a series of four lift locks and two lock houses in close proximity provide the park an excellent opportunity for rewatering the canal and using the locks as interpretive exhibits. The NPS will pursue engineering studies for the restoration of some or all of these locks and opportunities for linking the North Branch area with the Terminus. Highway improvements and signs will help improve the linkage. The park also will pursue vehicular connections to provide visitor transportation to North Branch from the Terminus. These connections could be either busses or an electric trolley run on the adjacent CSX tracks, operated by private contractors.

Figure 71: The stone structure of the lift locks at North Branch is suitable for restoration of operating lift locks. The image and experience of the actual operation is an invaluable interpretive tool in describing the engineering aspects of canal operation. (WRT)

Wayside Interpretive Exhibits

The NPS will prepare a wayside interpretive plan for the Terminus in cooperation with the Authority. The wayside interpretive exhibits will provide visitors with the opportunity to enhance their understanding of many aspects of the Terminus. These aspects include the historic uses in and around the Terminus, visual aids depicting the busy commercial life of the Terminus, and site-specific information on the boat basins, locks, towpath, river, historic coal operations, and boat building enterprises.

Canal Boat Tours

As plans for rewatering of the boat basin and guard locks proceed, the NPS will pursue the construction of canal boats that can be used for both exhibits and canal boat tours. The NPS will evaluate the possibility of constructing canal boats on site in the vicinity of the Crescent Lawn, so that visitors can observe historic techniques of timber-framed boat construction. Freight and packet boats will be constructed for the park's interpretive program.

Figure 72: Canal boats were historically a source of pleasure as well as a source of income. Recreated canal boats could provide excursion rides down stream on the canal, a complement to train and carriage rides currently offered in the city. (Herman and Stacia Miller Collection)

The primary boat tour operation will consist of two 80 to 100 passenger capacity boats operating within the one mile-plus section of the canal downstream from the boat basin. The boats will depart at 30 to 40 minute intervals, with a typical boat ride lasting 60 to 75 minutes. The boat tours will be operated by NPS staff for a fee, similar to existing boat tours within the park at Georgetown and Great Falls.

Subject to the availability of NPS operational funding, the Park will also evaluate the use of a concession contract to operate the boat tours.

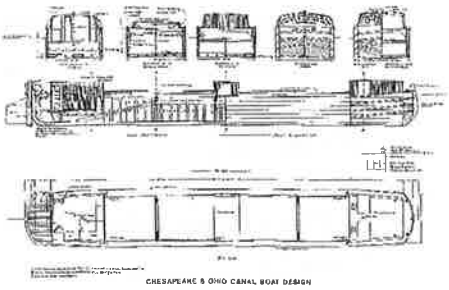


Figure 73: Accurate plans and specifications for the original canal boats show the typical layout that could be replicated for new exhibit and excursion boats. (NPS)

Signage Requirements

The NPS will cooperate with the Authority, the City of Cumberland, and the State Highway Department to prepare a sign plan for the project area. Informational signs within the C&O Canal NHP and specific adjacent areas will be provided by the NPS. A uniform sign format will be prepared by the NPS and the Authority. The sign format will greatly aid visitors' orientation to Canal Place and enhance circulation among the various activity areas.

The Authority's Role: The Authority should assist the NPS in developing the visitor center, rewatering the canal, restoring the guard locks, creating wayside exhibits, building replica canal boats, acquiring additional land where practical, and setting up a comprehensive, coordinated signage program.

Operational Funding

The NPS will seek additional park funding through Congressional appropriations for the increased operational responsibilities and requirements of implementing the Canal Place Management Plan. Complete plan implementation will result in an annual requirement of an additional $800,000 of park operational funds.

Study the feasibility of a transportation/industrial theme attraction or attractions. (Action 2.1.3)

Purpose and background: The C&O Canal is the foremost reminder of Cumberland's transportation heritage, which in the past supported a prosperous economy based on commerce and industry. Cumberland and Allegany County have several other notable transportation-related attractions including Station Square, the Western Maryland Scenic Railroad, the Thrasher Carriage Museum, and the Kelly Springfield Corporate Tire Museum. The operating CSX railroad is a "living" link to the era when the relationship among the Canal, railroad companies, and coal industry made Cumberland a regional transportation hub. The historic National Road—the nation's first public works project—provides another theme upon which to build. These varied resources form the core of what could be a significant package of attractions built around Cumberland's legacy of transportation and industry. As interpreted at Canal Place, the transportation/industrial theme could consist of a central museum and/or a series of indoor and outdoor exhibits and displays at several different locations within the District. Specific projects that would contribute to this theme include the following, listed in order from existing to new attractions that could be incorporated into the transportation/industrial theme of Canal Place:

- Kelly Springfield Corporate Tire Museum (existing)
- Thrasher Carriage Museum Annex (existing; could be partially relocated to Canal Place)
- Maryland/West Virginia Model Railroad Association Display (existing; could be partially or totally relocated to Canal Place)
- Railroad Stock Exhibit (new)
- CSX Locomotive Works Interpretive Observation Deck (new)
- Transportation/Industrial Museum (new)

Kelly Springfield Corporate Tire Museum

Kelly Springfield operates a corporate museum at the company's headquarters on Willow Brook Road. While small at present, this museum is an excellent and interesting facility that traces the development of the automobile tire. Visitation is currently modest, due in part to very limited hours of operation and its location removed from major tourist attractions. Even so, attendance is increasing and visitor response is positive. With expanded visitation, this museum offers the potential to augment other transportation-related attractions in the Cumberland area.

Figure 74: The Kelly Springfield Corporate Tire Museum contains numerous artifacts and exhibit describing the evolution of the rubber tire and its place in history.

Thrasher Carriage Museum Annex

Operated by Allegany County, the Thrasher Carriage Museum in Frostburg houses one of the most extensive collections of carriages in the country. The museum has an overabundance of carriages on display with many remaining in storage. Moving a portion of the collection to a museum annex at the Canal Terminus in Cumberland would contribute to the Canal Place transportation interpretive theme, make the collection accessible to many more tourists, and help create a critical mass of attractions. Carriage rides are a potential visitor activity that could be developed in conjunction with the museum annex, and potential links with national carriage associations that conduct races and displays might also be explored.

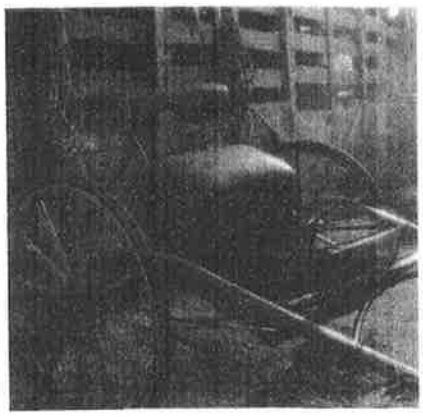


Figure 75: An example of one of the many vintage carriages displayed in the Thrasher Carriage Museum in Frostburg, Maryland. The extensive carriage collection could be better understood and appreciated (and consequently increase visitation), if an interpretive program were developed to "bring to life" the carriages.

Maryland/West Virginia Model Railroad Association Display

The Maryland/West Virginia Model Railroad Association currently maintains a large model railroad display at the Allegany County Fairgrounds. Like the Thrasher Carriage Museum annex, a model railroad display would contribute to the transportation interpretive theme, help create a critical mass of attractions, and make the collection more accessible to tourists than it is in its current location. In addition, moving part or all of this exhibit to Station Square would complement the Western Maryland Scenic Railroad and create a possible thematic link with potential private sector investment (e.g., a hobby shop in the Terminus area or downtown).

Displays of model railroad layouts have proven to be good attractions for children, particularly if they allow for interactive involvement. The display would provide a rainy day and wintertime attraction, thus helping to extend the visitor season.

Other Potential Canal Place Participants: Antique Car Clubs

Local antique car collectors could participate in Canal Place through the occasional display of their automobiles and the scheduling of club events at Canal Place, providing good visibility for collector items and additional transportation-related programs.

Railroad Stock Exhibit

A static exhibit of railroad rolling stock that visitors can climb on, in, and around is a relatively low-cost capital item that would be a significant attraction providing railroad buffs, children, and other visitors with a close-up experience of Cumberland's railroad heritage. Construction of the Wills Creek Esplanade, scheduled for completion by 1996, will add a third track for display purposes on the platform level outside the Western Maryland Station. Located between the existing tracks and the Wills Creek flood wall, the additional track will permit stock to be displayed semi-permanently without obstructing either CSX or the scenic railroad train.

Another potential location for the display of rolling stock is the Canal Street Promenade near Station Square. At this location, the

stock would be easily seen from the westbound exit ramps of I-68 and the Station Square parking lot and would provide a focal point for the Square. To avoid obscuring the important vista of the Western Maryland Railway Station, the display should be located in the Promenade to the immediate south of the plaza, possibly extending beneath the I-68 viaduct. By extending beneath the viaduct, the display itself could serve to link Station Square with the Footer's Dye Works complex and the Crescent Lawn. As viewed from the standpoint of heritage development, there would be value in recapturing some of the historic character of the rail activity, since the land around Station Square was originally a freight yard.

The feasibility of the second display along the Promenade in the Station Square area is dependent upon making use of the existing rail access from the CSXT/WMSR interchange track before the connection is severed, as anticipated in the Canal rewatering concept plan. The line feeding the trestle branches off the existing spur track, which connects to the main CSX tracks near the Potomac Edison substation. This line currently runs along a ramped, curving trestle that terminates at the Footer's Dye Works complex. To complete the link from the existing trestle, new track would need to be laid to extend to Station Square along the Canal Street Promenade. The Canal Street Promenade was designed to accommodate a rail track in addition to pedestrian access. It is assumed that moving the display stock would occur infrequently and could be scheduled during off-peak periods. This would alleviate safety concerns over pedestrian/train conflicts along the Trestle Walk and Promenade.

Two separate exhibit areas would provide the opportunity for different themes to be developed, such as the simultaneous display of several types of stock (locomotives, passenger cars, other utility cars, historic and modern cars, and/or the CSX demonstration steam locomotive).

CSX Locomotive Works Interpretive Observation Deck

The CSX railroad provides an opportunity for a second transportation attraction to augment the Western Maryland Scenic Railroad's Mountain Thunder steam engine. An operating railroad with a historic presence in the City and some of the largest repair facilities and switching yards in the East, CSX can be viewed as a living museum. Operating trains and switching activities are of particular interest both to families with children and railroad enthusiasts. If allowed to view and possibly participate in tours of CSX facilities, visitors

would have an added reason to spend time in Cumberland. Since tours have been scheduled previously as a part of RailFest, there may be a possibility of extending the tours to more periods throughout the year.

The Western Maryland Scenic Railroad has established an excellent relationship with CSX and state officials reportedly have a good rapport with CSX executives. These established relationships might be used to initiate discussions with the objective of integrating CSX operations into Canal Place's interpretive program and package of transportation/industrial attractions. Specifically, an observation deck could be established at the CSX repair yard in South Cumberland or at a location closer to the Terminus to allow visitors the opportunity to view modern train operations. Such an action might appeal to CSX as a means of enhancing its corporate image (akin to the Kelly Springfield's tire museum) and as a symbol of its commitment to Cumberland.

Transportation/Industrial Museum

The above projects collectively form the core of a major heritage tourism attraction. A museum devoted to the themes of transportation and industry could be developed to tie these attractions together and provide a focus for visitors to experience an integral part of Cumberland's history. Building on the themes and incorporating the extensive artifact collections of the Transportation and Industrial Museum currently housed in the Western Maryland Railway Station, such a museum could include the Thrasher Carriage Museum annex and/or a model railroad display. It also could include other interpretive exhibits addressing aspects of Cumberland's past such as the C&O Canal, the National Road, and the local traditional brewing and glassmaking industries.

Another theme that draws upon the region's industrial heritage is coal mining/energy. Coal was the major product shipped via the C&O Canal and railroads, and it fired the factories that made the area a manufacturing center. While the coal mining theme is probably not a sufficient draw to support a separate museum, exhibits interpreting the historic importance of coal to the Cumberland region could be incorporated into a transportation/industrial museum. A thematic linkage could be made to other existing and potential mining attractions in the region for visitors interested in this topic.

A thread of continuity that links the themes of transportation and industry and that extends to the greater community social structure, past and present, is the story of the workers, shopkeepers, artisans, crafts people and owners of establishments in the city. The diversity of experiences, creeds, races and economic circumstances provides a human counterpoint to the mute architecture and engineering structures that remain today. These stories, whose "authors" are now being interviewed by folklorists, will form invaluable source material for the important interpretation of the distinctive lives, beliefs and folkways of the people of Cumberland and the region.

Research to assess the feasibility of a transportation/industrial museum in Cumberland should be undertaken prior to committing resources to its development. Several transportation-related museums and attractions are currently being developed in Pennsylvania within a relatively short drive of Cumberland through the America's Industrial Heritage Project funded by the NPS. These projects include the Altoona Railroaders Museum, Saltsburg Canal Park, and the Horseshoe Curve and Allegheny Portage National Historical Sites. A new museum in Cumberland would need to have a distinctive interpretive theme that highlights the City's unique historical contributions to succeed in an increasingly competitive regional heritage tourism market.

The Authority's Role: In keeping with its mission of promoting heritage tourism and economic development, the Authority should take an active role in evaluating and implementing appropriate transportation/industrial theme attractions in the Canal Place Preservation District. The Authority has begun this process by including the Wills Creek Esplanade project in its capital budget for Fiscal Years 1996 and 1997. Another action item (programmed for FY 1998 in the Authority's capital budget) is to conduct a study to assess the market feasibility, form (i.e., museum versus several smaller attractions), location, program, mode of operation, and costs of a transportation/industrial theme development in the Canal Place Preservation District. In preparation for this study, the Authority should contact operators of other existing and potential attractions such as the Thrasher Carriage Museum and CSX to determine their interest in participating in such a project.

Over the long term, the Authority will need to work with the state and local entities to implement the results of the study. An important part of the Authority's work will involve coordinating the

efforts of the large number of potential participants from both the public and private sectors (Allegany County, Maryland/West Virginia Model Railroad Association, Kelly Springfield, Western Maryland Scenic Railroad, CSX, etc.). The state will also play a critical role in providing funding and technical support to develop a new museum or other major attraction(s).

Figure 76: The structure referred to as George Washington's headquarters, located in Riverside Park, is the only evocative remnant of the frontier era of Fort Cumberland. (Herman and Stacia Miller Collection)

Study the feasibility of a French and Indian War/frontier attraction. *(Action 2.1.4)*

Purpose and Background: Fort Cumberland is historically significant because of its role in the French and Indian War and the military career of George Washington. However, its site is removed from Canal Place's main arrival area (Station Square) and is not easily understood by visitors. While developed with interpretive exhibits, the site in its current configuration is only moderately interesting to tourists. The existing facilities are part of the "Fort Cumberland Walking Trail" maintained by the Cumberland Parks and Recreation Department. These facilities include boundary markers and narrative plaques denoting the approximate location of the fort adjacent to the Emmanuel Episcopal Church on Washington Street, the cabin known as George Washington's Headquarters, and reconstructed palisades in Riverside Park on Greene Street. Improving access (perhaps by constructing a pedestrian bridge from the Terminus area across Wills Creek to Riverside Park) and better interpreting the existing facility (for example, by building a replica of portions of the fort walls and/or a model in an indoor venue) would be important first steps in making the fort more tangible and thus more engaging to visitors.

2005: Cumberland's "Sesquibicentennial Celebration"
Cumberland will celebrate the 250th anniversary of the establishment of Fort Cumberland, which will be an excellent opportunity to emphasize frontier era interpretive programming.

Even with these actions, Fort Cumberland is unlikely to attract significant visitors unless it is interpreted as part of a larger theme centering on the French-Indian War. To help accomplish this, special events such as encampments and reenactments could be held and links established with existing regional attractions such as Fort Necessity and Fort Ligonier in Pennsylvania, which are quite successful. An itinerary and story line that explain the importance of the war, its players, events, and the role of the forts would help to reinforce Canal Place's interpretive program. In lieu of developing a separate facility, the French-Indian War theme could be included in the program for a "regional history museum" that also addresses the region's transportation and industrial heritage.

The Authority's Role: The existing Fort Cumberland walking trail was funded by Maryland Program Open Space, the National

and State Bicentennial Commissions, and the City of Cumberland as a Bicentennial Project. Resources are not currently available to expand the facilities beyond what currently exist. The Authority should work with the State of Maryland, the county, and the City to explore the program, funding, and implementation of a French-Indian War attraction built on the theme of Fort Cumberland. It is assumed that a substantial amount of the funding for such a project would need to be provided by the State. The Authority's role would be to initiate and coordinate efforts to create a unified French-Indian War attraction, with possible specific projects ranging from sponsoring period encampments to working with the other agencies as appropriate to develop new or improved facilities.

Study the feasibility of establishing arts and cultural facilities in the Canal Place Preservation District. *(Action 2.1.5)*

Purpose and Background: The inclusion of arts-related facilities in the program for Canal Place is compatible with the Authority's development goal, and would help to broaden the demographic base and increase the number of visitors to Cumberland. By coordinating with existing arts groups such as the Cumberland Cultural Foundation, Allegany County Arts Council, Frostburg State University, Cumberland Theater, Haystack Mountain Art Workshops and others, the Authority could involve the arts community as partners in events, exhibits, and performances.

Station Square and Crescent Lawn will provide venues for outdoor events. If arts are to be an integral part of the Canal Place program, space for indoor events and exhibits is also needed. Performing arts can be accommodated in existing facilities in the City and County such as the Cumberland Theater. However, Cumberland currently lacks exhibit space for the visual arts. An effort is currently underway to provide a secure venue for several local art collections. The purpose of this effort is to keep local art collections intact and to prevent occurrences such as the past removal of the collection of the founder of the Footer's Dye Works to a gallery in Baltimore, which deprived the region of some of its heritage. The provision of gallery space would also make it possible to attract travelling art exhibits to Cumberland.

The Authority's Role: In the short term, the Authority should cooperate with the Cumberland Cultural Foundation to establish a gallery and performance venue in or near Canal Place. A feasibility study would be needed to determine the best location, program,

ARTS ALIVE

STAGE LEFT Theatre

Figure 77: A variety of successful arts performance groups already exists and can be drawn into Canal Place's programmatic agenda.

CUMBERLAND THEATRE
Western Maryland's ONLY Professional Theatre
101/103 Johnson Street Cumberland, MD 21502

scope, cost, and design parameters of the facility. Should the feasibility study determine Canal Place to be the optimum location for a gallery, the Authority may be in a position to assist in establishing the gallery by providing technical assistance in planning and design, space, and/or funding.

Objective: Develop appropriate recreational and special event facilities and programs. (Objective 2.2)

People will make Canal Place successful. To attract people over the long term, Canal Place must offer an excellent physical setting supported by sufficient activities and events to engage the interest of visitors to stay longer or return for repeat visits.

Outdoor recreation is the major asset of Western Maryland's tourism program and is currently the primary use of the C&O Canal NHP in Cumberland. The Canal Place initiative offers an opportunity to build on the current recreational use of the park, increasing its attractiveness to visitors and residents alike. At present, access to the River is very limited, and no facilities such as picnic areas, paths, or boat access points are present to encourage use. Special events such as fairs and festivals are another method of attracting visitors. The variety of events and activities should address all ages and abilities to develop a tourist (and resident) market encompassing all types of people—families with the smallest of children, teenagers, young adults, young couples, middle aged couples with and without children, and retirees.

Connecting to the River: A Major Opportunity for Cumberland

Except for the Riverside Recreation area, Cumberland currently has no recreational facility, programs or policy for encouraging better public access to and use of its riverfront. Many similar cities throughout the country have "reclaimed" their waterfronts as important civic and recreational amenities. While the presence of the C&O Canal NHP offers the opportunity for better use and access, the city, with NPS, should develop its own policy, programs and recreational development concepts for the lands in the South Park. The Riverside Recreation area could then be made part of an integrated open space network linked to the city at key points.

Deep water recreational uses of the Potomac River should be considered upstream of the Industrial Dam at the West Virginia bridge, extending upstream to the Kelly Springfield/YMCA site. These uses could be reinforced by a greenway/path connection from the YMCA to Riverside Park, along the river.

Coordinate with the National Park Service and other entities to implement recreational and related improvements in the Park Corridor. *(Action 2.2.1)*

Purpose and Background: The 1991 *Canal Parkway Development Study* provides a starting point for identifying compatible outdoor public recreational facilities for development in the C&O Canal NHP. The Canal Place initiative has provided an opportunity to further evaluate the potential for recreational facility development in the Park Corridor. As a result of this evaluation, several new projects are recommended in addition to the recreational improvements proposed in the 1991 plan.

Figure 78: *The canal has always had a magnetic attraction as a recreational resource. (Herman and Stacia Miller Collection)*

Because of the geography of the riverfront and the proposed use concept, the 1991 plan divided the Park Corridor into three areas from north to south: the Terminus, the Linkage, and the South Park. The Terminus extends from Baltimore Street to the proposed flood-

gate/rail bridge; the Linkage extends from the floodgate to the proposed River Meander Marsh; and the South Park extends from the River Meander Marsh to the Offutt Street crossing at the Riverside Recreation Area.

As viewed along the length of the park the major linear features are: the Potomac River; the transition land between the river and the canal; the canal and towpath; the buffer between the canal and the Parkway; and the buffer/connection between the Parkway and the City of Cumberland.

The use concept for the park permits a wide range of compatible activities to be accommodated within the balance of historical and environmental preservation, recreation, and economic development. The general concept for recreational use is to concentrate activity and adjacent uses at the more urban Terminus and gradually diminish the intensity of recreational activities towards the more rural and ecologically sensitive South Park.

Outdoor recreation projects contained in the 1991 plan included, among others, a network of recreational trails with linkages to the City and development of the Crescent Lawn and Wills Creek Esplanade in the Terminus. The following projects have been added for consideration and evaluation of their impact on the park and their benefit to Canal Place and the community. These actions are dependent on NPS approval based on review of their effect on capital development and operations of the park. The projects are as follows:

- Boating and fishing access points at the Terminus
- Land acquisition in the South Park
- Public recreational facilities in the South Park
- Use of additional park land acquired for the Canal Parkway

Boating and fishing access points at the Terminus

Boating and fishing access should be provided to permit convenient recreational use of the river. The high visibility of these activities would also serve to advertise the park to other visitors and promote opportunities for private boating and fishing concessions. The presence of successful concessionaires in the Terminus would further reinforce its attractiveness both to tourists and other potential investors.

C&O Canal Boat Policy

NPS policy prohibits the use of recreational boats such as canoes, kayaks or rowboats in the canal if mule-drawn excursion boats are in operation. If excursion boats are infeasible, not in operation, or delayed in implementation, recreational boating would be permissible and highly desirable.

Figure 79: *The Shawnee Canoe Club once made extensive use of the Potomac River at Cumberland. Canoeing remains popular along the river, along with boat fishing. Provision of boat access ramps in the park corridor would make boating possible and convenient again. (Herman and Stacia Miller Collection)*

Figure 80: Canal boats were arranged so that the operator and his family had a cabin in the stern, mules were quartered in the bow, and feed for the mules stored in the center, amidships. Cargo holds were located between the three areas. This boat was docked just south of the rail bridge across the Potomac at the Main Basin. (Herman and Stacia Miller Collection)

Land acquisition in the South Park

The NPS, state, City, and Authority should continue to evaluate additional land acquisition opportunities between the canal and the river. Evaluation critieria should emphasize consideration of lands that have high educational and natural resource values. If the NPS proposes to acquire additional lands for the park either through purchase or donation, the C&O Canal NHP would require congressional authorization by way of an amendment to the park's enabling legislation. Specific tracts that will be designated for NPS acquisition will be identified in the final plan. Other lands along the canal and proposed parkway will be evaluated by the Authority and state to determine parcels whose acquisition could enhance Canal Place. Should entities other than the NPS acquire the land, recommended uses would require evaluation to determine their compatibility with the Authority's Management Plan and their acceptability to the NPS.

Public recreational facilities in the South Park

The development of public recreational facilities compatible with the C&O NHP would increase the attractiveness of the park and riverfront to residents and visitors. Towards this end, the following facilities are proposed for further consideration: vehicular access, developed fishing access points, small campgrounds, and small boat access. As noted above, the question of future ownership is the driving force behind decisions as to the intensity of development.

- ***Vehicular Access***

Working with MDNR's Program Open Space or other entity, acquire the rail line connecting Cumberland to the Knobley Tunnel Bridge, possibly through the Rails-to-Trails Program. Consider a parking lot and/or recreational staging area in the land between the C&O Canal NHP and Ford Avenue.

The Knobley Tunnel Rail Connection

This rail line begins in South Cumberland in the industrial zone along Lexington Avenue. It extends along Lexington Avenue and turns west to cross the C&O Canal and Potomac River by way of two bridges. It enters a tunnel on the west side of the river. CSX has petitioned to de-commission the rail line, which would make it available for transferral to the Rails-to-Trails Program. Ownership of the bridges raises security and liability issues. Implementation of the Rails-to-Trails concept may entail structural repair of the bridges and lead paint abatement.

- ***Developed Fishing Access Points***

If land in the South Park is owned by the NPS or other entities, consider providing accessible, developed fishing access points at feasible locations in the South Park.

- ***Small, Low-Impact Campgrounds***

If land in the South Park is owned by the NPS, consider development of a small, low impact campground in the South Park area to serve hikers and bikers on the C&O Canal towpath, similar to the type of facility provided at Antietam Creek.

If the land is acquired by entities other than the NPS, consider development of a car-accessible campground through the conversion of the rail bridge over the canal to a one-way vehicular bridge. Consider development of a campground on the east side of the Canal Parkway right-of-way.

- ***Small Boat Access***

If the land is owned by entities other than the NPS, consider development of small boat access in the South Park area, either associated with the potential vehicular access point at the rail bridge over the Canal or at the Riverside Recreation Complex.

- ***South Park Stables and Pasture***

Consider developing the Farmstead as an interpretive and/or maintenance facility including a ranger-occupied farmhouse and a stable and pasture for mules used for towing canal excursion boats. Consider using this facility for overnight boarding of downtown-based carriage ride concessionaire livestock (only if towpath user conflict issues can be resolved).

Figure 81: A necessary part of a working canal boat operation, mules could add interest to the pastoral scenery of the park corridor. The mules, and possibly other working livestock, could be boarded and pastured nearby at the Wolf Farmstead, providing a convenient location for park staff to operate from and an interesting addition to the farmstead appearance and function. (NPS)

Use of additional park land acquired for the Canal Parkway

The Authority should actively participate with the NPS and MSHA in determining the best policy for addressing the ownership of land between the narrowly defined state right-of-way for the Parkway and the C&O Canal NHP. Unresolved issues such as the extent, ownership, presence of hazardous materials, and future use and appearance of the right-of-way should be evaluated by the Authority. If additional land beyond the limits of the proposed Parkway were to be acquired, such land should be considered as a visual extension of the C&O Canal NHP and should:

- buffer the roadway from the Canal;
- buffer the roadway from adjacent industrial properties;

- provide a "sculptural" setting through which motorists will drive;
- accentuate the topography where appropriate to enhance the experience of the "road in a park;"
- provide ample pedestrian access at logical points to and from the City and the park across the roadway;
- complement the natural landscape of the South Park of the C&O Canal NHP by using indigenous, low maintenance plant materials in an innovative manner; and
- frame important vistas of the City and river where possible.

New park land should be evaluated for the opportunity to provide additional recreational facilities and privately-run park recreation concessions.

The Authority's Role: As managing agency of the C&O Canal NHP, the NPS will be the prime agency responsible for implementing most of the proposed Canal improvements. Other agencies involved in various phases of the project include the USACE, MSHA, and MHT. The Authority's primary role should be to support and act as a clearinghouse for the coordinated efforts of the principal agencies involved in the project. In this capacity, the Authority should initiate contact with other agencies such as the federal Environmental Protection Agency and Fish and Wildlife Service, and Maryland DNR, and DOE, who may be potential partners in implementation. In addition, the Authority should take responsibility for implementing projects, which other agencies may not be able to undertake, using its own channels of funding. For example, funding for two components of *Summary of Preliminary Park and Transportation Alternatives* (December 1993), the Crescent Lawn and the Wills Creek Esplanade, is contained in the Authority's Fiscal Year 1996 capital budget request.

Coordinate with other entities to establish a special event program for the Canal Place Preservation District. *(Action 2.2.2)*

Purpose and Background: Fairs, festivals, and other special events are a potential major source of visitation and should be an integral part of the Canal Place development program. Cumberland and Allegany County have a well-earned reputation for staging successful festivals. Indeed, visitation due to festivals and special events is higher than in any other region in Maryland. New events would be especially beneficial in the winter when tourism activity is at its lowest level.

Figure 82: Parades and festivals have enlivened Cumberland for years. The need for large public gathering spaces convenient to downtown makes the Crescent Lawn and Station Square ideal venues for those fairs and festivals that cannot be accommodated elsewhere in the City. (Herman and Stacia Miller Collection)

In the early development of Canal Place, special events could function to energize the community and increase awareness of the accomplishments of the Authority. Events could be held to celebrate the incremental progress of Canal Place and to heighten a sense of community stewardship and involvement in the project. Examples of this approach would be a festival to celebrate the opening of the Crescent Lawn or an event celebrating the connection of the towpath to Station Square. Stewardship events could be as simple as trash clean up or weed removal along the river involving local school children and volunteers. The annual Rail Fest held at Station Square, the fishing rodeo annually sponsored by the City Parks and Recreation Department on the C&O Canal, and the bicycle race held in Cumberland in 1994 and 1995 are other examples of events that are currently staged in the Canal Place Preservation District. The Canal Boat Festival currently held at North Branch might be considered as a candidate for relocation to the Crescent Lawn, the better to take advantage of proposed NPS canal boat interpretive displays and excursion rides.

Figure 83: Drumfest is but one example of the type of activities that demonstrate the well-organized event programming in which Canal Place should become a partner.

The development of special events at Canal Place could be connected to the area's growing arts and theater movement. The Cumberland Theater has already made impressive strides in establishing a professional drama presence in Cumberland. Plans are currently being considered to attract a children's touring company to be in residence at the theater in the winter. A "Children's Winter Festival" staged over two weekends in January or February would complement this initiative. With two ski resorts within a reasonable driving distance, such a festival should have a ready-made market. Potential events and attractions might include:

- special children's theater presentations;
- drama workshops, including the opportunity to work backstage at theater productions;
- a children's/family film festival;
- ice-skating and other events in cooperation with the new YMCA rink to be developed at the Riverside Industrial Park; and
- craft workshops oriented towards winter holidays such as Valentine's Day and Presidents' Day.

Other possible themes for special events are the French and Indian War and the Civil War. Battle reenactments and encampments could bring the historic significance of Fort Cumberland to life.

Such events could be staged in the South Park or on the West Virginia side of the Potomac River. Reenactments of Mac Neil's Partisan Rangers kidnapping of Union Generals Kelly and Crook could be staged yearly.

The Authority's Role: An appropriate role for the Authority is to support and assist the Allegany County Visitor's Bureau and other coordinators of successful events such as Rail Fest and to work with these coordinators to initiate new activities and events. To sustain the momentum of Canal Place, the Authority must play a major short-term role in coordinating and initiating new events given limits on staffing and resources currently available to organizations such as the Allegany County Visitor's Bureau. At the same time, the Authority should work with the existing event coordinators to identify additional resources to support expanded event programming. This effort would include targeting individuals, schools, clubs, churches, and other organizations to help develop, sponsor, and run events.

Figure 84: The turn of the century was a time for fanciful displays of community spirit and patriotism. (Al Feldstein)

Objective: Encourage development of appropriate private commercial facilities that complement public attractions and uses. (Objective 2.3)

A major purpose of Canal Place is to spur economic development in the Preservation District compatible with the character of the C&O Canal and other historic resources that make Cumberland a desirable heritage tourism destination. This objective requires a partnership among the Authority and other agencies, such as the Downtown Development Commission, Downtown Cumberland Business Association, and Allegany County Department of Economic Development, to identify and pursue opportunities for private sector, tourism-related investment, particularly in the Terminus and downtown.

Study the feasibility of private sector, visitor-oriented development in the Terminus. (Action 2.3.1)

Purpose and Background: Private sector investment in the Terminus would increase Canal Place's attractiveness as a visitor destination and could result in significant economic benefits. Potential short-term uses compatible with heritage tourism development include a food concession and a bike/boat rental concession (following improvements to the C&O Canal NHP to improve bike access to the towpath and allow access to the canal and river for boating). A seasonal food concession (e.g., an attractive outdoor cart operated

by a local vendor such as one of the downtown restaurants) would greatly enhance Station Square and would serve the needs of visitors not intending to ride the train to Frostburg and dine at the restaurant at the station. As the development of Canal Place proceeds it is anticipated that an increasing number of visitors will arrive for activities other than riding the Western Maryland Scenic Railway. For example, recreational improvements to the C&O Canal will make it a more attractive destination for bikers and boaters. The large industrial space of the main Footer's Dye Works building could serve as a short-term location for a bike rental concession.

In the long term, a wide range of potential private sector activities could be compatible with the heritage tourism theme of Canal Place, if appropriately developed. Examples include a restaurant/cafe, a family-oriented interpretive/recreation heritage attraction, an outdoor sports equipment outlet center, an expedition outfitter/concessionaire, and possibly a hotel. For a large project such as an interpretive/recreation attraction, a study would be essential to address issues such as program, space requirements, reuse of an existing building versus new construction, rehabilitation/ construction costs, operating costs, and overall economic feasibility.

The Authority's Role: The Authority will need to play an active but flexible role in promoting and ensuring the compatibility of private sector development in the Terminus. Different strategies will be appropriate depending upon ownership of the property (Authority versus privately-owned), type of project, and nature of involvement of the developer and/or landowner. For example, the Authority could facilitate development of concessions by providing space and financial inducements such as a low interest loan program. This widely-used type of program could assist in the "incubation" of a small scale, local entrepreneur who might otherwise be unable to afford rent, insurance, and other operating costs in the first years of business.

For larger projects to be developed on Authority property (e.g., the Footer's Dye Works building), the Authority could act as developer and contract with a private sector entity to operate the facility. Alternatively, the Authority could lease (or even sell) the property to a private developer who would construct and operate the facility. In the former case, the Authority would need to conduct a feasibility study prior to developing the project. A feasibility study would be advisable in the latter case as well, although the Author-

ity could solicit proposals from developers in lieu of conducting a detailed evaluation. If the facility is to be developed and operated by a private entity, the Authority would need to secure an agreement with the developer providing it with sufficient control to ensure that construction and operation are compatible with Canal Place. In such cases, the Authority should rely on guidelines established to ensure that the use and appearance of the development is compatible with the theme and image of Canal Place. These guidelines should be in place prior to the issuing of requests for proposals to developers, so that development ground rules are incorporated into project planning and implementation from the outset.

Not all of the potential private sector development in the Terminus can or will occur on property owned by the Authority. The Authority should immediately begin a dialogue with property owners, such as Cumberland Times News, TCI Cablevision, Aircon, and Cumberland Electric, with the intent of building partnerships to ensure that any future development that occurs on privately-owned property is compatible with Canal Place. It is possible that future joint development opportunities may emerge wherein the Authority contributes financial leveraging, infrastructure improvements, and/or some other form of assistance to a project developed on privately owned land.

Because of limits on available staffing and resources, it is essential that the Authority rely on the assistance and expertise of established agencies to the greatest extent possible in pursuing a private sector investment strategy for Canal Place. The Maryland Small Business Development Center, for example, provides training and technical assistance for small businesses. The Allegany County Department of Economic Development has participated in two joint venture projects with the City of Cumberland and could play an active role in facilitating private sector development in the Terminus.

Coordinate with other agencies to create opportunities for long-term collateral development in the downtown.
(Action 2.3.2)

Purpose and Background: The potential economic benefits of Canal Place to the City of Cumberland should extend beyond the Terminus area to help revitalize the downtown by spurring spin-off, tourism-related development. To fully realize these benefits, a strategy for encouraging economic development in the downtown is needed. This strategy must focus on connecting Station Square—the current focus of visitor activity—to the downtown and positioning

the downtown for development of compatible tourism-oriented businesses. The following projects are possible components of this strategy:

- a new downtown shopping brochure and map,
- new stores on Mechanic Street between Pershing Street and the Baltimore Street mall,
- filling gaps among tourism-oriented businesses,
- a local business outlet center,
- using the vacant upper floors of downtown buildings, and
- a new hotel.

A new downtown shopping brochure and map

Shopping perennially ranks high among the favorite activities of tourists, and visitors to Western Maryland are no exception. Cumberland has an attractive downtown shopping precinct with a number of stores that tourists like—antique shops, a book shop, a real dime store, old fashioned hot dog shops, and a regional farmers market. However, the area has not yet realized its full tourist shopper potential.

An initial and modest step that should be taken is to rework the current downtown merchant's brochure, which currently lists all businesses downtown, to highlight those of interest to tourists. A related effort would be to produce a restaurant brochure that is targeted at tourists, particularly emphasizing family dining near the downtown and other attractions. Additionally, the existing map of the downtown at Station Square could be replaced with a more prominent display that indicates shops and restaurants that might be of interest to tourists.

New stores on Mechanic Street between Pershing Street and the Baltimore Street mall

The east side of Mechanic Street between Pershing Street and Baltimore Street is highly visible from Station Square but is not currently developed with businesses attractive to tourists. The addition of tourism-oriented shops could help to create a visitor connection from Station Square to the Baltimore Street mall. The connection would be enhanced by the presence of engaging shops of any type, but could be even stronger if the shops or restaurants were thematically related to the Station. Using the techniques of successful retail mall design, the sequence of shops and restaurants along Mechanic and Baltimore Streets could be composed to lead tourists from Station Square to the mall. An example of this would be the develop-

ment of a railroad/hobby shop at the corner of Pershing and Mechanic Streets, which would connect the railroad theme to a retail opportunity. With the hobby shop as a magnet, another key store with visible signage or displays could be located at the corner of Mechanic and Baltimore Streets. Any new stores on Mechanic Street should be developed with facades and signage compatible with the visual character of the downtown.

Filling gaps among tourism-oriented businesses

Currently, the major gap in visitor services in the downtown/Station Square area is the lack of restaurants and night spots that are open in the downtown. Aside from the Holiday Inn, only a few restaurants are open, primarily on the east edge of downtown at some distance from Station Square. Development of a family-oriented restaurant would fill this major need. Other potential niches exist for tourism-oriented businesses such as a model railroad shop, adventure sports outfitters, and a local business specialty outlet center (discussed below). The results of focus groups conducted for the Management Plan indicate that a local brew pub could be a popular attraction for Canal Place and the downtown.

A "Made in Western Maryland" locally-manufactured-product retail center

As part of a strategy for targeting tourism-oriented businesses and retail stores serving local clientele, and encouraging compatible development in the downtown, an immediate effort could be made to attract local specialty stores such as Biederlack Co. (blankets), Snyder's Cut Crystal, Twigg's Ceramics, and Schwab Company (children's and infants' wear). The establishment of a branch of Yoder's Country Market store and Kim's Khocolates at the Gateway Center (a joint City/County economic development project) is an important first step in this regard. To jump-start a homegrown specialty center downtown, the City and County should consider providing space for specialty shops in a building that would be operated in a fashion similar to the existing antique market. Small spaces could be leased to individual retailers within the building and staff provided to make sales if the proprietor were not available. The Allegany County Economic Development Department could play an important role in this effort.

Using the vacant upper floors of downtown buildings

The relationship between Canal Place and the downtown is reciprocal—the downtown would benefit from popular attractions at Canal Place as much as Canal Place would benefit from the vitality

of a healthy and well-used downtown. The appearance of a successful downtown could be greatly enhanced by better use of the upper floors of buildings. Potential uses include residences, offices, and artists' space for studios or display. Some modest residential development is already occurring on the upper floors of buildings along the Baltimore Street mall. This positive trend can be encouraged by streamlining building codes and regulations and providing low-interest renovation loans or grants.

A new hotel

Cumberland currently has only one major hotel downtown and a bed and breakfast operation located within a few blocks of Station Square. The occupancy rates of the downtown hotel and other chain hotels in Allegany County are very high, indicating the potential to build another hotel in downtown Cumberland. According to various sources, several national hotel chains are now exploring expanding their facilities in Allegany County or building new ones. Development of a new hotel in or near the downtown would yield significant economic benefits by attracting visitors to Canal Place to stay overnight in Cumberland. The Authority should pursue a feasibility/marketing study for a new hotel in or immediately adjacent to Canal Place.

The Authority's Role: Because of its focus on the Terminus, the Authority will play a less active role in promoting economic development activity in the downtown. However, the Authority can still make an important contribution by initiating discussions among organizations such as the Downtown Development Commission, Downtown Cumberland Business Association, City of Cumberland, and Allegany County Department of Economic Development, regarding appropriate tourism-oriented development in the downtown. Over the long term, the Authority should support and assist the efforts of other agencies to attract appropriate tourism-related businesses to the downtown. The Authority should also coordinate its own economic development activities in the Terminus with the efforts of other agencies to attract businesses to the downtown and to minimize the potential for conflicts.

Work with local financial institutions and economic development agencies to establish a low interest loan program for special projects within Canal Place.

(Action 2.3.3)

Purpose and Background: A low interest loan program could be used to help finance start-up businesses and to assist property

Figures 85 & 86: The upper floors of many buildings in downtown such as these could make splendid locations for apartments and offices if building and zoning codes are adjusted to permit practical compliance measures. (WRT)

A Recommmendation for Potential Re-Organization
The Downtown Development Commission and the Downtown Cumberland Business Association could be merged into a single entity. This consolidated entity should immediately undertake a strategic plan and hire an experienced downtown manager. (WRT)

owners in obtaining capital for acceptable improvements to properties with historic significance. This program could be used as an incentive for facade and signage improvement programs, and for home owner improvements done with approval from the Historic Preservation Commission and the Authority.

A loan pool could be assembled to provide gap financing for small businesses, thus spreading the potential risk for start-up businesses in the city and Canal Place. The City and county should also examine the possibility of contributing to such a fund for businesses that would locate or expand in the downtown or Station Square area.

The Role of the Authority: The Authority should work with the City of Cumberland, Allegany County, and the existing financial and economic development community to set up a low interest loan program for Canal Place.

Coordinate with the Allegany County Visitor's Bureau on a regional tourism marketing and promotion program. (Objective 2.4)

As discussed in *Appendix B: Heritage Tourism and Economic Development Background*, tourism development and promotion, while showing increasing sophistication in the Western Maryland region, is still fragmented and divided along governmental lines. Tourists pay very little attention to such jurisdictional boundaries in putting together their itineraries—they are primarily interested in a sufficient combination of activities, sights, shopping, and other activities to keep them busy and engaged during their visit to an area. Today, there are not enough attractions in the Station Square/downtown area of Cumberland to hold tourists for more than one-half to one day. To extend visitor stays and to make Cumberland a touring center, aggressive steps must be taken to improve linkages among existing regional attractions.

Support the Chamber of Commerce's PACE+ Program. *(Action 2.4.1)*

Purpose and Background: Overall, the level of service offered by tourist businesses is high. Local service workers are very friendly and willing to help visitors. However, they are not always fully knowledgeable about the area's tourist attractions and services. In this light, the Chamber of Commerce's proposed PACE+ ("Positive Attitudes Change Everything") program to educate tourist service

workers to be strong, positive ambassadors for the community is an important action that can pay dividends.

The Role of the Authority: The Authority should support the Cumberland Chamber of Commerce's PACE+ program.

Create a distinct regional identity for Western Maryland. *(Action 2.4.2)*

Purpose and Background: Cumberland occupies a strategic regional location equidistant from attractions in Garrett and Washington Counties as well as within close proximity to those in Pennsylvania (such as Bedford) and West Virginia ("Potomac Eagle" excursion train). Allegany County should position itself as a touring center for the region by providing tourist assistance for customizing itineraries, making reservations for lodging and events, and similar services. Within the region, Cumberland should be considered as the gateway community that provides the necessary facilities, equipment, and services to serve tourists visiting the region.

The Role of the Authority: The Authority should work with the Allegany County Visitor's Bureau to develop a regional marketing plan for the area with the objective of further refining a distinct regional identity to convey to tourists. Building on the "Mountain Side of Maryland" and "The good life lives here" themes, and capitalizing on Cumberland's strategic location, the Authority could support efforts to position Cumberland as a touring center and gateway community to the surrounding attractions.

Develop a joint heritage tourism marketing program for the region. *(Action 2.4.3)*

Purpose and Background: In keeping with the objective of creating a distinct regional identity for tourists, an opportunity exists to increase coordination among the various tourism marketing entities in the region. This might be done through a regional tourist summit convened by non-governmental entities such as Frostburg State University, Allegany Community College, and Garrett Community College. The summit should explore the possibility of a new regional heritage tourism marketing study and the need for permanent regional tourism management organization.

The Role of the Authority: The Authority should initiate discussions among interested parties in Maryland, Pennsylvania and West Virginia to examine avenues of greater cooperation in tourism marketing and coordination. This effort could begin with a regional tourism meeting as described above.

Develop thematic itineraries in the region. *(Action 2.4.4)*

Purpose and Background: Cumberland and the region currently have a wealth of modest, second-tier attractions that can be better packaged to create a more attractive experience for potential visitors. Currently, the county and City rely too heavily on the WMSR which, despite the potential for a new infusion of money, faces management and financial challenges typical of running a steam railroad. Rewatering the canal and offering canal boat rides will be a major feature of Cumberland's heritage tourism attractions, but may be some years in coming given the significant costs involved in project development. In the meantime, existing attractions could be thematically linked to create a more attractive package for visitors. As a focus for the thematic heritage tourism itineraries, the numerous scenic byways of the region could be threaded together to form a pleasant way to get from attraction to attraction. It is currently difficult for visitors to obtain scenic drive itineraries. Only a modest effort would be required (perhaps even by volunteers through the local Chambers of Commerce or other service organization), to identify, write about, map, and attractively package the best drives. These drives might be organized around different themes such as:

- fall colors
- French/Indian War (Fort Necessity, Fort Ligonier, Fort Cumberland)
- colonial history (Fort Cumberland, Bedford Colonial Village)
- shopping, bargains, antiques
- transportation revolution
- outdoor adventure (canoeing, fishing, biking, etc.).

Figure 87: The National Road is one of several itineraries that are possible routes for tourists to explore the Western Maryland Region. (WRT)

Figure 88: Scenic overlooks such as this in Green Ridge State Forest portray the beauty of Western Maryland. These overlooks should be reinforced as heritage tourism nodes. (WRT)

The Role of the Authority: The Authority should support the Allegany County Visitor's Bureau in developing, packaging and marketing thematic itineraries to link attractions throughout the region.

Develop and implement a circulation and parking plan for vehicles and pedestrians. *(Objective 2.5)*

Adequate access, circulation, and parking for vehicles and pedestrians is vital to the success of Canal Place. The Authority is in an excellent position to work with the City and MSHA to develop and implement a comprehensive access, circulation, and parking plan to address these issues. The findings of the Management Plan can be used as a starting point for this effort.

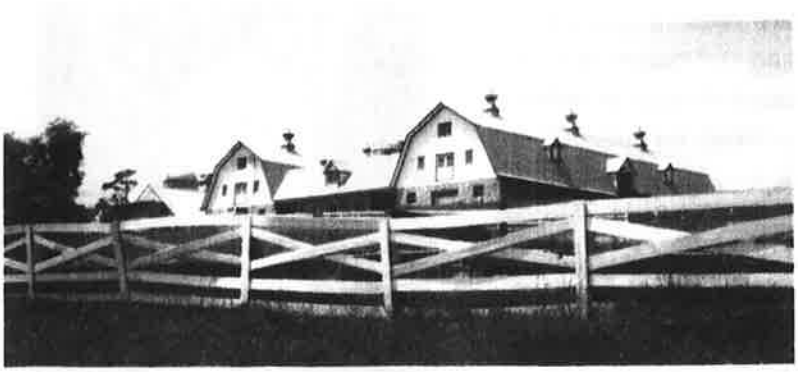
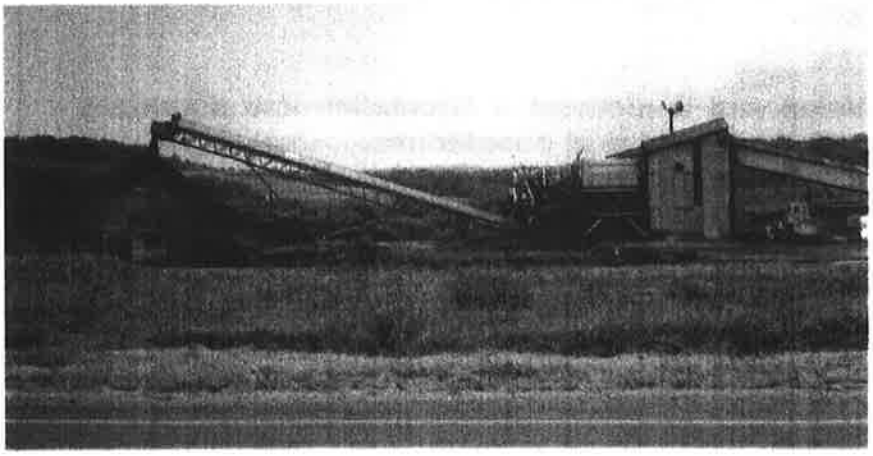


Figure 89: Farmland along the Potomac River floodplain still retains its scenic beauty. (WRT)

Figures 89-92
Heritage Tourism in Allegany County
The wealth of historic, scenic, and cultural features in the county could be reinforced by the interpretive planning for Canal Place. A scenic drive itinerary could link these features with country roads.

Figure 90: The LaVale Tollhouse, one of the few remaining tollhouses from the National Road, lies along the route from Cumberland to Frostburg. (WRT)

Figures 91 and 92: Coal mining, as illustrated in a vintage postcard (above) and in contemporary use (to right), is a gritty and intriguing counterpoint to the lush farmlands in the glades of western Allegany County and the Potomac River valley. (Al Feldstein and WRT)



Coordinate with the City of Cumberland and State of Maryland to improve access to and circulation within the Canal Place Preservation District for private vehicles, busses, and service vehicles. *(Action 2.5.1)*

To function as a tourist destination, Cumberland must get visitors to the City and distribute them to their various destinations as efficiently and pleasantly as possible. The presence of I-68 and other state highways provides Cumberland with good access from the regional road network. However, the complexity of its local geography and street system, including confusing access from I-68, make vehicular circulation within the City difficult for visitors. The high cost of major infrastructure improvements to address problems such as the I-68 viaduct and exit ramps make such actions infeasible, at least in the short term. However, within the framework of existing and readily alterable conditions, there are some excellent opportunities for improving access and circulation in and around Canal Place. These opportunities can be divided into two project categories: Canal Parkway and other access and circulation improvements.

Canal Parkway

The MSHA is currently preparing plans for the construction of Canal Parkway to provide better vehicular access to South Cumberland and to link the Cumberland Regional Airport with downtown Cumberland. The Parkway will also include measures to improve pedestrian access from the City to the C&O Canal NHP and River in the South Park.

As currently planned, the Parkway will terminate in ramps on MD 51 (Industrial Boulevard) in the vicinity of the existing intersection with Wineow Street. The plans do not include any improvements to MD 51 north of this intersection. The connection between the Parkway and Terminus area should be evaluated as part of a comprehensive plan for improving access to Canal Place (see discussion below).

To encourage more compatible use of the C&O Canal NHP by residents and visitors, the Parkway should also be evaluated for its ability to provide vehicular access to the South Park area. The Parkway could provide park access for maintenance and emergency services, potential perimeter parking lots, and for facilities on the river side of the canal, if deemed appropriate.

Potential access locations include Ford Avenue between the Wiley Ford Bridge and Canal Bridge, the CSXT/WMSR interchange track leading to Knobley Tunnel, and the proposed intersection at Elder Street.

Figure 93: Remote car and bus parking lots with shelters such as this one at Harpers Ferry NHP could be part of the solution to future congestion as Canal Place evolves and its attractions are implemented. (WRT)

The 1991 Canal Parkway Development Study contained no provision for parking in the South Park area. One or more small parking lots should be considered to provide access to the park. The Authority should work with NPS and MSHA to evaluate this possibility.

Other recommended features to be included in the design of the Canal Parkway, which are discussed above in Actions 1.2.1 and 2.2.1, are: a sustainable approach to stormwater management, including the use of wetland filtration/de-sedimentation basins.

Other access and circulation improvements

A number of access and circulation improvements can be identified to better serve visitors to Canal Place. There is a pressing need for good signage to guide visitors. Vehicular and pedestrian circulation in the area between I-68 and Winston Street is disorienting, and possibly unsafe for the expected numbers of visitors to Canal Place. As noted above, the proposed plan for Canal Parkway does not recommend any improvements to MD 51 north of the general area of the existing Wineow Street intersection. Access and circulation issues related to the connection between the Canal Parkway and Terminus should be addressed. To help create this connection, use of urban streetscape design techniques sensitive to the historic context could be considered to extend an aesthetic link from the MD 51/Canal Parkway intersection north approximately 1,000 feet to I-68. These measures could extend the parkway design treatment to a "gateway island" at the beginning of Queen City Drive. The extended parkway design treatment could include a slightly wider median with raised brick islands, brick splash blocks and sidewalks, special lighting, and landscaping.

Detailed traffic and operational analyses of the street network in the vicinity of the I-68 ramps are warranted. The existing I-68 exit/entrance ramps and maze of local streets and alleys immediately north and south of the I-68 viaduct creates considerable confusion for tourists. For example, the westbound I-68 exit ramp to south bound MD 51 intersects with Mechanic Street and Howard Street along the north face of the Footer's Dye Works building. Furthermore, the numerous entrances and exits to the fast food establishments south of I-68, and their associated signage, adds to driver confusion.

The increased traffic volumes and parking demands associated with the anticipated development of Canal Place will exacerbate what are already unacceptable traffic operational problems in the

vicinity of I-68. Because of this, a comprehensive access and circulation study of the Terminus/downtown area is warranted. This study could be jointly funded and administered by the City of Cumberland and the MSHA and address the following issues:

- detailed turning movement traffic data, including pedestrians and truck classifications;
- detailed review of accident data;
- an inventory of utilities, including ducts for traffic signal interconnects and street lights;
- development of roadway improvements, including geometric modifications to accommodate vehicle turning radii and access to existing businesses and the redeveloped Terminus area;
- development of alternatives for improved pedestrian circulation, including pedestrian crosswalks and sidewalk improvements;
- preparation of a recommended overall plan for improvements with estimated construction costs;
- consideration of the impact of opening Baltimore Street to vehicular traffic;
- consideration by MSHA of the future removal of the viaduct pier which is now in the center of the proposed canal turning basin. A project such as this would be placed in the state's long-term plan for the refurbishment of the viaduct as it reaches the end of its 25-year design life cycle; and
- opening discussions with CSX on the subject of retiring its WMSR/CSXT interchange track which runs from the main line to the Station, across the proposed floodgate and guard locks. This should be considered an early action by the Authority since CSX has also submitted a request to abandon its Knobley Tunnel line.

A preliminary list of possible improvements to be addressed by this study is shown in the following table on page 92.

Figure 94: Entrance to Station Square at Mechanic and Harrison Streets.

Figure 95: Near the guard locks at the C&O Canal Terminus.

Figures 94, 95, and 96
Signage is the first message that visitors receive about Canal Place. Unity, excellent design, and a well-conceived arrangement of signs is critical to the success of Canal Place. The current array of signs in the district and at key gateways and nodes is adequate, but visually disjointed. There should be a unified system reassuring visitors that they are "on the right track." (all photos WRT)

Figure 96: U.S. Alternate Route 40 at Wills Creek Bridge near the city limits at the entrance to the Narrows.

POSSIBLE TERMINUS AND DOWNTOWN AREA TRAFFIC IMPROVEMENTS

Location	Possible Improvement
Overall I-68 National Freeway in the vicinity of Cumberland	Provide supplemental information signage directing tourists to historic resources and parking areas.
EB I-68 exit/entrance ramps at Johnson Street/Moose curve	Provide supplemental information signage for historic resources.
EB I-68 exit to SB MD 51	Improve signalization and signage at intersection with Industrial Highway and Wineow Street.
EB exit ramp to Centre Street	Improve signalization and signage at intersection with Centre Street.
EB exit ramps at Maryland Avenue	Provide supplemental signage for historic resources.
WB I-68 exit/entrance ramps at Maryland Avenue	Provide supplemental signage for historic resources.
WB exit ramp to West Harrison Street	Provide large "story board" signage identifying historic resources and parking opportunities.
WB I-68 exit ramp to SB MD 51	Improve signalization and signage at intersection with Mechanic Street.
WB I-68 at Johnson Street/Moose Curve	Provide supplemental information signage for historic resources.
MD 51 between I-68 and CSX Railroad Bridge/entrance ramps to Canal Parkway	Address the connection from Parkway to the Terminus, including access points and urban streetscape design techniques.
Overall Cumberland Area	Provide substantial signage throughout Cumberland on the main arterials directing tourists to parking areas and to I-68. Also, review existing signage for designated information and historic locations.
Intersection of Baltimore Street and Mechanic Street	Provide additional turning lane or alter the flow of traffic on nearby streets (possibly by converting them to one way streets or restricting certain turning movements) in order to reduce vehicle queues.

EB = Eastbound
WB = Westbound
NB = Northbound
SB = Southbound

The Authority's Role: The Authority should initiate discussions with the City of Cumberland and MSHA to define the parameters of coordinated vehicular access and circulation studies of the Terminus and downtown. It is anticipated that the MSHA will take responsibility for evaluating and implementing improvements to the Canal Parkway, MD 51, and the I-68 exit/entrance ramps while the City's Engineering Department will address improvements to city streets required to better serve Canal Place. The scope of the current Canal Parkway design study by MSHA should be extended to address the connection from the north end of the Parkway along MD 51 to I-68. The Authority should support the City and MSHA in conducting the studies and should participate in their implementation with the specific intent of improving access to the Terminus.

Coordinate with the City of Cumberland to ensure adequate parking for the C&O Canal NHP, Western Maryland Railway Station, and future attractions in the Canal Place Preservation District. *(Action 2.5.2)*

An adequate supply of parking conveniently located with respect to tourism attractions and services is an important need that will become even more of an issue as visitation to Canal Place increases. On an overall basis, the existing parking supply in the downtown/Terminus area is sufficient to accommodate demand. However, the Station Square parking lot is heavily utilized by patrons of the Western Maryland Scenic Railroad and conflicts can occur with other visitors, customers, and employees of nearby businesses. Thus a strategy is needed to better manage the existing parking supply and provide additional parking as visitation to Canal Place increases.

During the early development of Canal Place, this strategy will involve management of the existing parking supply to improve utilization (e.g., by limiting the use of the Station Square lot by non-tourists, improving directional signage to alternative lots, opening up a portion of the Crescent Lawn to overflow parking, etc.). The City is negotiating with a developer of a major parking garage and office tower. This opportunity could lead to additional parking for the both the City and Canal Place, if these entities can move quickly to quantify a parking demand and work with the developer to include the additional spaces in the garage programming. In the long term, it is anticipated that development of additional parking to serve the increased number of visitors to Canal Place will be needed. Given the limited space for additional parking available within the immediate Terminus or downtown areas, one

possibility is to provide parking outside the immediate downtown area with possible provision for bus or trolley linkages. A nearby site that has been identified as a possible location is the property owned by CSX Realty along Wills Creek west of the Scenic Railroad tracks and bordered on the north, south, and west by Market, Baltimore, and Cumberland Streets respectively.

The Wills Creek site is available for purchase and is accessible from Cumberland Street via an existing ramp. This site could easily be improved as an attractive remote parking facility. If the site development were combined with construction of the proposed Allegheny Highlands Trail, a new walkway could be built providing attractive pedestrian access to the Terminus (see Appendices A and F for further discussion of the Trail).

Parking availability for the many visiting tour busses is another important concern for the short- and long-term vitality of Canal Place. The maximum number of tour busses that must be accommodated at the current time is reportedly less than ten. This figure may increase in the future as Canal Place becomes more popular. Several parking lots have been identified as potential storage locations for busses that bring tourists into the downtown area, specifically to Canal Place. The existing parking lot under I-68, east of Mechanic Street, is currently underutilized and would provide sufficient space for several busses. However, it appears that this lot could be used more efficiently if it were designated as a passenger car lot due to its proximity to Station Square. In addition, idling busses close to the major tourist attractions could negatively affect aesthetics and air and noise quality.

The use of satellite lots to accommodate tour busses should also be considered, either as a simple storage lot or in combination with a dispatch service. Two possible locations would be within the parking lot of Value City, located on Queen City Drive, or within the lot of Cumberland Electric, located on North Wineow Street. Both of these lots already exist and are within walking distance of Canal Place, a favorable condition for passengers who may wish to return to the bus early. Furthermore, if shuttle service were provided to and from the lots (instead of and/or in addition to a loading area at Canal Place), the lot owner/proprietor may be more willing to accommodate the bus parking because of the potential for additional customers. The Wills Creek site noted above as potential long-term passenger vehicle parking lots could also be considered for tour bus parking.

In addition to designated parking areas, tour busses should be provided with dropoff locations to discharge elderly and other passengers close to their destinations. Busses should not be permitted to lay by in these locations, but should be directed to a remote location as described above.

The Authority's Role: The Authority should work with the City to improve management of the existing parking supply and to evaluate long-term opportunities for developing additional parking. The Authority should also initiate discussions with the City, private landowners, and receptive tour operators with the objective of developing a plan for tour bus access, circulation, and parking.

Coordinate with the City of Cumberland, National Park Service, and other appropriate entities to improve pedestrian access to and circulation within the Park Corridor. *(Action 2.5.3)*

Providing clearly defined, safe, and attractive routes for pedestrians is an obvious but critical need in Canal Place, especially due to the disorientation of most visitors because of the confusing street system. To assure the clearest of connections among the features of Canal Place, especially the difficult connection between Baltimore Street and Station Square, the Authority should work with the City to improve access routes where possible. In light of Action 2.5.2 above, the routes from existing and proposed parking facilities are especially important since some parking areas will, of necessity, be located remote from the Terminus. Pedestrian access from South Cumberland to the park and river is currently difficult and would be greatly enhanced by construction of clear routes to the park across the Parkway.

Access points and routes that should be considered for the upgrading or construction of new facilities include:

- Baltimore/Washington Street Bridge over Wills Creek,
- Wills Creek Parking Lot (potential Allegheny Highlands Trail route),
- Baltimore Street/Mechanic Street intersection,
- connection from the existing municipal parking garage to Station Square and the Baltimore Street Mall,
- access from Station Square to Mechanic Street,

Figure 97: Pedestrian and vehicular access in the Terminus is chaotic and extremely disorienting to first time visitors. A clear vehicular and pedestrian circulation plan should aim to improve the existing conditions to serve the proposed features of Canal Place. (WRT)

- a potential pedestrian access point via an existing tunnel beneath the CSX rail yard and Industrial Boulevard,
- access to the C&O Canal NHP via a greenway link from the Virginia Avenue Subway past Cavanaugh Field,
- access to the C&O Canal NHP from the Canal Parkway at-grade intersection at Bowen Street,
- access to the C&O Canal NHP from River Avenue (via potentially abandoned CSX Knobley Tunnel Bridge only if acquired in accordance with Action 2.2.1 above), and
- access to the C&O Canal towpath from the Ford Avenue/Wiley Ford Bridge.

Routes within the Park Corridor are generally illustrated in the park plan in the *Summary of Park and Transportation Alternatives*. These include:

- Canal Street Promenade/Trestle Walk,
- Wills Creek Esplanade,
- New Pedestrian Bridge across Wills Creek,
- C&O Canal Towpath,
- Riverside Path, and
- South Park Nature Path Network.

C. MANAGEMENT GOAL

Manage the cultural and natural resources of the Park Corridor to achieve the goals of preservation and development. (GOAL 3)

The Authority's legislative mandate calls for it to manage the resources of Canal Place. In this context, the goal of management addresses the range of activities the Authority will engage in to fulfill its mission. Management is especially important to the mission of the Authority, which, unlike many public agencies, must rely on many partners to carry out much of its mission. To ensure the proper coordination of these efforts, the Authority will need to make a concerted outreach effort to the community of private citizens, businesses, and governmental entities.

Objective: Develop a comprehensive operations framework. (Objective 3.1)

The first step in managing the resources of Canal Place is to develop an overall framework within which the Authority will operate. The actions listed below describe the broad management activities that will be required to implement Canal Place. They form the basis for a systematic approach to decision-making and allocating the Authority's resources. Given current limits on the Authority's staff and budget, this approach should include a realistic assessment of the human and financial resources the various tasks necessary to implement the Management Plan will require. In so doing, the Authority can measure its ability to fulfill its mission.

Establish a procedure for decision-making. *(Action 3.1.1)*

The complex nature of Canal Place dictates the need for a clear decision making process. The Authority should prepare and adopt bylaws that enable it to organize the many tasks it must undertake. As a part of the bylaws, the decision-making process should define how best to integrate the input of the public, the Authority's partners, Authority staff and the Authority board, on an ongoing basis.

The bylaws should specify the creation of committees to focus on specific operating and project issues. A typical breakdown of committees would include an executive committee, a finance committee, a planning and development committee, and others as needed. The designation of committees to focus on thematic issues will facilitate development of the complex projects to be implemented by the Authority. Examples of themes these committees might address are historic preservation, recreation, or tourism development. Project committees should be set up at the outset of projects to include the key people who will need to be closely involved as the project progresses from planning to design, construction, and management. These committees should include members of the Canal Place Task Force described in the legislation. The Canal Place Task Force includes broad representation that is appropriate to review major comprehensive efforts such as the yearly master plan update. For individual projects, key members may be selected for representation on specific project committees.

Prepare ongoing capital and operating budgets. *(Action 3.1.2)*

The Authority will use a capital improvement plan to achieve its physically-oriented goals and objectives, and an operating budget to fund administrative activities and to achieve its partnership/coordi-

nation-related goals and objectives. The Capital Improvement Program (CIP) establishes a five-year plan for the Authority's capital projects (see Chapter 3). The CIP will be updated on a yearly basis, adding a new year each time, and scheduling projects according to the present year's outlook on funding and priorities. The operating budget will be prepared on a yearly basis, allowing the Authority to set its priorities for the allocation of time to various tasks, such as public outreach, coordinating with partners, management of consultants' contracts, and construction projects. Given the range of activities required to fulfill the goals of Canal Place, it is recommended that the number of staff needed to administer Canal Place over the next five to ten years (during which the Authority will be building its major physical, financial, and human relations infrastructure) be evaluated and provided for in the operating budget.

Secure funding for capital and operating budgets. *(Action 3.1.3)*

The Authority has already submitted and received approval for capital and operating budget requests and ISTEA applications to the state for 1996. The process of securing funding should be refined and expanded to diversify the Authority's funding base. By diversifying, the Authority can reduce its dependence on a single source of funding and achieve a more financially independent status. The Authority must creatively pursue a diverse range of funding options to assure a flow of funds from at least one source at all times. Other ways to procure funding include working with different partners who can fund projects that achieve compatible goals and objectives; applying for grants for planning, programs and physical development projects; and working with the community to develop a public and corporate support network, which might be called "Friends of Canal Place."

Ultimately the best tool for fund raising is proven success. By demonstrating its ability to manage its affairs wisely and successfully complete projects, the Authority will increase its effectiveness and ability to compete for increasingly scarce public funding. To maximize its competitive advantage in the legislative funding process, the Authority should be prepared to promote the short- and long-term economic benefits of Canal Place. With this in mind, the Authority should, as soon as possible, work with its partners to establish record keeping procedures to track pertinent information such as number of visitors, repeat visitors, duration of stay, amount spent per visit, etc. Cost of construction and maintenance should be recorded and made part of an ongoing cost/benefit analysis.

Manage the properties and structures of Canal Place. *(Action 3.1.4)*

The Authority will perform various roles in the development and subsequent management of the facilities and programs described in this plan. As Canal Place progresses, the Authority will alternately function as entrepreneur, event coordinator, developer, owner, joint venture partner, landlord, and/or tenant in a wide range of situations. The Authority has already entered into contracts with the City to maintain Station Square and will also need to maintain the newly-acquired Crescent Lawn area. Future maintenance responsibilities include the Wills Creek Esplanade and any additional properties the Authority may acquire.

With the anticipated acquisition of the Footer's Dye Works building, the Authority will need to evaluate development options for the structure and property. Options for development include renovating the structure and leasing or selling it to the future occupants, conveying the structure to others for redevelopment, or (if the building is unsuitable for reuse) demolishing the structure and building anew or offering it as a development parcel.

The Authority may wish to consider leasing space in the Western Maryland Station for its offices and meeting rooms. If proven feasible, future actions of the Authority may include the development of an attraction(s) and potentially a hotel, either or both of which may require the Authority to purchase and improve properties in the Terminus and adjacent area.

Until all the details of the master plan for the Terminus are fully known, which may be several years away, the Authority must review its management role on a case by case basis.

Build partnerships to achieve the goals and objectives of the legislation. *(Action 3.1.5)*

The key to Canal Place will be building and maintaining the partnerships necessary to develop support at all levels of private and public involvement. The Authority should immediately initiate contact with all public agencies that may have a stake in Canal Place. Private organizations such as the Chamber of Commerce, Downtown Cumberland Business Association, and others should be integrated into the Authority's network of partners. Many of the Management Plan actions require the Authority to work closely with federal, state, and local government, the business community of Cumberland, and tourism and recreational entities. Adequate fund-

ing will depend upon support for the Authority's mission at the public, institutional, and governmental levels.

Ensure compliance with regulatory requirements. *(Action 3.1.6)*

In its role as an initiator or participant in development projects, the Authority will need to ensure that such projects comply with all applicable regulatory requirements and result in minimum adverse impacts to environmental resources. Regulatory requirements and programs that the Authority and/or its development partners will likely need to address, range from city zoning and building permits to state and federal wetlands regulations and the National Environmental Policy Act (NEPA).

In order to avoid the project delays and unanticipated costs typically associated with regulatory uncertainties, the Authority should take a proactive approach to identifying and resolving environmental issues. Early identification of environmental issues, and coordination with the appropriate agencies, will be important factors in the Authority's ability to meet the goals of the Canal Place Management Plan. It will also be critical to develop and maintain realistic project budgets and schedules that take into account building code and environmental requirements. The Authority should use the Environmental Management Plan (EMP) as a strategic framework for ensuring compliance with applicable environmental and regulatory requirements. The EMP will allow the Authority to understand the environmental issues associated with proposed actions, and to easily reference regulatory requirements as the different elements of plan implementation progress. The EMP is presented in detail in *Appendix H: Environmental Management Program.*

As part of a proactive approach to environmental compliance, the Authority should take the lead in setting up a clear line of communication among the Authority, the agencies sponsoring actions identified in the Management Plan, and the agencies with jurisdiction over these actions. This approach should include an early briefing of all affected agencies. This briefing should lead to the drafting of one or more memoranda of understanding (MOU) between the Authority and the involved agencies. These MOU's should describe the general procedures by which the Authority will comply with the applicable regulations. It should also reference the EMP in Appendix H as the basis for agreement on a standard approach and understanding of environmental issues.

Establish public support for Canal Place through corporate sponsorship and community membership. *(Action 3.1.7)*

The Authority should use every means available to broaden public support and the funding base for Canal Place. One particularly effective means of integrating public commitment and funding is a program of corporate sponsorship and community membership. Corporate sponsorship is used in communities throughout the country to support a higher level of operating costs and capital investment than might be otherwise possible. The Authority should use its position as a leading community organization to solicit support from local, regional, and national businesses either located in, originating from, or doing substantial business in Cumberland.

This approach is being used in Wheeling, West Virginia, where industries that originated in the city but have since moved out have been targeted to participate in a "Heritage Sponsorship" program. This program asks the corporations to recognize, through financial contributions, their roots in the community that nurtured them. Many city, state and national parks have "friends" groups who contribute money, time, labor, or in-kind services to help the larger cause. A particularly relevant example of such a group is the Friends of Hugh Moore Park in Easton, Pennsylvania. Similar to Canal Place, the Hugh Moore Park has a history of canal, industrial and rail use. The friends group has long supported the park through events and contributions, which this past year helped to build and launch a new replica canal boat for excursions.

The Authority should explore developing and implementing a corporate sponsorship and community membership (friends) program. This will involve contacting likely individuals and organizations to help form a list of target donors and participants, and to help frame an approach to the project based upon local protocol.

Contract for maintenance, events, and consultant services as necessary. *(Action 3.1.8)*

The Authority will need to manage a variety of contracts, events, and services. Activities to date have included negotiating maintenance contracts with the city, permitting of events, and hiring and managing consultants. The ongoing need for maintenance will necessitate further and more complex contracts. The desire to initiate or sponsor new events may require direct involvement in event coordination and planning that cannot be done by existing organizations. Consultant services will continue to be needed. The manage-

ment of these services will require a significant time commitment over the next five to ten years, especially when considered in light of fund raising, coordination, and construction activities.

Manage construction projects. *(Action 3.1.9)*

The Authority will manage numerous construction projects beginning this fiscal year and continuing indefinitely. To best manage these contracts, the Authority should establish a procedure that balances its own staff resources with the scale and complexity of the projects. Given the ambitious nature of the Capital Improvement Program and the need for continuing progress without significant delays or mistakes, the Authority should immediately decide how the contracts will be managed.

Options for construction management include hiring additional Authority staff or contracting for management. While competitive bidding and public procurement regulations generally prohibit the use of hiring construction managers instead of general contractors, the Authority may have the legislatively granted ability to do so. This should be determined as soon as possible in consultation with the State Attorney General's Office.

Coordinate with other entities on public relations efforts. *(Action 3.1.10)*

The Authority will measure a large part of its success on the popularity of Canal Place. To realize the fullest possible success, Canal Place must be well known throughout and beyond the state. By working with the existing network of city, county and state public relations and tourism marketing agencies, Canal Place can be made a part of a regional marketing and tourism promotion package. This package must be based on a strategic overview of the tourist market niche for which Canal Place must compete against other comparable attractions. Knowing Cumberland's strengths (e.g., history, scenery, good value, low crime rate) and weaknesses (e.g., long distances from major metropolitan markets for day trip or weekender, lack of family activities, perceived lack of vitality in "nightlife"), the Authority, with the City and county, can begin to adjust the mix of attractions and market them to the appropriate target audience.

On an immediate level, public relations can consist of develping a logo, an identity program, a descriptive brochure for tourists, a newsletter, newspaper column, weekly talk show, events, ground breaking/ribbon cuttings, and other methods of advancing the image of Canal Place as a part of a public information program.

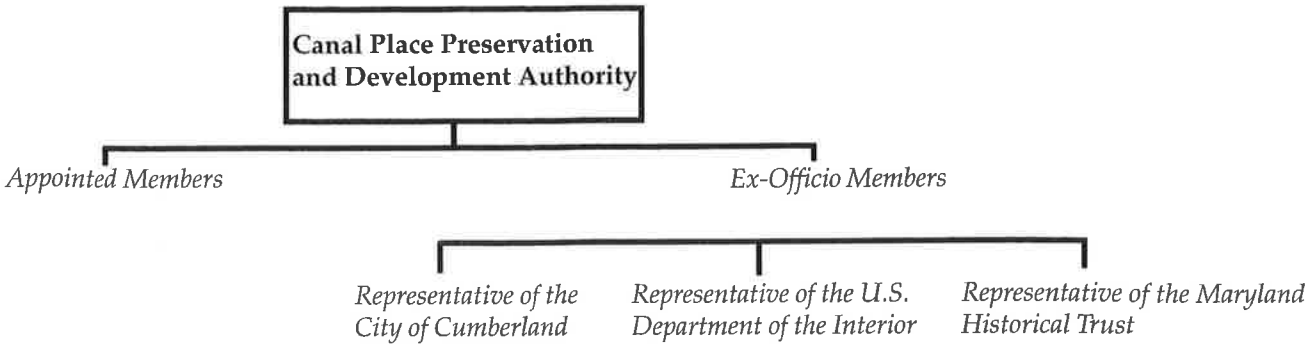


Diagram 1: Organizational Structure of the Canal Place Preservation and Development Authority

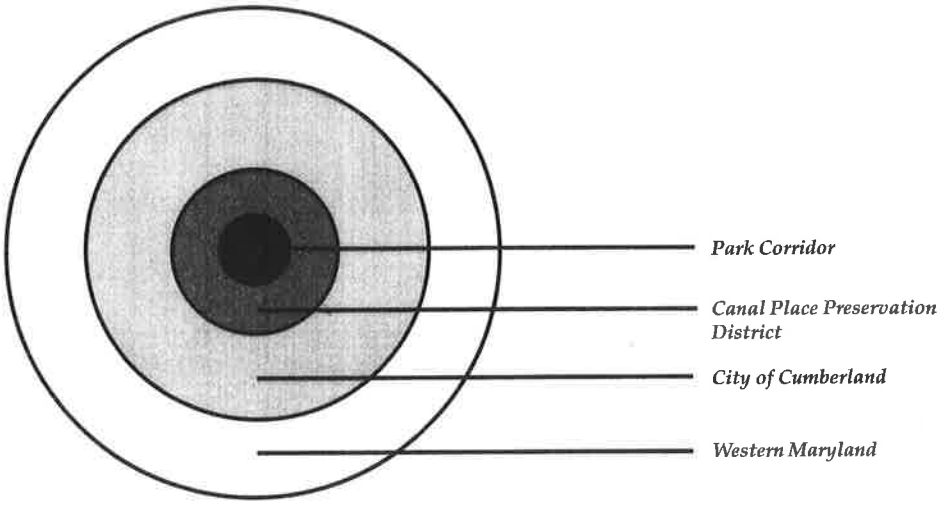


Diagram 2: Geographic areas of focus of the Canal Place Preservation and Development Authority. (Level of darkness indicates concentration of actions.)

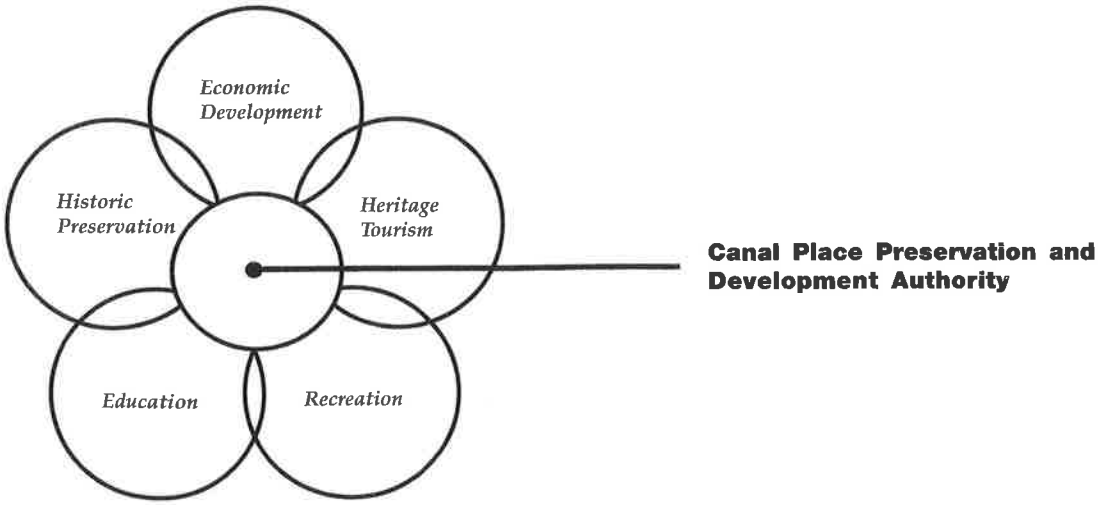
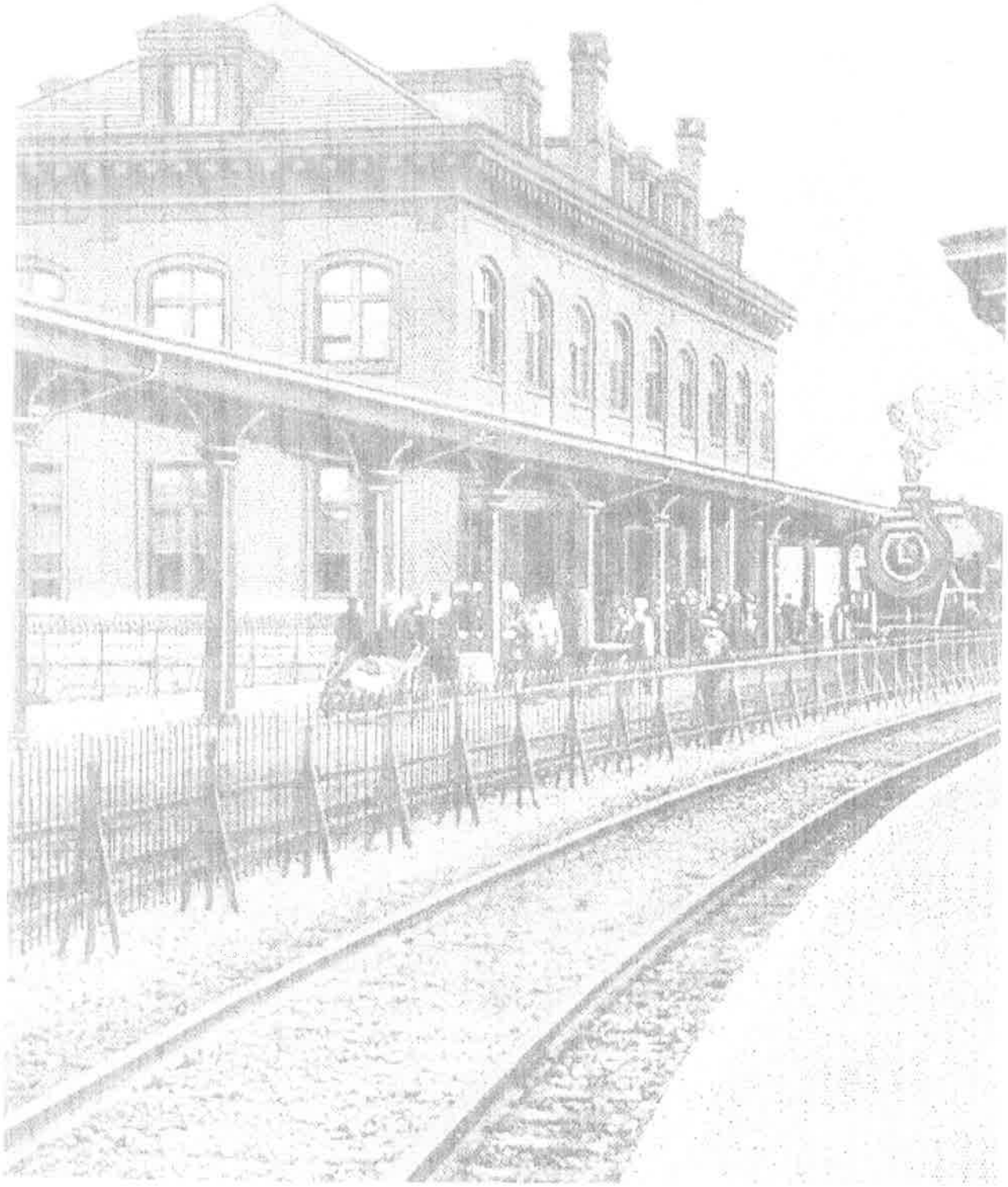


Diagram 3: Areas of Involvement of the Canal Place Preservation and Development Authority

The Canal Place Preservation and Development Authority will be the focus of five arenas of action. All five arenas of action are the specific charge of other governmental agencies and private groups, but the Authority, through its multi-pronged mission, will be the unifying entity among these groups.

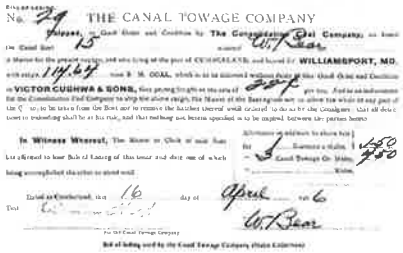
Chapter 3: Five-Year Capital and Operating Program



Chapter 3: Five-Year Capital and Operating Program

A. Five-Year Plan

The Five-Year Plan sets out an ambitious agenda of projects to achieve the goals and objectives of Canal Place. The plan includes projects to be undertaken within Canal Place both by the Authority and others. Many major projects, while essential to the success of Canal Place, will be the responsibility of other entities such as the NPS, USACE, MSHA, and the private sector. Although the range of projects requires major commitments from others, it will be the Authority that, by virtue of its legislative mandate, will be the consistent guiding force in orchestrating and integrating the projects.


THE CANAL TOWAGE COMPANY

WILLIAMSPORT, MD.

VICTOR CUSHWA & SONS,

Figure 98: Waybill of the Canal Towage Company from 1906. (from Home on the Canal, Elizabeth Kytle, Seven Locks Press, 1983)

The plan is arranged by project and fiscal year (FY), beginning with FY 1996 (July 1, 1995 to June 30, 1996). Projects to be undertaken during the first five-year period (FY 1996 to FY 2000) are presented according to year of implementation while projects occurring during the second five years (FY 2001 to 2005) are combined into one column. The projects are listed by name, with a brief description of the type of action required, the cost of the project, and the funding source, when known. (Refer to Map 14, page 136 and the chart on page 137.) The plan reflects the Authority's approved FY 1996 capital budget request. The next four years are progressively less certain, and are noted for planning purposes. The Authority will update its Five-Year Plan on a yearly basis, adding a new year to the first five-year period and prioritizing its remaining projects accordingly.

Project estimates in the later years are at an order-of-magnitude level at this stage and will become more accurate as feasibility studies are performed to evaluate the specifics of each project. Estimates for most of the canal/park/public infrastructure projects are based on estimates prepared for the Canal Parkway Development Study.

The proposed capital projects necessary to realize Canal Place will create a need for an increase in yearly funding for the C&O Canal NHP's operating budget. It is estimated that this increase could require $900,000 annually. Operating expenses for the additional attractions will generate a significant operating expense for the Authority or other responsible entity.

The Basis for Cost Estimates in the Five-Year Plan

The cost estimates included in the Five-Year Plan are order-of-magnitude estimates that are based on estimates contained in several sources. These estimates are intended for planning purposes only, and should be verified in detail as a project approaches start-up. Figures for the construction of the canal infrastructure are based on a preliminary feasibility study prepared by the USACE. Figures for the landscape improvements to the Park Corridor are based on estimates prepared for the Canal Parkway Development Study in 1991, and escalated to 1995 dollars. Figures for the construction of new museums and attractions are based on comparable projects of a similar scale. Fees for the projects are based on MSHA formulas for the calculation of consultant fees.

The following list is presented in chronological order. Some projects will extend for several years, as noted.

Footer's Dye Works Complex (FY's 1996-1998) *(Project 1)*

In FY 1996 this project consists of acquiring the land and structures. Dating from approximately 1903, the main building is likely to contain some hazardous materials and is of unknown structural condition at this time. As such, the building and property must be investigated to ascertain the presence or absence of hazardous materials and the structural integrity of the building must be evaluated in light of potential future uses. Assuming the building is structurally sound and can be reused, it will be stabilized for the interim to prevent weather damage or other degradation until restoration can begin.

Figure 99: *The remaining structure of the Dye Works is a four story brick loft-style building. (WRT)*

Assuming the building is usable, interim reuse studies will be performed in FY 1997. Should the building be found unusable due to structural condition, the presence of hazardous waste, or economic infeasibility, it will be recommended that it be demolished, and the site studied for its potential to accommodate a new structure, which would be designed in FY 1997. Should the building be suitable, uses will be assigned for the short term, while final designs are prepared according to the findings of Project 15: Master Plan Update.

In FY 1998, the building will be restored or, if the existing structure has been demolished, a new structure will be built. The restoration will include exterior work as well as interior work, the exact extent of which will be more clearly defined as result of Project 15.

The purpose of restoring the Footer's Dye Works complex buildings or rebuilding on this site is to provide a conveniently close location for a museum or other attraction as a part of Canal Place, as noted in Projects 20 and 21.

Figure 100: *The proposed Wills Creek Esplanade will include amenites such as new paving, street furniture, lighting, signage, and planting. (WRT)*

Wills Creek Esplanade (FY's 1996-1997) *(Project 2)*

In FY 1996, the Wills Creek Esplanade project consists of design and partial construction of the area between the Railroad Station and Wills Creek. Site development includes installation of a third rail track for changing display of rolling stock, new brick sidewalks, decorative railing along Wills Creek, plantings, new pedestrian lighting, benches, trash receptacles, a new pedestrian bridge across Wills Creek to Riverside Park (Project 26), and restoration of the pedestrian underpass. Reconstruction of the original passenger canopy along the west side of the tracks will be evaluated and, if feasible, incorpo-

rated into the design. Construction of this project will be completed in FY 1997.

The purpose of this project is to create an attractive area for those waiting for the excursion train, provide an attractive way for pedestrians to enter Canal Place from Baltimore Street, and to enhance the interpretive program of Canal Place by providing trains and signage to interpret railroad heritage.

Western Maryland Railway Station Stair/Elevator Tower (FY 1996) *(Project 3)*

In FY 1996, the addition of a new stair tower on the south side of the Station will be designed and constructed. The new tower will make the Station accessible in accordance with the Americans with Disabilities Act (ADA) and make the third and fourth floors usable by the public to make possible Projects 17a and 17b. The Authority, MHT, and NPS will review the plans for the Tower for consistency with the design character and intent of Canal Place prior to final acceptance of design plans.

Demolition of Bauer Lumber Company Structures (FY 1996) *(Project 4)*

This project consists of demolition of structures on the Bauer Lumber Company property, which is planned to become the Crescent Lawn. The existing structures will be either sold or demolished and removed. As a part of this project, hazardous waste studies have already been performed identifying several sites within the property as being possible locations of regulated materials. Part of the project will involve removal and disposal of contaminated building materials.

Figure 101: *The storage sheds that currently occupy the site of the Crescent Lawn will be removed, opening views and circulation between the Crescent Lawn and Station Square.*

The purpose of this project is to provide a clear site for the construction of the Crescent Lawn and C&O Canal Boat Basin, Project 6.

Temporary Parking (FY 1996) *(Project 5)*

As a part of Project 4, temporary parking will be made available on the unimproved Crescent Lawn site, utilizing existing asphalt surfaces from the previous use for the convenience of visitors to Canal Place. This project will accommodate overflow visitor vehicles, motor homes, camper vehicles, and busses while the design of Crescent Lawn is underway. Parking will be restricted by the archeological and hazardous waste testing that will be ongoing during FY 1996.

This project will temporarily relieve the pressure for parking in the Terminus area.

Crescent Lawn Landscape (FY's 1996-1999) *(Project 6)*

In FY 1996, this project will consist of archeological and additional site investigation for hazardous waste. Coupled with these projects will be the preparation of a master plan for the site incorporating the findings of these two investigations plus further refinement of the design according to new programming input from the Authority, the NPS, and other entities.

Figure 102: *The Crescent Lawn will be a buffer for the C&O Canal and will provide an opportunity to expand the programmed activities of Canal Place. (WRT)*

In FY 1997, this project will proceed to design of the improvements based on approval of the master plan for the Crescent Lawn. Phase One Construction will begin starting with appropriate treatment of existing on-site hazardous waste material.

In FY's 1998 and 1999, the second and third phases of construction will take place. Site development will include excavation and timber bulkheading of the C&O Canal prism and boat basin, restoration of the C&O Canal towpath and guard locks, and potentially, in accordance with the master plan, construction of walkways, interpretive exhibits, the Mill Race channel, planting, site furnishings, lighting, signage, utilities and other uses.

The purpose of this project is to provide the major interpretive and potential open space feature of Canal Place, which will be the focal point of major new architectural projects including Projects 7, 8, 18, 19, 20, 21, 22. This project is also necessary for projects 23 and 24. It is dependent on Project 4.

Trestle Walk (FY 1996) *(Project 7a)*

In FY 1996 this project will involve design of the trestle walk to be constructed in FY 1997. Site development consists of restoration of and additions to the curved rail trestle to accommodate pedestrian traffic. Specific work includes clean up/repair of the existing structure; the addition of paving materials, handrails, and lighting to make the trestle safe for foot traffic; and construction of a temporary access path from the existing end of the trestle to the proposed Potomac River Overlook on the levee.

The purpose of this project is to use an important piece of the existing railroad infrastructure as a convenient and attractive way to get pedestrians from the Footer's Dye Works complex/Crescent Lawn to the overlook at the top of the levee. The access route will satisfy ADA requirements.

Permanent Rolling Stock Display (FY 1997) *(Project 7b)*

In FY 1997, rolling stock will be acquired for display purposes on new track to be installed in the Canal Street Promenade as an extension of the trestle walk. Rolling stock acquisition is not yet fixed, but could include usable cars such as a caboose, dining car, or cars of interpretive value, such as the cars used to convey coal from local mines to the Terminus.

In terms of phasing, the improvements to the trestle will render it virtually unusable for future rail traffic. Therefore, rolling stock will have to be put in place after the new track is laid and before construction of the trestle walk. Following placement of the stock, trestle walk construction and track removal will eliminate the ability to remove or add to the display.

In FY 1998, the rolling stock will be restored and improvements made to render them usable as interpretive features or concessions.

The purpose of this project is to provide interpretive features and potential venues for concessions at the focal point of Canal Place. The display will provide visual interest and a view of trains not possible from the plaza/parking lot level. It will link Station Square to the historic use of an area which, after the canal was filled in, was a freight yard served by the rail trestle. This project differs from the display of rolling stock notes in Project 2, the purpose of which is to provide a track for a *changing* display that can be updated. This project is dependent on Project 8.

Canal Street Promenade and Rail Track Extension (FY 1996) *(Project 8)*

This project consists of the design and construction necessary to extend the existing site development improvements southward to connect Station Square with the Crescent Lawn/Footer's Dye Works complex/Trestle Walk. To accommodate the proposed Permanent Display of Rolling Stock noted in Project 7b, the existing Promenade will be partially altered to lay new rail track, which will be an integral part of the new improvements.

The purpose of this project is to link the key areas of the Terminus for pedestrian traffic and to provide track for the display of trains. The design is intended to help overcome the intrusive and divisive presence of the historically incompatible I-68 viaduct. This project builds upon the existing investment in Station Square and supports Projects 1, 6, and 7.

Mechanic Street Parking Lot (FY 1996) *(Project 9)*

This project consists of improvements to the parking area adjacent to the existing Station Square parking lot. Site development will duplicate the design treatment of the new parking lot, including new paving and storm drainage, curbing and edging, walkways, trees, and lighting.

The purpose of this project is to complete the high level of finish in the Station Square area and provide an attractive route for pedestrians from Station Square to the Baltimore Street Mall. The improvements are especially important to the Authority's objective of linking the Terminus to the Downtown by providing an attractive route for pedestrians. This project builds on the existing investment in Station Square but is independent of other projects.

Wall Mural (FY 1996) *(Project 10)*

This project consists of preparing a design for and executing a wall mural on a building in the Terminus. The purpose of the project is to improve the appearance and vitality of the existing industrial buildings. The project supports the existing investment in Station Square and is independent of other projects, but is related to Project 11.

Flags, Banners and Signs (FY 1996) *(Project 11)*

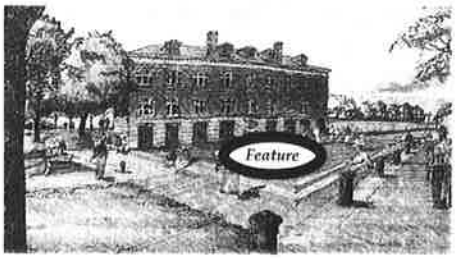
This project consists of installation of new flagpoles, signs and banners in the Station Square vicinity. The purpose of this project is to enliven the vicinity of the Station and provide a festive appearance, especially during periods when events are not occurring.

This project is independent of other projects, but is related to Project 10.

Plaza Feature (FY 1997) *(Project 12)*

This project consists of investigating, design/acquiring, and installing a feature to be located in the Station Square plaza. As yet undetermined, this visual focal point could be an industrial artifact, such as a major piece of railroad or canal infrastructure, which would have a symbolic, interpretive and sculptural presence. As a potential "icon" or three dimensional logo of Canal Place, the feature is of critical importance, and should be carefully considered. The feature should be of a scale and image appropriate to the historically industrial and utilitarian setting of Canal

Figure 103: The design and construction of a new feature in the plaza could take many forms, such as a group of flags, a fountain, a thematic sculpture, or other compatible structure. (WRT)



Place. Although sculpture could satisfy this intent, it is preferred to use an authentic feature.

The purpose of this project is to enliven the plaza and provide a focal point that would have interpretive meaning, ideally linking Cumberland's canal and railroad heritage.

Vendor Carts (FY's 1996, 1997) *(Project 13a)*

This project consists of purchasing vendor carts to be leased by the Authority to vendors located on and adjacent to Station Square. This action allows the Authority to provide an opportunity for commercial benefit while maintaining control over the appearance and management of the operation.

The purpose of this action is to support economic development in the early years of Canal Place and to provide a needed visitor amenity.

Food Court and Comfort Station (FY 1999) *(Project 13b)*

This project consists of the design and construction of a permanent structure located beneath the I-68 viaduct west of the Canal Street Promenade. Construction would require the provision of electric, water, and sanitary sewer service. The structure could house several vendors and a comfort station for use by the increased number of visitors to Canal Place. The concept should be evaluated for its ability to house small maintenance equipment.

The purpose of this project is to provide an opportunity for modest economic development and additional visitor services at a point in Canal Place's development when the capacity of existing services will be exceeded. This project is dependent upon the completion of other projects that will increase visitation, such as Projects 1, 6, 18, 20, 21, and 22.

I-68 Parking Lot (FY 1997) *(Project 14)*

This project consists of enhancing the existing parking lot beneath I-68 viaduct west of Mechanic Street. Improvements will include new walkways, signage, planting, and selected pavement modifications.

The purpose of this project is to improve the appearance of the existing parking lot and make it more attractive to visitors.

Master Plan Update (FY's 1996-2000) *(Project 15)*

This ongoing project involves no capital expenditure, but relates to the projects noted in the Five Year Plan. The Master Plan will be updated on a yearly basis to reflect the findings of feasibility studies, property ownership changes, phasing/priorities, and funding.

Circulation and Parking Study (FY 1997) *(Project 16)*

This project is a study involving capital expenditures. The intent of the study is to complement the Master Plan update (Project 15) by incorporating parking and visitation projections into traffic studies that can aid the design of an improved circulation and parking master plan for Canal Place, specifically in the area of the Terminus. This study is necessary to provide the technical support for street and parking improvements.

Western Maryland Railway Station: Third and Fourth Floor Renovations (FY 1997) *(Project 17a)*

This project consists of renovations to the third and fourth floors of the Station, with the intent of making the floors usable by the NPS, the Authority, and others. The renovations will include provision of a community meeting room. The project is necessary to provide a long-term solution to the occupancy of the Station, generate revenues from rent/lease, and provide an appropriate location for the offices of the NPS and Authority.

Western Maryland Railway Station: First and Second Floor Renovations (FY 1998) *(Project 17b)*

This project consists of renovation/restoration of the first (ground) and second (waiting room) floors of the Station. Improvements are necessary to accommodate the proposed location of the NPS Visitor Center or other use on the first floor, and to upgrade the appearance and systems on the second floor.

The purpose of this project is to upgrade the appearance and utility of the landmark Station building, and enable it to be used for its best purpose.

National Park Service Visitor Center (FY's 1997-1999) *(Project 18)*

This project consists of the planning, design and construction of a NPS Visitor Center currently proposed to be located in the first floor of the Station. The planning study in FY 1997 should evaluate the programmatic needs of the Visitor Center in relation to other related features proposed for Canal Place, especially the Transportation/Industrial Museum.

The program for the Visitor Center may include a visitor contact station, exhibits, rest rooms, and possibly a small theater. The NPS' preferred location for the Visitor Center is the first (ground) floor of the Station.

This project will be funded by the NPS with assistance from the Authority in the form of alterations to the shell of the space on the ground floor (Project 17).

Canal Boat Exhibit (FY's 1998, 1999) *(Project 19)*

This project consists of design and construction of a wooden replica canal boat. The long-term product, a full size replica of a canal freight or packet boat, will be created using an ongoing living history demonstration of boat building skills as a part of the interpretive program of Canal Place. This will allow visitors to observe construction methods and see the boat grow from raw timbers to its early structural stage to a finished product. The finished product will be available for tours and exhibits.

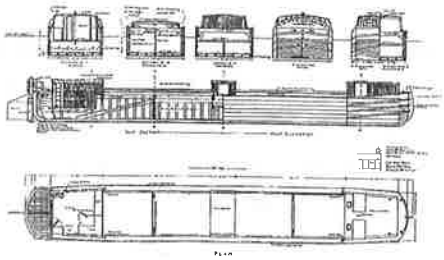


Figure 104: *An exhibit of a replica canal boat would provide opportunities to interpret canal life on many levels: the construction and operation of the boats, the social life of the boat families, and the economics of canal boat shipping. (NPS)*

Because of the visual and nostalgic appeal of replica boats, funding for this project could come from a variety of sources other than the Authority or NPS. Private contributions, donations of in-kind services, or other forms of sponsorship could be used to achieve a measure of community investment and pride. This project is dependent on Project 6.

Transportation/Frontier Theme Museum (FY's 1998 to 2000+) *(Project 20)*

This project consists of the planning, design and construction of a museum. The museum will interpret several key themes of Canal Place, including the canal itself, railroads, the National Road, coal mining, and carriages. The Museum will be located in the Terminus, possibly in the Footer Dye Works complex.

The purpose of this project is to provide a suitable location for the range of existing artifacts and proposed exhibits interpreting the themes noted above.

Attraction (FY's 1998 to 2000+) *(Project 21)*

This project consists of a feasibility study, development of a request for proposals (RFP), and design and construction of a family-oriented attraction with a theme compatible with Canal Place. If implemented, the attraction will be located in or near the Terminus.

The purpose of this project is to provide an additional attraction, particularly for families, with the hope of offering sufficient diversity of activities for those considering an overnight stay.

Hotel (FY's 1999 to 2000+) *(Project 22)*

This project consists of a feasibility study, development of an RFP, and design and private sector construction of a hotel. The final hotel location will be determined by the feasibility study, but ideally should be located in or near the Terminus.

Linkage Canal Segment (FY's 1999 to 2000+) *(Project 23)*

This project consists of the excavation of the canal prism in the Linkage, installation of a clay liner and towpath, screening of the existing substation, installation of a floodgate, alterations to and landscaping of the flood control embankment, and utility modifications.

The purpose of this project is to rewater the canal at its historic elevation and provide for improved recreational use of the C&O Canal NHP.

South Park Canal (FY's 1999, 2000) *(Project 24)*

This project consists of clearing and grubbing the existing prism of the canal in the South Park, and restoring the spillway, stop lock, and landscape.

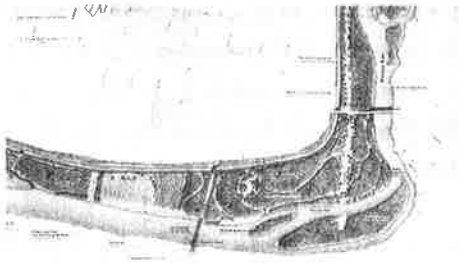


Figure 105: The South Park area of the Park Corridor includes both natural and cultural areas that could be features of the interpretive and recreational program of Canal Place. (WRT)

Farmstead and Woodland Park (FY 2000+) *(Project 25)*

The Farmstead project consists of restoration of the existing farmhouse and establishment of a small farmstead along the river. The Farmstead could be the location of a stable and pasture to board the mules used for proposed canal boat rides and horses used for carriage rides in the city. The Woodland Park project consists of construction of nature paths through the existing forest, with the possibility of developing a small campground for hikers and bikers.

Riverside Park (FY 2000+) *(Project 26)*

This project consists of landscape, lighting, signage, and paving improvements to the existing park on Greene Street.

River Meander Marsh (FY 2001+) *(Project 27)*

This project consists of the creation of wetlands along the Potomac River to act as a mitigation area and wetland bank for NPS, MSHA and USACE. The project also includes the construction of

paths, observation points and interpretive signage describing the natural flora and fauna of river wetlands.

Virginia Avenue Connection (FY 2001+) *(Project 28)*

This project consists of land acquisition and construction of a park extension from the Virginia Avenue subway to link with the C&O Canal NHP. This area could accommodate a storm water runoff filtration facility designed to appear as a wetland.

Land Assembly (FY 1996+) *(Project 29)*

This project consists of the incremental acquisition of key properties as projects move to the head of the Authority's agenda, or as properties become available.

Canal Parkway (FY 1996+) *(Project 30)*

This project consists of the design and construction of the proposed Canal Parkway from the Wiley Ford Bridge to the MD 51/Wineow Street intersection.

B. Operating Program

The Authority's management actions are described in the Management Goal section of Chapter 2. The basic categories in which the Authority will expend its operating resources are:

- administration,
- funding applications and fund-raising,
- property management,
- partnership coordination (environmental management, tourism marketing and promotion, coordination with the City and downtown business community, etc.),
- public outreach,
- maintenance,
- event coordination,
- consultant contract coordination,
- construction contract management, and
- public relations.

Given limited staff and time, the Authority clearly faces hard decisions about which categories to focus on in the early years, until and unless additional staff are brought on to share the duties. The nature of the projects facing the Authority in its first years is heavily weighted towards construction. This implies

the need to either contract for construction management services or to bring on additional staff. If the Authority is unable to perform its outreach functions it will take longer to achieve its goals in the long run and be much less effective. Although the Authority may in the long run be able to rely on its partners for activities such as event coordination, cooperative mechanisms will have to be established early in order for the partners to assume responsibility for various actions.

C. Funding Sources

The following are potential partners who could be a source of funding for the Authority, a project sponsor, or a provider of services. Refer to the chart on page 137 for the partner associated with each project (listed under the column "Funding Source").

Federal

The National Park Service, U.S. Army Corps of Engineers, Appalachian Regional Commission, Environmental Protection Agency, and the U.S. Fish and Wildlife Service.

State

The Authority's annual capital budget request, Department of Transportation (ISTEA), Department of Natural Resources, Project Open Space, Department of Employment and Economic Development, Division of Historical and Cultural Programs, Maryland Historical Trust, and Maryland Office of Planning.

Specific Program: Neighborhood Business Development Program (Maryland Department of Housing and Community Development) This program offers 1:1 matching grants of $25,000 to $50,000 for pre-development, development, and start-up operating costs. Downtown, Centre/Mechanic Streets, and Virginia Avenue are eligible districts in which small businesses can apply.

Allegany County

Allegany County Visitor's Bureau and Department of Economic Development

City of Cumberland

The City's capital and operating programs budget should be reviewed for potential funding opportunities for Canal Place-re-

lated projects. The anticipated Strategic Plan to be prepared by the City is an opportunity for detailed cooperation between the Authority and the City on projects to be implemented by the City.

Private

Potential "Friends of Canal Place" organization, private citizen sponsorship, and corporate sponsorship.

Bonds

In its enabling legislation, the Authority was granted the powers to issue bonds. Since the assurance of revenue streams is required for issuance of bonds, further study will be necessary to examine the potential for the use of bonds as a mechanism for funding Canal Place projects.

Other

Grant programs such as National Endowment for the Humanities and National Endowment for the Arts are available for a number of potential projects, including arts, documentation/interpretation of local culture, signage, and community development.

Further information

Detailed descriptions of financial assistance programs for historic preservation are provided in *Appendix E: Historic District Design and Preservation Standards*.

Figure 106: Certificate of stock in the C&O Canal Company, dated May 6, 1836. (from Home on the Canal, Elizabeth Kytle, Seven Locks Press, 1983)

D. The Role of the Authority and Its Partners in Canal Place

Implementing Canal Place will require the coordinated efforts of a wide array of partners over a long period. To organize this effort and clarify the roles and responsibilities of the various partners, the following role descriptions and accompanying matrix have been prepared. The role descriptions include references to the numbered Actions described in Chapter 2, and keyed to the Canal Place Preservation District on Map 12, page 111. The *Canal Place Partnership Matrix* on pages 138, 139, and 140 is organized by action and by partner. The partners listed at the top of the matrix have been described in detail below. The roles have been summarized as "leader," "supporter," or "participator" to describe the level of involvement on the part of each entity. A *leader* role implies that the partner will take responsibility for initiating and continuing to coordinate and take primary responsibility for a given action. A *supporter* role implies that the partner will actively participate in the given action, but will respond to the leader and provide assistance and a secondary level of effort. A *participator* role implies that the partner will be engaged in the action on a limited, as-needed basis because of specific knowledge, ownership of property, or jurisdictional control.

Figure 107: *Public meetings and workshops helped to define the roles and responsibilities of the partners of Canal Place. (WRT)*

It is expected that the roles of partners will evolve throughout the life cycle of Canal Place. The Management Plan provides a definition of roles as they are envisioned *at the outset* of the Canal Place planning process. As the process proceeds through planning, design, land assembly, construction, and other administrative actions such as marketing, maintenance and management, the roles will shift. For example, as noted in Action 2.1.3, the Authority will take the lead in *studying the feasibility* of a transportation/industrial attraction , but upon completion of the study, may transfer responsibility for implementation to another entity, if appropriate.

The list of actual and potential partners in Canal Place is extensive - an excellent sign in times of difficult funding restrictions. The broad multi-jurisdictional public and extensive private support for the project in its planning stages must be nurtured to maintain a broad constituency for lobbying and for popular support in the face of competing priorities. It is recommended that all

listed partners be included in some way (and new ones recruited) regardless of their immediate contributions, since the vagaries of political and private funding climates will shift over time.

CANAL PLACE PRESERVATION AND DEVELOPMENT AUTHORITY

The Authority will play a wide variety of roles as noted in the paragraphs entitled *The Authority's Role* in the description of actions in Chapter 2. Initially the Authority will act as planner, coordinator and convener. As the projects move to implementation, the Authority will act as manager of design and construction contracts. Upon completion of the bulk of the construction, the Authority will move into a management and evaluation phase, managing property and facilities, and evaluating the built works in light of evolving economic conditions and opportunities.

The immediate need for developing programmed events to take place at Station Square and the Crescent Lawn must be met by the Authority either through the addition of staff or contracting for professional services. New programs and events should be carefully composed and coordinated with existing entities that are responsible for current activities such as Canal Days, RailFest, and Drum Fest. New events should not compete unnecessarily with existing events, but could build upon them. Upon developing new events and programs, the Authority could look to others to assist or take over the actual staging of the events, including insurance requirements, planning, operation, and cleanup.

It is recommended that the Authority take the lead role in Preservation Actions 1.1.1 and 2.1.1; Development Actions 2.1.2; 2.1.2g; 2.1.3; 2.1.3 a, g, and f; and 2.1.5; 2.2.2; 2.3.1; 2.3.2f; 2.5.3; and Management Actions 3.1.1 through 3.10.

CITY OF CUMBERLAND

The City will contribute greatly to the development and success of Canal Place through three major areas of involvement: economic development, historic preservation, and physical infrastructure.

Economic Development: The City has expressed an interest in working closely with the Authority in the development of tourism-related businesses on Baltimore Street and along Centre and Mechanic Streets, with the intent of broadening the offerings available to visitors.

"Canal Place is a once-in-a-lifetime opportunity to revitalize the core of the City of Cumberland. The idea of "finding our future in our past" is an often overused phrase, but it is accurate in this situation. The City stands ready to work with the Authority and other public agencies in this exciting partnership."

The Hon. Edward Athey
Mayor,
City of Cumberland, Maryland

The City should work with the Authority in the targeting of a site, developer, and hotel operator to supplement the existing Holiday Inn. The City may wish to take the initiative in developing a "Family-Oriented Heritage Attraction" by accelerating the schedule of feasibility studies laid out in the Authority's Five-Year Plan. This could be done by providing funding for the study or by working with the Authority to begin to lay the ground work earlier than its intended schedule calls for.

Historical Preservation: The City will administer the Canal Place Preservation District through the newly-appointed Historic Preservation Commission. In addition to the Canal Place Preservation District, the City has expressed interest in developing citizen-based support for historic district designation of adjacent, thematically-related neighborhoods in the City.

Physical Infrastructure: The City has also expressed interest in taking the lead in planning and implementing streetscape improvements and intersection improvements noted in the Management Plan. This could also include associated utility improvements, burial, and relocation in the Preservation District intended to improve the visual appearance of the District.

It is recommended that the City take the lead role in Preservation Actions 1.1.2 and 1.1.3, and Development Actions 2.3.2, 2.3.2e, 2.5.1, 2.5.1b, and 2.5.2.

Department of Community Development (DCD)

The Department of Community Development should begin coordination with the Authority on the issues of zoning and land use in the Terminus area and the land adjacent to the Terminus. At this point is it expected that the City will begin consideration of several of the actions recommended in Chapter 4, which may involve occasional consultation with the Authority as to the relationship between these planning efforts and the Canal Place mission.

Department of Engineering (DE)

The Department of Engineering should begin coordination with the Authority on the disposition of utilities and public rights-of-way and easements in the affected areas of the Terminus. The DE should begin consideration of a traffic, circulation, and parking plan that would be targeted at Canal Place. The DE should develop a streetscape improvement master plan for Canal Place

beyond the limits of the Terminus in the Preservation District. The plan should incorporate recommended engineering and utility improvements and aesthetic improvements such as brick sidewalks, cross walks, street trees, lighting, signage and street furniture. The City should continue discussions with the Authority on the long-term maintenance agreement for the properties of Canal Place.

Department of Public Works/ Division of Parks and Recreation (DPW/PR)

The Department of Public Works/Division of Parks and Recreation should begin coordination with the Authority on the sharing, development of new events and programs, and potential relocation (temporary or permanent), or expansion of current appropriate recreational activities.

The DPW/PR should work with the Authority to include Canal Place within the City's comprehensive recreation plan, including development of new facilities and programs to take advantage of the river front open space.

Historic Preservation Commission (HPC)

By its mandate, the HPC will accomplish much of the Authority's preservation goal through the administration of the Canal Place Preservation District. Since the HPC does not include a representative of the Authority, it is recommended that a communication structure and procedure be established. This structure would provide for joint review of projects of mutual interest as well as an agreed-upon protocol for decision-making and precedence of judgement in the event of disagreements.

Downtown Development Commission (DDC)

It is recommended that the City consider a central authority to streamline decision making and focus in one entity the efforts of planning and marketing downtown Cumberland. The central authority could then take on a major role in planning, coordinating, marketing, and implementing improvements to the downtown. The potential actions to be taken by this entity would include hiring a downtown manager, preparing a strategic plan, planning and implementing a "Main Street" program, maintaining clear communication with the Authority, and implementing physical and thematic connections to Canal Place. The role of the downtown manager would include oversight of the Downtown, the Centre/Mechanic Street Corridor, and the Virginia Avenue Corridor, with efforts concentrated in the Downtown.

ALLEGANY COUNTY

The county can participate in and contribute to Canal Place in three areas: tourism marketing and promotion, economic development, and education.

It is anticipated that the county will take the lead in Development Actions 2.1.3a, 2.4.2, 2.4.4, and Management Action 3.1.10.

Allegany County Visitor's Bureau (ACVB)

***Event Programming*:** As noted above, the Authority will take the lead in programing; however, the ACVB should participate and advise on the planning of new events based on the collective knowledge of its members. To facilitate programming and ensure coordination among the various parties involved, a clear format should be established for the planning and actual execution of events.

"Canal Place, the Western Maryland Scenic Railroad, and Station Center are the focal point of a burgeoning tourism and hospitality industry. This Management Plan provides the framework for further expansion within the sector."

Al Feldstein
Chairman of the Executive Committee, Allegany County Visitor's Bureau

***Marketing*:** The ACVB will be a close partner of the Authority in the marketing and promotion of Canal Place and its related heritage resources in the county. Key early tasks will be the development of an identity program for Canal Place and the repositioning of Cumberland as a touring center and gateway community for the region. Through its regional connections, the ACVB can also act as catalyst for intercounty tourism coordination to include Garrett and Washington Counties. The ACVB can assist the Authority as liaison with the State Division of Tourism and Promotion, to ensure continuity in the marketing and promotion of Canal Place and help to establish stronger links with West Virginia, Pennsylvania, and Ohio in the realm of heritage tourism resources. It is anticipated that the ACVB's expertise in the realm of marketing and promotion will enable it to act independently of the Authority, with regularly-scheduled coordination and strategy meetings.

Cultural Tourism: The ACVB should continue in its role as coordinator of tourism in the county, and should augment this role by developing or helping to develop a plan for packaging and integrating the diverse tourism offerings of the region in an even more coherent manner for easy digestion by visitors. The concept of combining recreation, natural resource appreciation, historic sites, dining, arts and entertainment should be refocused with Cumberland as the center or gateway to other attractions.

Allegany County Department of Economic Development (ACDED)

The Allegany County Department of Economic Development can participate in Canal Place in two ways: by assisting in the efforts to revitalize downtown Cumberland through heritage tourism-related development, and by assisting the Authority in its mission to introduce appropriate commercial development in the Terminus area. Although operating outside of the jurisdiction of the City of Cumberland, the ACDED can have an effect on city-based actions through refinement of Cumberland's position in the regional economic strategy. The ACDED may also be of assistance in developing financing packages to entice appropriate businesses to locate/relocate in the Downtown and Terminus areas.

Allegany County Board of Education (ACBE)

The Allegany County Board of Education can act as disseminator of information about Canal Place to district schools. The ACBE will primarily receive educational program benefits from Canal Place after it develops, but the ACBE can also contribute to Canal Place. The ACBE can work with schools within and outside of its jurisdiction to set up field trips to the proposed visitor, educational and recreational facilities in Canal Place. In fulfillment of its mission, the Authority should coordinate with the ACBE to ensure the best use of the heritage resources of Canal Place in the context of elementary and secondary education in the county. The ACBE's role in Canal Place will become increasingly important after the facilities are developed.

Allegany Community College (ACC)

Allegany County College can participate in Canal Place through membership on the Task Force and as an advisory group for educational programs. Its library resources will remain an important repository of the area's heritage and a resource for further research and interpretive program development.

Although not in Allegany County, **Garrett Community College (GCC)** offers an important feature to Canal Place's regional recreational tourism initiative in its Adventure Sports Program. GCC should be contacted to participate in Canal Place in the development of additional recreational programs, and the packaging of Western Maryland as a destination for adventure sports enthusiasts.

STATE OF MARYLAND

As the primary source of funding for non-canal related funding in the early years, the state will maintain a high profile in the planning and design of Canal Place.

The state is anticipated to take the lead in Preservation Action 1.3.1, and Development Actions 2.5.1 and 2.5.1a. It will be a key supporter in many other actions, and may take a greater lead in those actions if Authority staff require additional assistance.

Department of Business and Economic Development (DBED)

The Department of Business and Economic Development can assist Canal Place in two ways: through the provision of assistance on economic development initiatives, and (through the Division of Tourism and Promotion [DTP]) assistance to the ACVB and Authority on tourism marketing and promotion efforts. The DTP can provide state support for coordination with other tourism entities in neighboring states to coordinate on potential joint heritage tourism marketing campaigns.

Maryland Historical Trust (MHT)

The Maryland Historical Trust will continue to assist the Authority in several ways: through the provision of technical support relative to historic preservation, archaeology, cultural heritage inventory, and museum facility development.

"For the first time in Maryland, in the Canal Place Preservation District, citizens, business, and nonprofit organizations have joined with local, state, and federal government for the specific purpose of building a community's economic future on the preservation and development of heritage resources. We fully expect that the people of Cumberland will succeed and that the Management Plan will serve as a model to communities throughout Maryland, demonstrating once again that the preservation of heritage resources should be among the first options considered as a development strategy in older communities which seek to generate and sustain economic prosperity and a high quality of life."

J. Rodney Little
Director, Maryland Historical Trust
State Historic Preservation Officer

Department of Transportation

Railway Administration: Maryland Department of Transportation will be a peripheral partner with the Authority in the management of the Western Maryland Scenic Railroad (WMSR) track and right of way. Since the WMSR will remain a keystone of the Canal Place tourism package, issues relative to the track and right-of-way will be potentially important to the Authority. Relations with MDOT will also be important to MDNR (and the Authority) in the implementation of the Allegheny Highlands Trail, which is planned to share the WMSR right-of-way.

State Highway Administration: MSHA will continue to play a key role in Canal Place in three ways: the design and construction of Canal Parkway, the improvement of highway facilities that serve Canal Place (MD 51 and I-68 intersection vicinity), and the administration of ISTEA grants for Canal Place projects.

Office of Planning (OP)

The Office of Planning will continue to play a key role in the funding and planning coordination of Canal Place. By acting as the state conduit for ARC monies, the OP will be a valuable partner in long-term funding opportunities. By acting as coordinator

of regional planning efforts, the OP can assure Canal Place of being integrated into the regional planning process.

Department of Natural Resources (MDNR)

The Maryland Department of Natural Resources will likely continue to play a key role in Canal Place through land acquisition by Program Open Space. The MDNR could also be involved in Canal Place through its Maryland Greenways Commission, whose mission closely parallels the goals of Canal Place. The MDNR's Allegheny Highlands Trail and Canal Place are closely linked, and as such, the Authority should consider joining the Allegheny Highlands Steering Committee.

Department of the Environment (DOE)

Like MHT and MDNR, Department of the Environment will be important to the Authority in the realm of compliance with environmental regulations. As the Authority moves into its planning and design stages, it should establish liaison with DOE and other regulatory agencies through memoranda of understanding, as described in *Appendix H: Environmental Management Program*.

Frostburg State University (FSU)

Through its arts department and business program, FSU offers the ability to advise and participate in Canal Place. The recent relocation of the Washington Redskins' training camp to FSU has sparked a series of events targeted at the training camp visitors. While not thematically related to Canal Place, the Redskins training camp provides a source of visitors whose needs could possibly be catered to by Canal Place due to its location at the end of the WMSR link to Frostburg.

FEDERAL GOVERNMENT

The role of the federal government in Canal Place is critical to Canal Place. As an established source of national pride, the C&O Canal NHP should receive long-awaited federal attention. As a community heavily affected by the previous actions of the USACE, the City should be included in efforts to mitigate the effects of past flood control projects. As a major community in the upper reaches of the Chesapeake Bay watershed, the city should also receive the attention of the USEPA.

The NPS is envisioned as the leader in Preservation Action 1.2.1, and Development Actions 2.1.2a through g, and 2.1.1a through i, (b excepted).

National Park Service (NPS)

The National Park Service will continue its major role in Canal Place primarily through the rewatering of the C&O Canal and associated development. The NPS can also be a source of technical assistance to the Authority in the preparation of plans for interpretive programs, museum facilities, and other planning, design and program actions. The NPS will continue as a conduit for federal park-related funding to Canal Place.

"The Canal Place partnership involving state, local, and federal government agencies, the private sector, and the Canal Place Preservation and Development Authority, will serve as a model for future historic preservation and heritage projects nationwide."

Doug Faris
Superintendent,
C&O Canal National Historical Park

Other programs and initiatives that involve the NPS would include the Potomac Heritage Trail and the Potomac River Greenways Coalition, and the Potomac River Heritage Project.

U.S. Army Corps of Engineers

Building on its feasibility study of the C&O Canal rewatering (funded by NPS), USACE will continue engineering studies of the project under agreement with NPS. In the long term, USACE will be a critical partner for funding and implementation of the canal rewatering project and associated infrastructure improvements. Through the North Branch Reconnaissance Study, USACE could be involved in other non-canal related projects targeted at the mitigation of previous flood control work. Towards this end, the City should work with the Authority to actively participate in the Study's planning process to ensure inclusion of all that can be done *in addition* to the rewatering project, while the opportunity exists.

Environmental Protection Agency (USEPA)

The Chesapeake Bay Program is a very broad and ambitious program aimed at major long term watershed environmental quality improvements. Through its representative on the Canal Place Task Force, USEPA's Chesapeake Bay Program can be kept as a potential source of planning assistance or funding for environmental quality improvements along the river in the Park Corridor.

PRIVATE SECTOR

The private sector could play a role in Canal Place in several ways:

Private sector investment in Canal Place will be possible in the Terminus and in downtown. Some of the possibilities for participating in the development of Canal Place include a new hotel, an "attraction or attractions," and restaurant and shop development.

"As Canal Place evolves, it will attract more people, cause visitors to come downtown, and stay longer to enjoy the aesthetics of the historic Downtown Mall. Since the downtown is located adjacent to Canal Place, downtown is a natural and viable partner to the success and completion of the project. Furthermore, with this type of team effort in place, the benefits to downtown and Cumberland are boundless."

L. Gino Giatras
Chairman,
Downtown Cumberland Business Association

Existing businesses and groups such as the Allegany County Chamber of Commerce can be brought into the planning of heritage tourism-based strategies for downtown revitalization.

Businesses and individuals can be a source of funding for specific projects of an appropriate scale, such as the purchase of memorial benches or other commemorative dedicated improvements. Businesses should be contacted to sponsor new Canal Place events and programs, such as currently occurs with Rail Fest. The media should play a role through sponsorship of events (WXXX brings you....live from the Crescent Lawn at Canal Place). New and existing businesses can be involved in Canal Place-related promotions.

"People who have lived their lives around the C&O Canal know the wonder of its beautiful towpath. It has provided countless numbers of people with a well-developed and famous trail along the historic Potomac River, and is still creating marvelous memories for those who use it. When the Boat Basin at Cumberland is restored, I believe that a great number of people will desire to visit the spot where the canal took on the role of a port. There are many people in the metropolitan areas at the east end of the canal, and, if by nothing other than human nature, they will be curious to visit the western terminus in Cumberland. They, as any other visitor, will be impressed and enjoy it, and may even discover something more."

James G. Stahl
President,
Allegany County Chamber of Commerce

Individuals who have been contacted by MHT in its cultural survey can play a role in Canal Place by continuing their participation in the anticipated next phase of the survey. The inclusion of stories, skills, and products of local residents will add greatly to the authenticity of Canal Place and help to cement the bonds between the community at large and the fledgling Canal Place initiative.

It is anticipated that the private sector will take the lead in Development Actions 2.3.1a, c, and e, and 2.3.2 a, b, c, d, and g.

Not-for-Profit Organizations

The Western Maryland Scenic Railway and Western Maryland Station Center, Inc. will be key partners in the development of the Station and vicinity. The relationship between the Authority and these two organizations should be clarified immediately to determine the roles of each entity (including NPS) in the planning of the Station improvements.

The Cumberland Cultural Foundation will play a role as the advocate for the inclusion of arts facilities and programs in Canal Place. This important role will help Canal Place to be positioned to attract a wider range of visitors than would otherwise be possible. The arts heritage in Cumberland and Western Maryland will then have a central repository that will help the marketing of Cumberland as a touring center for the region.

The Western Maryland Model Railroad Association could assist Canal Place by participating in discussions possibly leading to setting up a major display in the Terminus or vicinity, an action that would be mutually beneficial.

Canal Place Partnership Participation Matrix

Legend:	Leader	Supporter	Participator
	●	◑	○

	Partners:	Canal Place Authority	City of Cumberland	Allegany County	State of Maryland	Federal Government	Private Sector
1	**PRESERVATION GOAL: Preserve the C&O Canal Park Corridor and its setting.**						
1.1	**Objective: Preserve the key historic resources of the Canal Park Preservation District.**						
1.1.1	Define the geographic extent of the Canal Place Preservation District.	●	○				
1.1.2	Provide to the Mayor and City Council new design standards and criteria for the Canal Place Preservation District for use by the newly appointed Historic District Commission.	●	○		◑		
1.1.3	Work with the City of Cumberland to strengthen the City's land use policies where necessary to protect the Canal Place Preservation District.	○	●				
1.2	**Objective: Preserve the key natural resources of the Canal Place Preservation District.**						
1.2.1	Advocate preservation of the sensitive natural areas of the C&O Canal NHP and adjacent private lands in the Park Corridor.	○	○	○	◑	●	
1.3	**Objective: Preserve the key cultural traditions of the Canal Place Preservation District.**						
1.3.1	Conduct a cultural heritage inventory.	○			●	○	
2	**DEVELOPMENT GOAL: Develop appropriate public and private facilities that encourage the use and appreciation of the C&O Canal and other key resources of the Park Corridor.**						
2.1	**Objective: Develop and implement an educational and interpretive program.**						
2.1.1	Recommend a use program for the Western Maryland Railway Station.	●	◑			◑	○
2.1.2	Coordinate with the National Park Service on the establishment of an educational/interpretive program including outdoor facilities and an expanded visitor center facility in the Canal Place Preservation District.						
a	C&O Canal NHP Terminus Visitor Center	◑				●	
b	C&O Canal Rewatering	○				●	
c	Guard Lock Restoration	○				●	
d	Lift Locks at North Branch	○				●	
e	Wayside Interpretive Exhibits	○				●	
f	Canal Boat Tours	○				●	
g	Signage Requirements	◑	○		○	○	
2.1.3	Study the feasibility of a transportation/industrial theme attraction or attractions.						
a	Kelly Springfield Corporate Tire Museum	○					●
b	Thrasher Carriage Museum Annex	○		●			
c	Maryland/West Virginia Model Railroad Association Display	○					●
d	Railroad Stock Exhibit	●					
e	CSX Locomotive Works Interpretive Observation Deck	○					●
f	Transportation/Industrial Museum	●			◑		
2.1.4	Study the feasibility of a French and Indian War/frontier attraction.	●			○		

Canal Place Partnership Participation Matrix

Legend:	Leader	Supporter	Participator
	●	◑	○

	Partners:	Canal Place Authority	City of Cumberland	Allegany County	State of Maryland	Federal Government	Private Sector
2.1.5	Study the feasibility of establishing arts and cultural facilities in the Canal Place Preservation District.	◑					●
2.2	**Objective: Develop appropriate recreational and special event facilities and programs.**						
2.2.1	Coordinate with the National Park Service and other entities to implement recreational and related improvements in the Park Corridor.						
a	Boating and fishing access points at the Terminus	○				●	
b	Land acquisition in the South Park	○	○	○	○	○	
c	Public recreational facilities in the South Park	○				●	
d	Vehicular access	○			○	●	
f	Small, low-impact campgrounds	○				●	
g	Small boat access	○				●	
h	South Park stables and pasture	○				●	
i	Use of additional park land acquired for the Canal Parkway	○				●	
2.2.2	Coordinate with other entities to establish a special event program for the Canal Place Preservation District.	●	○	◑		○	○
2.3.1	Study the feasibility of private sector, visitor-oriented development in the Terminus.	●	◑	○	○		◑
2.3.2	Coordinate with other agencies to create opportunities for long-term collateral development in the downtown.						
a	A new downtown shopping brochure and map	○	●				
b	New stores on Mechanic Street between Pershing Street and the Baltimore Street mall	○	●				
c	Filling gaps among tourism-oriented businesses	○	●				
d	A "Made in Western Maryland" locally manufactured product retail center	○	●				
e	Using the vacant upper floors of downtown buildings	○	●				
f	A new hotel	●	◑				
g	A low interest loan program for special projects within Canal Place	●	◑	○	○		◑
2.4	**Objective: Coordinate with the Allegany County Visitor's Bureau on a regional tourism marketing and promotion program.**						
2.4.1	Support the Chamber of Commerce's PACE+ Program.	○					●
2.4.2	Create a distinct regional identity for Western Maryland.	○		●	○		
2.4.3	Develop a joint heritage tourism marketing program for the region.	○		●	◑		
2.4.4	Develop thematic itineraries in the region.	○		●	○		
2.5	**Objective: Develop and implement a circulation and parking plan for vehicles and pedestrians.**						
2.5.1	Coordinate with the City of Cumberland and State of Maryland to improve access to and circulation within the Canal Place Preservation District for private vehicles, busses, and service vehicles.						
a	Canal Parkway	○			●		
b	Other access and circulation improvements	○	●				

Canal Place Partnership Participation Matrix

Legend:	Leader	Supporter	Participator
	●	◑	○

	Partners:	Canal Place Authority	City of Cumberland	Allegany County	State of Maryland	Federal Government	Private Sector
2.5.2	Coordinate with the City of Cumberland to ensure adequate parking for the C&O Canal NHP, Western Maryland Station, and future attractions in the Canal Place Preservation District.	○	●				
2.5.3	Coordinate with the City of Cumberland, National Park Service, and other appropriate entities to improve pedestrian access to and circulation within the Park Corridor.	●	◑		◑	◑	
3	**MANAGEMENT GOAL: Manage the cultural and natural resources of the Park Corridor to achieve the goals and objectives of preservation and development.**						
3.1	**Objective: Develop a comprehensive operations framework.**						
3.1.1	Incorporate the Canal Place Task Force in the planning process.	●	○	○	○	○	○
3.1.2	Prepare ongoing capital and operating budgets.	●			○		
3.1.3	Secure funding for capital and operating budgets.	●			○		
3.1.4	Manage the properties and structures of Canal Place.	●	○	○	○	○	○
3.1.5	Ensure compliance with regulatory requirements.	●	◑		◑	◑	
3.1.6	Build partnerships to achieve the goals and objectives of the legislation.	●	○	○	○	○	○
3.1.7	Establish public support for Canal Place through corporate sponsorship and community membership.	●					○
3.1.8	Contract for maintenance, events, and consultant services as necessary.	●	○				○
3.1.9	Manage construction projects.	●	○		○	○	○
3.1.10	Coordinate with other entities on public relations efforts.	○	○	●	○	○	○

Chapter 4: Long-Term Strategy

Chapter 4: Long-Term Strategy

During the first ten years, the Authority's actions will be focused on the canal and Terminus, planning, designing and building the infrastructure, facilities, and programs that will form the heart of Canal Place. After that period, the Authority may choose to continue its preservation and development mission, looking beyond the Preservation District to take on coordination of projects that will affect Canal Place, but are best accomplished in concert with other entities such as the City, county and state.

While the Authority will focus its efforts during the next decade on the actions identified in Chapter 3 of the Management Plan, other entities such as the City of Cumberland may choose to pursue related activities supportive of Canal Place. Actions that may be taken on by the City are illustrated in Map 15, Potential Long-Term Urban Design Concept, on page 143. Implementation of the projects listed below would both reinforce Cumberland as a heritage tourism destination and help protect the substantial public investment in Canal Place.

These actions, listed below with potential partner participation, are discussed in detail in Appendix F.

Cultural Resource Preservation

- Establish Gateway Corridor Overlay Districts which lead visitors from highways to Canal Place (City)
- Establish historic districts in areas of the City whose proven architectural assets support the theme of Canal Place. (City)

Natural Resource Preservation

- Preserve and enhance Potomac River (USEPA, USACE, MDNR)
- Enhance fish and wildlife habitat (USEPA, USACE, USFWS, MDNR)

- Improve stormwater runoff water quality (City, MSHA, County)
- Preserve the islands in the Potomac River (NPS, MDNR)

The Narrows and Wills Creek

- Designate the Narrows as a National Natural Landmark (County, State)
- Create the Wills Creek Greenway (City, County, MDNR, MSHA)
- Create the Narrows Parkway (County, MSHA)
- Implement the Allegheny Highlands Trail (City, County, MDNR)
- Implement trail connections to overlooks at Lovers Leap and the south summit of the Narrows (County, MDNR)

Wills Creek Restoration

- Study the use of lands along the West Bank of Wills Creek (City)
- Manage scenic vistas in the Narrows viewshed (City, County, MDNR)

Mountainsides and Ridgetops

- Manage the viewshed of Canal Place (City, Authority)
- Preserve and enhance the forested hillsides through a variety of non-regulatory mechanisms (City, County, Mineral County, WV)
- Establish land use policies and regulations affecting the visual character of the mountainsides and ridgetops (City, County)
- Participate in other regional planning efforts (USACE, NPS, USEPA)

Figure 108: Lovers Leap at the Narrows captured the imagination of visitors, as shown in this vintage post card. As Canal Place moves towards completion of its five-to-ten year plan, there will be an opportunity for extension of the heritage tourism concept to other key areas such as the scenic and historic resource of the Narrows. By building strong partnerships in its early years, the Authority could accelerate these long-term projects that might be taken on by other entities. (Al Feldstein)

Map 15: Potential Long-Term Urban Design Concept

(next page)

A potential urban design concept for Cumberland shows Canal Place as the center of a network of gateway corridors, historic districts, and greenways. The combination of these features could help to enhance the attractiveness of the City to visitors and residents, as well as improve and safeguard the neighborhoods surrounding Canal Place. The concept embodies a wide range of actions that could be undertaken by the City in response to the Canal Place initiative.

Conclusion

Canal Place is an extraordinary opportunity for community revitalization. It has a clear and focused mission. It has already received early action funding. It has excellent support at all governmental levels and among the citizens of Cumberland and residents of nearby communities. Canal Place will not happen by itself: to maintain its momentum, see it through to completion, and manage it as a success, will require the long-term, enthusiastic partnership among the wide range of public and entities identified in the Management Plan.