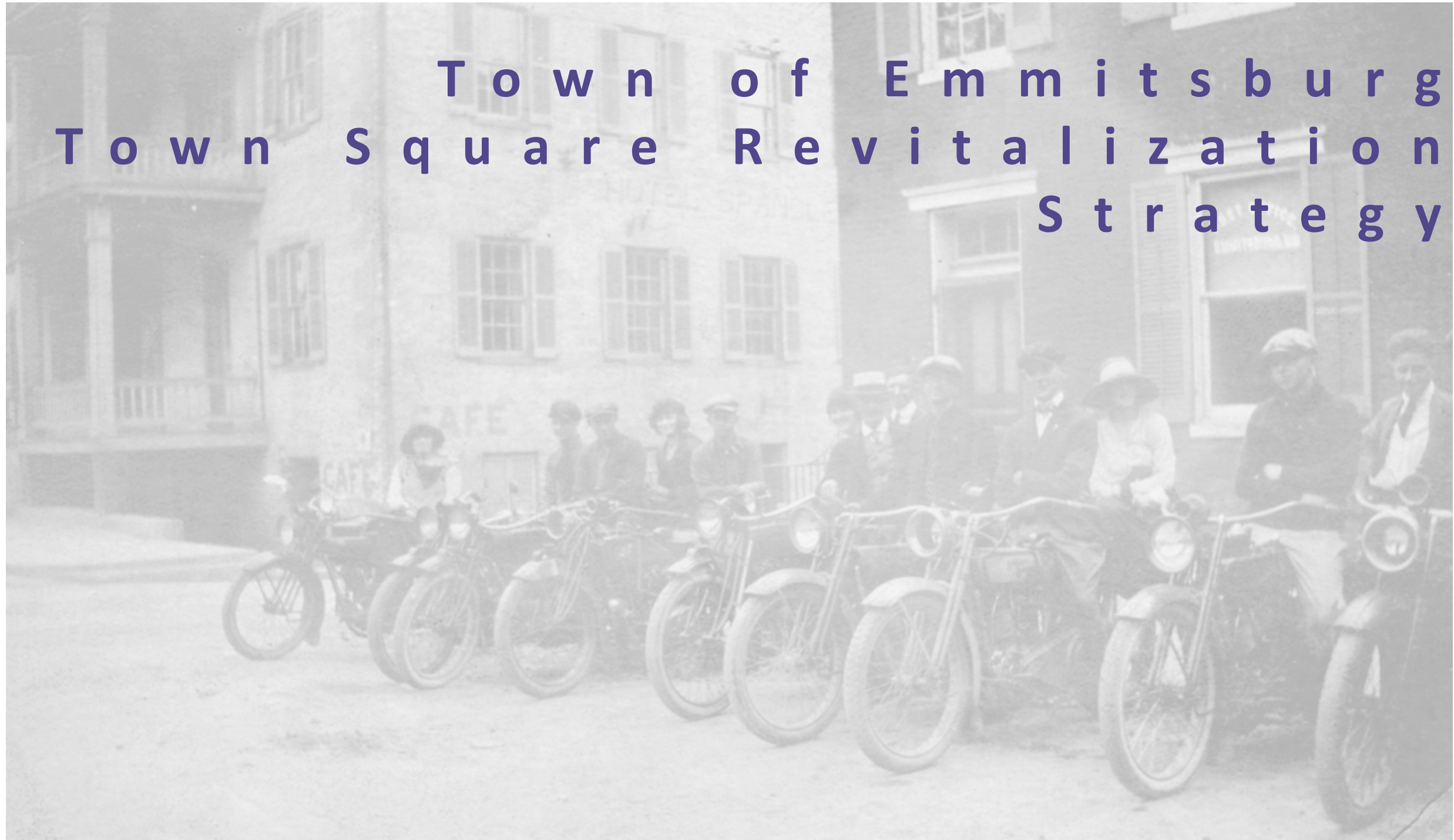


Town of Emmitsburg Town Square Revitalization Strategy



From Emmitsburg Area Historical Society -
Motorcycle Club in front of the post office 1920s

June 2013

TOWN OF EMMITSBURG

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Also, the Consultant Team would like to express its appreciation to the residents, businesses, and property owners in the town of Emmitsburg, for their input and participation in this project.

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Funding for the design of the revitalization for the Square is provided through a grant from the Maryland Heritage Areas Authority (MHAA). MHAA provides matching grants to governments for historical and cultural sites in a Maryland Certified Heritage Area (CHA). It is the hope that through this grant the town of Emmitsburg can design a Square that pays tribute to the historic location within the CHA and promotes heritage tourism.

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1.0 INTRODUCTION

In the fall of 2012, the Town of Emmitsburg retained a consultant team led by Seth Harry and Associates, Inc., Architects and Planners, for the purpose of engaging the community in a public planning process to explore various options for revitalizing the town's square, which is located at intersection of Seton Avenue (Bus. US 15) and Main Street (Maryland Route 140.)

The project scope was broadly interpreted by the consultants, allowing them to take a comprehensive approach to the assignment while focusing on practical solutions intended to provide the maximum benefit in relation to the resources expended. In addition to the consultant team, the town provided staff and logistics support, with both the Mayor and the Town Planner playing active and ongoing roles in the process.

The history of the square and its relevance to the town dates from the town's inception. Early accounts claim that soon after the town was founded (1785), a town well was dug in the middle of the square and likely, a well pump installed. In fact, a survey map of the town, dated 1858, shows the pump in the center of the square, and local accounts recall a horse trough, as well. Later, there was mention of filling in the well in preparation for the town fountain, which was installed in 1884. The fountain survived for 43 years until the advent of the automobile in the 1920s made maneuvering around the fountain too difficult. In 1927 a car ran into the fountain, almost destroying it and later that year the town decided to dismantle the fountain. The fountain was then replaced by a stone pillar with a blinker light on top to be finally replaced by an overhead light in 1953.

Buildings built soon after the town's founding date still line much of Emmitsburg's Main Street. The square was literally a crossroads for Civil War history, given that troop movements along the Maryland/Pennsylvania border had few alternative routes to travel. Beginning on July 1, 1863, the Square would see Union troops advancing to Gettysburg on the Emmitsburg Road after encamping in Emmitsburg overnight. A few days later, the aftermath of Battle of Gettysburg meant Confederate troops retreating through Emmitsburg. It also meant that nuns from the Daughters of Charity in Emmitsburg travelled north to provide skilled nursing assistance to the Gettysburg wounded. There is currently no interpretive recognition of the Civil War history on the square, other than the historic architecture present at the time.



From Emmitsburg Area Historical Society - Northwest Corner, early 1900s

Community life and commerce remained centered on the square until more recent times, when the square became more automobile-dominated, crowding out space for pedestrians, heritage tourism materials, or green elements. Today, the Town Square is in need of attention due to traffic congestion and parking issues, unsafe pedestrian crossings, lack of green areas, inadequate signage and way-finding and few pedestrian amenities.

With the ongoing Civil War Sesquicentennial in 2013, it is anticipated there will be many visitors passing through this area. With the help

of a grant from the Maryland Heritage Areas Authority (MHAA), which provides matching grants to governments for historical and cultural sites in a Maryland Certified Heritage Area (CHA), the Town of Emmitsburg undertook this process to be able to showcase its future plans for the Town Square, if not actually implement many features of it, as part of the visitors experience in the area.

SCHEDULE OF EVENTS

A major consideration in structuring the design process was ensuring that the entire community, including both residents and business and property owners, had the opportunity to provide input throughout the entire course of the design effort. To that end, separate stakeholder meetings were held with local business owners to independently solicit their thoughts and concerns a week prior to the kicking off the public workshop with the larger community. In addition, an preliminary meeting was held with representatives of the State Highway Administration to discuss potential concepts and ideas for the square, including comments and concerns already voiced regarding traffic and pedestrian safety, and past attempts to deal with those issues.

The kickoff meeting for the Emmitsburg Town Square Design Workshop was held on November 14th at the town offices in the council chambers. There were approximately 20 attendees, in addition to town officials and staff, which included the mayor, several commissioners, and the town planner. The purpose of the kickoff meeting and opening presentation was to explain the purpose of the workshop, define overall goals and objectives, and gather initial input from the citizens of Emmitsburg to help establish the guiding principles for the future design of the square.

The following day, a full-day workshop was then held to synthesize and translate the citizen input from the previous evening into a consensus design concept for the square that the entire community could support. At the end of the meeting, that one design concept for the square was presented to the group.

On December 6, 2012, the next phase of the public workshop was held as a Community Presentation where a more polished, final presentation package which included an additional, iterative concept plan was presented to the Town Council. Participants in the initial workshop, as well as interested residents and business owners from the town were also invited to attend.

After the public workshop the design was sent off to the Maryland Historic Trust for their review and comment. The Maryland Historic Trust came back with the following comment: "The Project will have no adverse effect on historic properties," clearing the way for formal

endorsement of the plan. Given the nature of the design proposal, which recommended the relocation of the existing pedestrian crosswalks, the State Highway Administration was also solicited for comments during this period.

On February 4, 2013 there was a presentation to the Town Council. Also in attendance were citizens and business owners. A summary of the design process to date was presented.

On February 18, 2013 there was a second presentation to the Town Council which focused on the cost estimates for the project.

ONGOING MEETINGS WITH STATE HIGHWAY ADMINISTRATION

On November 29, 2012, there was a meeting held at the State Highway Administration with the consultant team and town officials.

There were follow-up meetings in the town office on March 7, 2013, and May 28, 2013, with Town officials, State Highway District 7 representatives, and members of the consultant team to further discuss the proposed alternatives. Further meetings with State Highway administration are anticipated to refine the design concepts.

NOVEMBER 14, 2012 - KICK OFF MEETING

NOVEMBER 15, 2012 - PUBLIC WORKSHOP

DECEMBER 6, 2012 - COMMUNITY PRESENTATION

FEBRUARY 4, 2013 - TOWN COUNCIL PRESENTATION

FEBRUARY 18, 2013 - FOLLOW UP TOWN COUNCIL PRESENTATION (COST ESTIMATES)



1.2 Project Methodology

The Emmitsburg area was first settled in 1733, with the town itself founded in 1785 and incorporated in 1825. The early history of northern Frederick County was closely tied to rivalry between England and France. When Europeans first settled in the Emmitsburg area, in the early eighteenth century, the English government was concerned as the French moved to claim the interior of the American continent. France's holdings threatened English influence in the coastal strip east of the Allegheny Mountains, which could have, in theory, weakened English dominance in northern America.

To counter French encroachment, the English government began an active policy of promoting settlement of the wilderness by organizing settlers into groups of hundreds. The first settlers in the area were collectively known as the Tom's Creek Hundred. Their settlement covered land from just north of present day Thurmont to the old Pennsylvania border, from the Monocacy to the Catoclin Mountains.

While the Royal government opened the land to all settlers for a nominal fee, it favored a few select aristocrats by offering them large tracts of land in reward for their support of the Crown. One of the earliest of these land barons to take up residence in the valley was John Diggs, a grandson of the Royal Governor of Virginia, a wealthy Catholic who played a dominant role in border disputes between Maryland and Pennsylvania until the Mason-Dixon line was established.

The picturesque countryside reminded many settlers of the places they left in Europe, its beauty further enhanced by its availability and low cost. The rapid influx of settlers quickly raised the cost of productive land, and some of the more restless colonists sold their land holdings and crossed the Appalachians to settle in the fertile Ohio Valley. As tensions between the English and the American colonists began to deepen, the English, following traditional warfare tactics of the time, began to occupy major cities and the surrounding countryside. For the Tom's Creek Hundred settlers, however, life continued on much the same as before, and the Revolutionary War passed with minimal impact on the small, self-sufficient community.

Beginning in early 1785, when the deed for lots "to be known as the new town called Emmitsburg" was recorded, Samuel Emmitt entered into

agreements with his neighbors to sell lots in the new town, currently known as Emmitsburg. Many of the structures built at that time are still part of the Main Street streetscape, presenting an impressively intact display of architectural history.

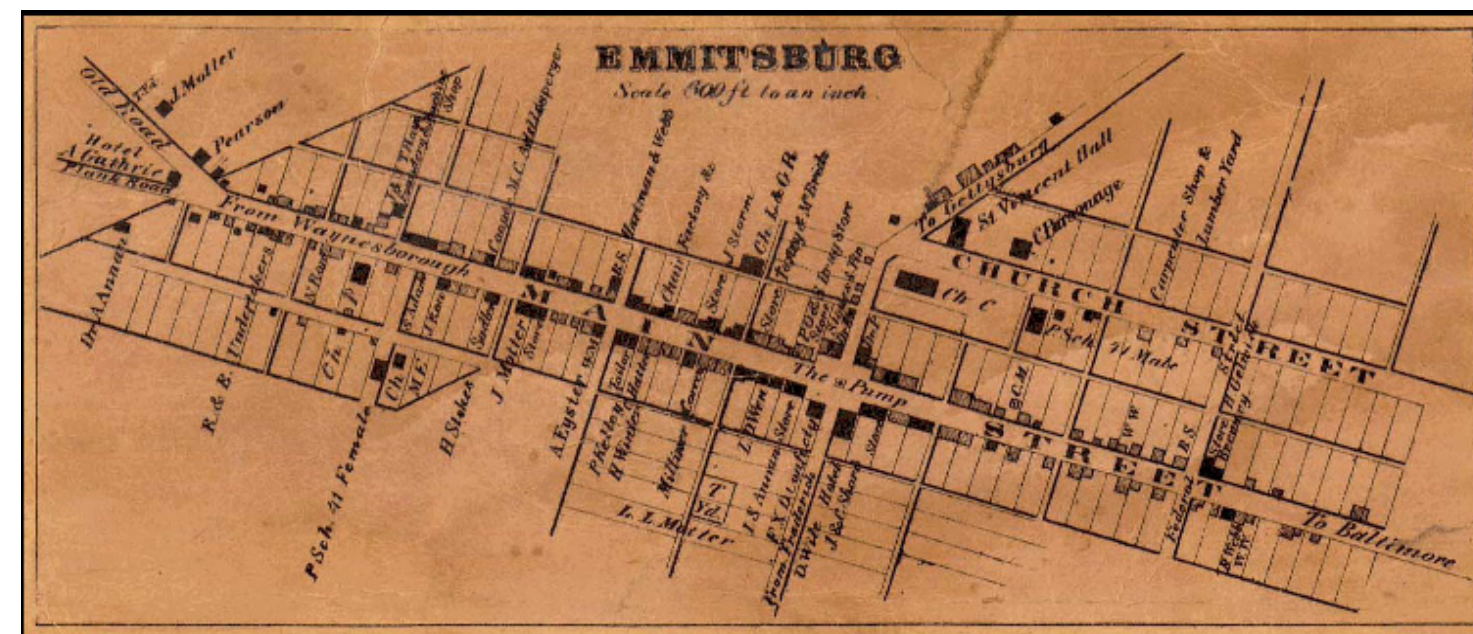
The area's history in the 19th century is in many ways a history of dichotomies. Early in the century, Emmitsburg was known as the most productive wheat-growing area in the nation. By the end of the century, however, poor farming practices had taken their toll on the rich soil of the Plains States and the development of interstate commerce squeezed the profitability of small family farms. By the beginning of the 20th century, bankruptcy sales of farms in this valley were unfortunately frequent.

Like many Border States, Maryland experienced divided loyalties during the Civil War, and the Emmitsburg area was no exception. It was not uncommon for sons of neighbors to meet on opposite sides in battle. During the battle of Gettysburg, the Emmitsburg area served as a front line staging area and was fortified as a fallback position in case the tide of battle in Gettysburg turned against the Union. After the battle, many of the Union troops bivouacked in Emmitsburg, and many of the wounded were treated here.

A major fire two weeks before the Battle of Gettysburg consumed or damaged a significant number of buildings east of the square. The next few years following the fire were spent rebuilding this part of the town.

Following the Civil War, the Emmitsburg area continued to grow and prosper as the home of many manufacturers and mills. However, the decision in 1880 by the Western Maryland Railroad not to build its line through Emmitsburg marked the beginning of the end of independent prosperity. Life in 20th century Emmitsburg area was quaint by all standards, but it proved an excellent town in which to bring up a family. Nevertheless, it was beset with failing farms and the closures of several local industries.

The construction of US 15 was both a benefit and detriment, as it opened more opportunities for employment and shopping outside of the immediate area, which had the expected impact on local businesses, forcing many who were unable to compete to close their doors. Today, Emmitsburg is a small town with a population of 2,814 people, with a mixture of the village-like core, and newer subdivisions built after the year 2000. While there is some local employment, many residents commute to Frederick, or as far as the Washington, DC area to work.



This Map of Emmitsburg, dated 1858, clearly shows the key elements that define the town today, including the town square, and the structures lining main street.

¹ Source www.emmitsburg.net and Emmitsburg Planning Office



From Emmitsburg Area Historical Society - Old Emmitsburg Road (Rte. 15), around 1890



From Emmitsburg Area Historical Society -- St. Joseph's College Emmitsburg RR Station



From Emmitsburg Area Historical Society - NE Corner, early 1900s



From Emmitsburg Area Historical Society - Center of Square looking west, early 1900s



From Emmitsburg Area Historical Society - Old Post Office, circa 1900



From Emmitsburg Area Historical Society - D.S. Gillelan Cash House - 1890s

1.3 History of Emmitsburg

Town of Emmitsburg
Town Square Revitalization

- Attractions located within the Town boundary are:
- National Shrine of St. Elizabeth Ann Seton (see below)
 - Frederick County Fire & Rescue Museum see www.frederickmdfiremuseum.org
 - Many restaurants, an antique mall, as well as smaller antique shops, an art gallery, and services.
 - Several churches which serve a regional community

- Within walking distance of the Square
- Fallen Firefighters’ Memorial at National Emergency Training Center
 - NETC/FEMA facility

- 2 miles south of the town
- Mount St. Mary’s University and the Grotto (see below)

- Within 10 mile radius of the town
- Gettysburg National Military Park*
 - Gettysburg College
 - Lutheran Seminary
 - Catoctin Mountain Park
 - Cunningham Falls State Park

VISITATION NUMBERS – Major establishments (including surrounding area)

Data are approximate, and were provided by the establishments listed, relative to the year 2010.

Restaurants

McDonald’s	421,901 customers	2010
	394,936	2009
	60-70% drive-through customers	

Retail

Emmitsburg Antique Mall	750 per week	39,000 annually
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* Note that 2013 will be 150th anniversary of the Battle, with major tourism impact

Source Emmitsburg Planning Office

Institutional

Mt. Saint Mary’s University

Visitor Category	# Annually
Students	1,500
Athletics	32,438
Conferences	47,410
Campus tours/pre-admissions	2,625
Alumni visits/homecoming	2,800
Parents’ Day	862
Commencement	3,000
Grotto	275,000
Total	365,635

Daughters of Charity – religious heritage tourism
45,000 visitors

NETC/FEMA

	# Annually
Fallen Firefighters’ Memorial	4,079 (2010)
	5,226 (2009)
Students attending Training	16,000

TRAFFIC

7,991 Daily trips on Route 140 – Main Street

Catoctin Mountain Park lies within the mountainous area known as the Blue Ridge Province, just ten miles south of Emmitsburg. This 5,810-acre hardwood forest park, with its refreshing streams and scenic vistas, provides an idyllic retreat within the growing county. However, the Park didn’t always look this way -- in the 18th and 19th centuries, the land now known as the Catoctin parks was extensively logged to support local agriculture practices and to produce charcoal for the nearby iron works furnace. However, in 1933, the land was set aside as the Catoctin Recreation Demonstration Area with its purpose being to rehabilitate “sub-marginal” farmland. In 1954, the Recreation Demonstration Area was divided, with half of the area becoming Cunningham Falls State Park and the remaining half becoming Catoctin Mountain Park. This venture, known as the Catoctin Project, was an example of a cooperative effort between State and Federal officials.

Since then, the land has fully rejuvenated itself, transforming a disturbed environment into an excellent model of a second growth forest ecosystem.

Cunningham Falls State Park, located in the Catoctin Mountains, just ten miles south of Emmitsburg, is known for its history and scenic beauty, as well as its 78-foot cascading waterfall. The Cunningham Falls is located one half mile from the lake in the Houck Area via the Falls Trail.

Mount Saint Mary’s University, founded by Father John DuBois in 1808, is the oldest private independent Catholic college in the United States. The University is a co-ed institution of approximately 1400 undergraduate students of which the majority live on campus. The seminary is the second oldest in the country. It has more than 150 seminarians and offers a M.A. in theology and a Masters of Divinity to complement its traditional program of spirituality and priestly formation.

The National Shrine of Saint Elizabeth Ann Seton “Mother Seton,” was the widow of William Seton of New York City and the mother of five children. She arrived in Emmitsburg, in the summer of 1809 at the invitation of Father John DuBois to establish a religious sisterhood and open a free school. On July 31 of that year, she and her sixteen companions, moved into the small Stone House located near Tom’s Creek.

On September 14, 1975, Pope Paul VI proclaimed Elizabeth Ann Seton “a Saint” --the first American-born citizen to be given this honor by the Catholic Church. Since 1968, her remains have been placed in the National Shrine of St. Elizabeth Ann Seton in Emmitsburg for the veneration of all who come from near and far to honor her. In February 1991, Pope John Paul II gave this shrine the title of Minor Basilica.



1.4 Visitation and Sights near the Square

The square in Emmitsburg is representative of a settlement pattern unique to this region, in which the corners of the four blocks framing the town's primary intersection are essentially carved away to create the shape of a square, superimposed upon the underlying street network.

There are a number of similar squares in many of the nearby jurisdictions, varying quite a bit in terms of size, but not configuration. All of these towns were formed prior to the advent of the automobile, and all of them struggle to some extent to accommodate it, particularly given the multiple functions the squares are obligated to serve.

The Square in Emmitsburg is one of the more intimately scaled examples of this type of square where traffic, parking, and pedestrian amenities are vying for space. The strategies chosen for dealing with these often conflicting demands varies from square to square, mostly on the basis of size. Some are large enough to contain a traffic circle, most feature statues, fountains, benches or other forms of pedestrian amenities. And almost all of them retained parking as an historical use.

The following squares were part of a larger precedent study undertaken by the consultant team in an effort to understand and inform how different communities handled similar challenges based on the specific circumstances of their respective square.



Emmitsburg, MD

The existing square has 12 angled parking spaces and minimal sidewalks. As presently configured, the crosswalks are inconveniently located relative to how pedestrians have historically circulated around the square, and sidewalk extensions intended to shorten crossing distance actually leaves the pedestrian feeling more vulnerable and exposed. As a consequence, few pedestrians use the crosswalks as designed.

This square is at the small end of the regional spectrum in terms of size and exhibits many of the challenges pertaining to the accommodation of multiple end-users with often conflicting needs and performance standards.

The historical architecture lining the square is largely intact, in both form and in period detail, lending weight to an argument in favor of a more traditional design for the square, functionally and aesthetically.



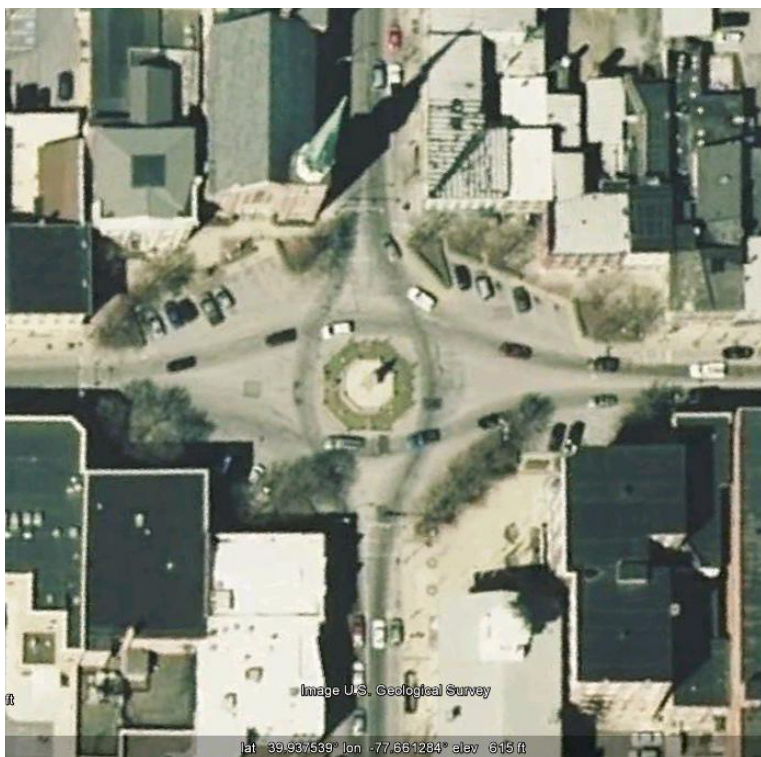
Elizabethtown, PA

Elizabethtown, Pennsylvania is one of the few squares that is similar in scale to Emmitsburg, though the sense of its square is still very evident as a regional type, with the buildings set back at the four corners.

This town removed the parking on the square to create small pedestrian plazas featuring brick planters/benches, trees, lighting, and signage, in a configuration similar to that proposed by earlier SHA studies for Emmitsburg, though the commercial uses tend not to be of type that rely on drive-by patronage. There is also more off-street parking immediately adjacent to the square than in Emmitsburg, perhaps helping to encourage this approach.

One very notable difference is the width of the street, curb-to-curb, which in spite of Elizabethtown's similar sense of intimacy, actually has room for a full three lane section, including turn pockets, eliminating many of the challenging issues faced by Emmitsburg's square.





Chambersburg, PA

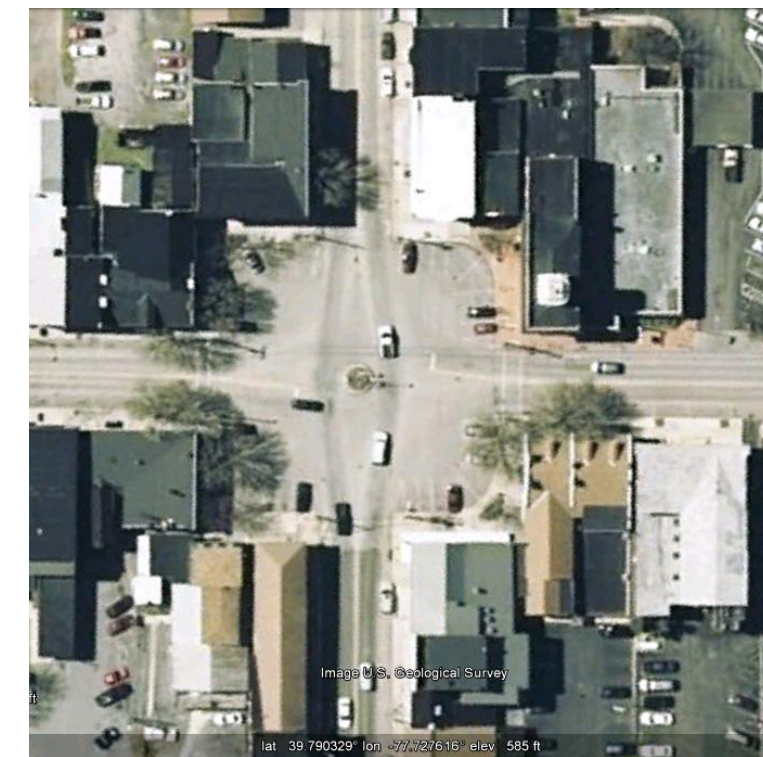
Three of the four squares on this page occupy the large end of the regional size range, and illustrate the variety of approaches possible with larger squares. Like Gettysburg, Chambersburg is able to accommodate higher traffic volumes because of the efficiency of roundabouts in managing turn movements, without the need to eliminate on-square parking.

In spite of the square's size, the crosswalks generally follow the perimeter of the square, facilitating pedestrian movements where the people actually walk, without subjecting them to the added danger and confusion of the turning movements associated with the circle.

Greencastle, PA

Greencastle is similar in scale to the longer axis of Emmitsburg's square, but symmetrical in both axes. That additional space and the street sections permit the use of a small roundabout/traffic circle that acts as a traffic control device, enhancing the efficiency of the intersection, while the deep corners allow for a reasonable amount of parking on the square.

What's of note here is that the crosswalks go around the perimeter of the square and that the vehicular movements around the parking is loosely defined. This is consistent with the pre-1980's version of Emmitsburg, which was considered safer and more desirable than the current arrangement.



Easton, PA

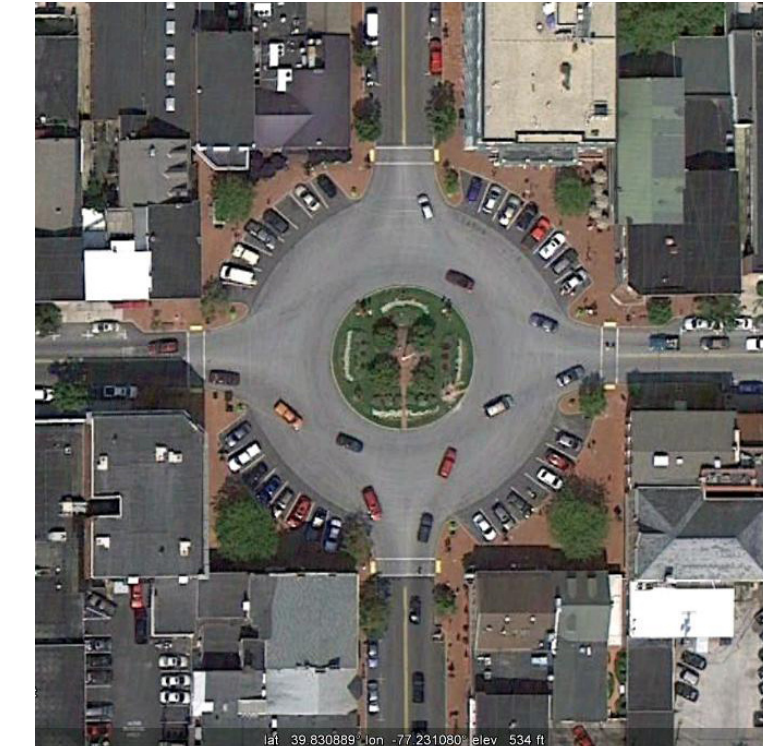
Easton's square is a generously sized square that is perfect symmetrical in both axes. Given the large size and inherent efficiency of roundabouts, the square is able to easily accommodate vehicular throughputs while also featuring a prominent circular park in the middle.

This park acts as a pedestrian refuge, allowing for crosswalks at both the square perimeter, and in line with the respective street sections, with plenty of room left over for parking in the middle. Stop bars evident in the aerial suggest some form of signalization, possibly related to the pedestrian crossings, while the large street sections and two-lanes minimize congestion.

Gettysburg, PA

Another example of the many variations on a theme this model encourages, Gettysburg, combines the geometric simplicity of a perfect circle, within a perfect square. Two lanes in, two lanes out, with virtually no pavement markings whatsoever, Gettysburg is a safe, vibrant square that is both historically correct, yet contemporarily functional.

Parking on the square sends the right message regarding commerce, a lack of formal markings encourages thoughtful driving, and the crosswalks are at the perimeter of the square, where they belong for an urban form of this type.



1.5 Precedents - Town Squares



Hanover, PA

Hanover was a relevant early template for Emmitsburg, because of the coordination of signal timing and crosswalks. Because the crosswalks were off-set from the street alignments, they present many of the same dynamic challenges as Emmitsburg.

The intersection uses a combination of an all-stop, or “scramble” phase, and the signals on the crosswalks face both directions, commanding vehicles to stop during the crossing phase, regardless of which direction they are coming from. The larger size of both the square and the streets, however, allow Hanover to more easily accommodate both pedestrian and vehicular needs.



Lancaster, PA

Lancaster’s square design response is a bit unique because it represents the convergence of two one-way streets, which allowed it to eliminate one quarter of what would have otherwise been a full roundabout. This design optimizes around traffic flow, with the corners of the square recaptured as pedestrian plazas.

Though large and well landscaped, there appears to be limited retail activity on the plazas framing the square, which may be a result of the design of the adjoining ground floor space, the lack of on-street parking, or the speed of the one-way traffic. Lancaster illustrates the challenges inherent in this design, even when there is adequate room to address all of the functions within the square.

Waynesboro, PA

Until recently, Waynesboro was configured very similarly to the proposed Emmitsburg design, in that it had parking on the square and crosswalks located at the square perimeter. Problems noted with this design were similar to those anticipated for Emmitsburg, in that vehicles turning onto Rt. 140 from the NS thoroughfare did not always recognize the need to stop at the crosswalks, a condition the all-stop phased is intended to address.

Modifications to this design made Waynesboro’s square similar to the current Emmitsburg design, with sidewalk finger piers and crosswalks relocated to the intersection. It reportedly functions better from a vehicular perspective, but the retail on the square appears to struggle.



Allentown, PA

Allentown is similar to Lancaster in that it is primarily about moving traffic, and with two one-way streets crossing, the form has been optimized around flow. All of the buildings and uses around the square however, are not retail uses, and/or are large single-use civic functions which do not require the kind of intimate setting Emmitsburg represents.

Some of the original architecture has obviously been replaced by buildings of more recent vintage, which have added nothing to the quality of the environment. As a plan, it is an attractive and well landscaped composition, but very different in feel and function from Emmitsburg.



2.0 DESCRIPTION OF THE PROCESS

2.1 STAKEHOLDER MEETINGS

The following meetings allowed key stakeholders to express any specific concerns they might have, prior to the start of the formal public process:

Meeting #1

The first meeting was held with on November 7, 2012 with a representative from the State Highway Administration (SHA). Attendees included town officials and members of the consultant team as well as a planner with Frederick County.

There was a general discussion of pedestrian safety, traffic, and parking which acknowledged that the square presents a challenging environment, with multiple conflicting issues that have existed for some time. In 1988 State Highway implemented a streetscape improvement plan which included the upgrading of sidewalks and street lights, in which some attempt was made to reconcile those issues.

One of the big questions that came up was: “What is the town mandate concerning parking?” It is very limited right now and it is difficult to coordinate pedestrian movements with turning issues, stacking distances for turning cars is limited, cars backing out of parking spaces, etc. In addition, there was discussion on how to deal with truck traffic, which creates noise and congestion.

SHA controls the signals and their timing, which is programmable. It was noted that during peak hours there could be considerable delay in getting through the intersection, while in the off peak hours the issue is excess speed. At the request of the town, the signal timing was recently adjusted to help reduce the backup of traffic during peak periods, but it has not made it any easier for pedestrians to cross the street.

Other issues discussed concerned directional signage, alternative sign posts and colors and combining information into one sign to reduce the number of signs currently on the town square.

Meeting #2:

The meeting was held on November 7, 2012 at the town hall. There were 7 members from the business community present, including both property owners and/or business owners, plus team consultant members.

The discussion focused on parking issues, traffic congestion, and problems conforming to the town’s signage ordinance. Also, brought up was a discussion of façade improvements. The business owners were emphatic that no parking be removed from the square.

Meeting #3:

The meeting was held on November 9, 2012 at the town hall. There were 6 members from the business community present, which were either property owners and/or business owners and team consultant members.

The discussion was similar to the previous meeting on November 7, 2012 with the addition of a few topics including the suggestion of adding gateway entrances into the town before one reaches the square and way-finding signs.



Frederick County, MD At a Glance

Property and Businesses in Emmitsburg Square Vicinity

1. Tuxedo Shop and Total Look Barber Shop - ground level, residential above
2. Office/commercial
3. Antique store



Frederick County, MD At a Glance

4. Sheriff’s Office
5. Antiques Folly
6. PNC Bank
7. Pizza restaurant - ground level, residential above
8. Restaurant ground level, residential above
9. Vigilant Hose Company
10. Art Gallery/Framing
11. Restaurant - ground level, residential above
12. Veteran of Foreign Wars
13. Book store and coffee shop - ground floor, residential above
14. Storage and residential
15. Dental office
16. Print shop - ground floor, residential above
17. Residential in front, tavern in back
18. Car wash
19. Antique Mall
20. Three private businesses
21. Liquor store - ground floor, residential above
22. Restaurant

2.1 Stakeholder Meetings

2.2 KICK OFF MEETING

The kickoff meeting for the Emmitsburg Town Square Design Workshop was held on November 14th in the council chambers at the town offices. There were approximately 20 attendees, in addition to city officials including the mayor, town planner, and town commissioners.

The meeting began with an introduction by the Mayor and continued with a PowerPoint presentation to introduce the consultant team, familiarize the citizens with the challenges and tasks being undertaken, and present an overview of the process, as well as some relevant examples of how some of these issues were successfully addressed elsewhere. The presentation lasted about one hour.

Following the presentation, the residents divided into three groups, ranging from 4 people to 7 people, to discuss their thoughts, concerns, aspirations, etc., regarding the town, and specifically the square. Each table was facilitated by a member of the consultant team, who drew or otherwise documented their comments on maps of the town that were provided. Each group then chose a member from their team to present their map to the larger group, so that everyone’s comments were heard. Following is a list of the comments gathered from the round table session:

Group 1

- Address the issue of parking and do not take any parking away from the square
- Provide a better way finding for visitors to locate parking lots and businesses
- There is a need for much better signage for wayfinding with a directory on the square
- Move the crosswalks back to their original locations on the square
- Remove the “islands” on the square because they are unsafe
- Consider staggering the traffic signals (split phase) on 140 so they are the same as Seton Ave
- Stop all traffic so pedestrians can cross all ways across the square
- Consider handicapped feasibility for parking solutions, especially when parking farther away from the square because of the topography

- More flexible signage standards are needed, small signs do not promote business
- Add a clock to the square
- Put flowers and banners on the street lights, use banners as part of the way-finding
- The town should be more involved in promoting business
- Better coordination between town maintenance and public events – Farmer’s Market too far from square?
- Strategically locate trees to show off the architecture
- Potential locations for satellite parking:
 - Bollinger property
 - Antique Mall
 - School property
 - Pool
 - Next to the Chronicle
 - Pit Stop
- Lighting is poor in town, unsafe for pedestrians
- Lighting on S. Seton is too dark

Group 2

- Comments from Group 2 that were already suggested by Group 1 are not included here
- Make people aware that Emmitsburg is a place worth visiting (better marketing)
- Satellite parking areas on North Ave and the cemetery
- Provide safe, secure, and inviting walkways from satellite parking areas to Rt. 140
- Make some of the alleys connecting Main Street to the parallel streets pedestrian only
- Traffic, especially trucks, on the square is an issue
- Provide extended parking areas on Lincoln and north of 140 near churches
- Provide a wayfinding guidance or directory system
- Move crosswalks at square and remove “bump outs”
- Stop all ways for pedestrians
- If the square intersection were to be raised, consider clearance coming north on Seton, especially for trucks
- The town needs to be maintained better, generally poor appearance

Group 3

- Comments from Group 3 that were already suggested by Groups 1 and 2 are not included here
- Address the poor aesthetics of the square
- Improve lighting to improve the pedestrian experience
- Use town-owned properties for parking (maintenance facility on 140), potential for a pocket park
- Team with the shrine and college to coordinate signage, try to get people from those locations to come to the town
- Make Lincoln Ave bike-friendly
- Make some alleys one-way
- Issues need to be addressed at Antique Mall if to be used as parking lot, from a management/liability perspective
- Provide bike racks on the square
- Get students to the town, especially during the day

Other comments included:

- There was discussion in Group 1 after the pin up regarding the coordination of street sweeping and maintenance schedules and the use of parking on the square.
- People mentioned they liked the idea of ‘enhanced street lights’ with banners and signs

Why are we here?

To make the square –

- *Safer*
- *More Efficient*
- *More Attractive*
- *And – More Successful!*

MHA Grant

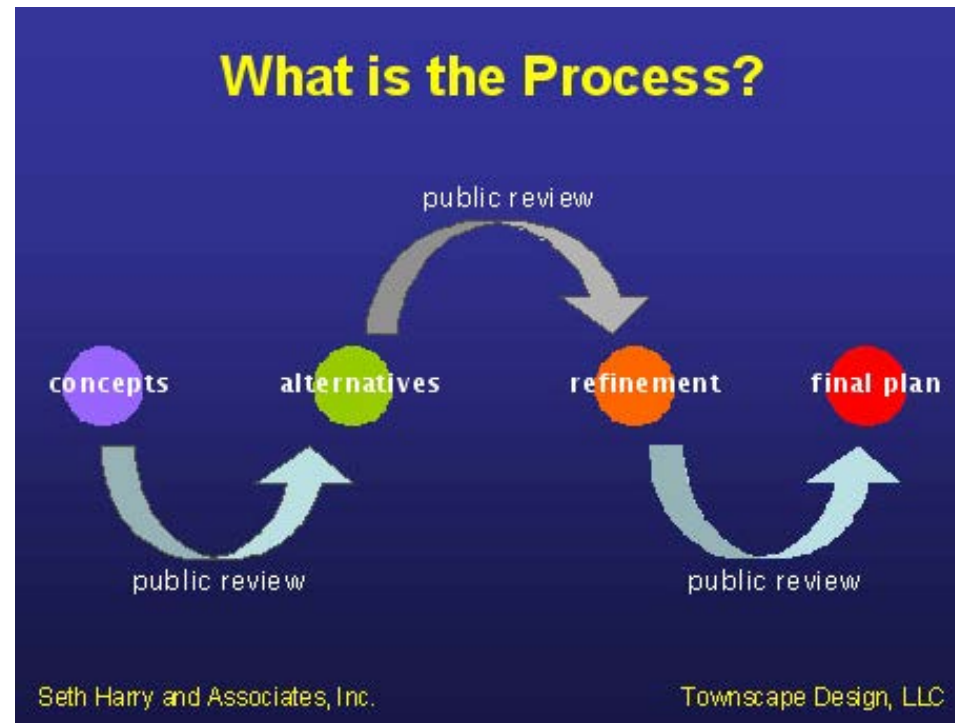
Seth Harry and Associates, Inc. Townscape Design, LLC

2.3 PUBLIC WORKSHOP

Following the opening night presentation and citizen’s input exercise, an all-day public workshop took place on November 15 in the council chambers of the town hall.

The team began the day with an overview of the comments presented by the citizens from the previous evening, followed by an outline plan for producing a conceptual scheme for the final presentation that evening. The studio was open to the public from 12:00 to 2:00, and approximately 10 people attended the open house to see and participate in the process first hand.

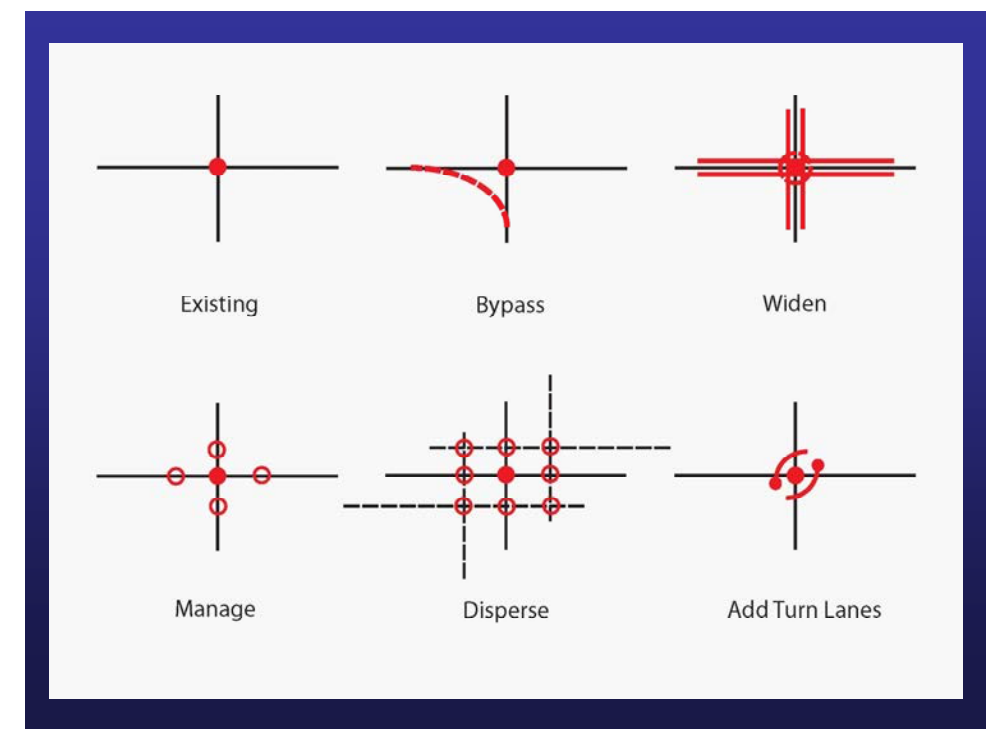
That evening the public was welcomed back into the council chambers for the initial concept presentation, and to provide feedback. Approximately 20 people were in attendance. The presentation included designs that the team generated during the workshop, including a plan for the square, a parking strategy, a way finding strategy, with elements that could be used throughout the town, and other concepts.



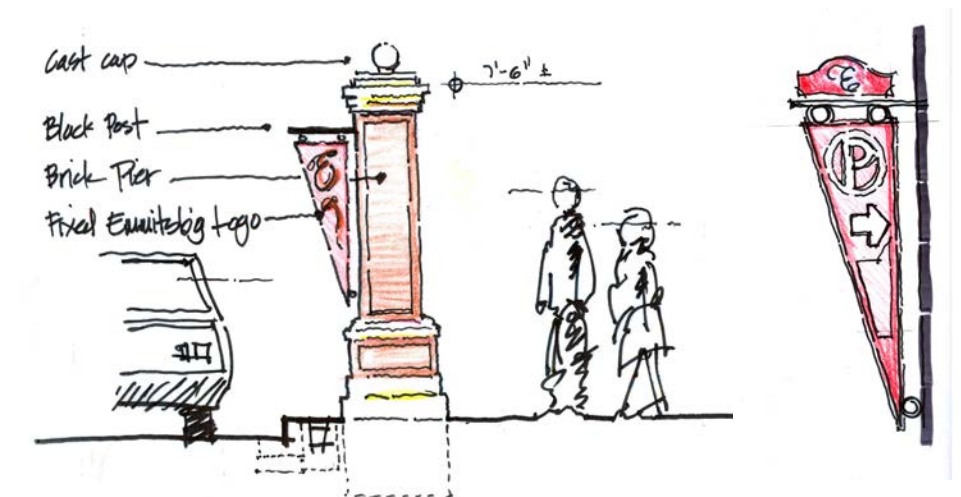
2.3 Public Workshop

Topics covered included:

- Parking - location, number of spaces, metering,
- Way-finding and signage - design of these elements, placement, and strategy; town identify, merchant signage, coordination of multiple signs, sign ordinances
- Town identity and events - gateway to the town, branding, banners and decorations, marketing, business promotions
- Traffic congestion - traffic signal timing
- Pedestrian safety - crosswalk locations, pedestrian islands, sidewalks, accessibility
- Pedestrian amenities - planters and landscaping, benches, directories, sidewalk improvements
- Pedestrian connections - improve the connections by making them safer and more attractive
- Bicycle traffic - safety, bicycle parking, connections through town and elsewhere
- Building design - facade improvements to the buildings on the square and in the downtown to improve the appearance of the town and the square
- Aesthetics - landscaping and street trees, lighting and clock tower



What was produced

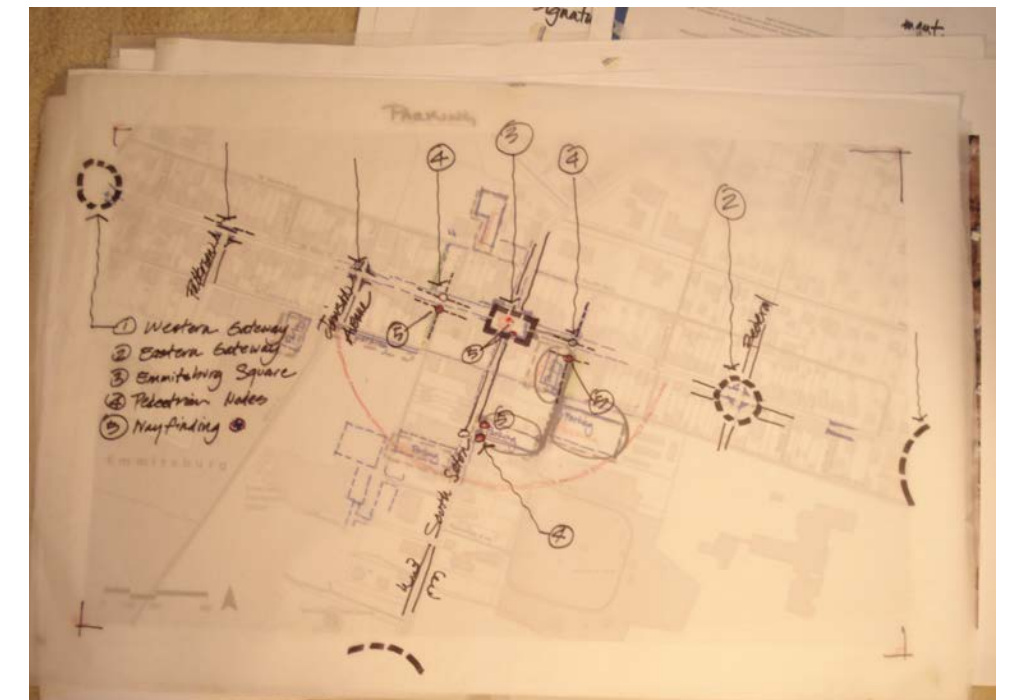


Above; workshop sketch showing how banners could be mounted to both piers and existing light poles. Below; Conceptual master plan produced during workshop

These sketches were produced during the workshop to illustrate various aspects of the plan concept. The sketch in the upper left shows the town square as viewed from main street with the addition of brick piers used to demarcate the four corners of the square, and also as a “signature element” intended to tie the town together aesthetically.

The sketch above shows a new Eastern Gateway defined by the same piers with the addition of banners added to the street lights and a change of paving materials at the crosswalks to cue incoming traffic that they are entering Emmitsburg’s pedestrian environment.

The lower left shows a similar gateway at the western entrance to Emmitsburg on Main Street. In the lower right is the original sketch master plan showing the square and the location of the gateways on Main Street, pedestrian nodes and potential locations for wayfinding signage.



What was produced



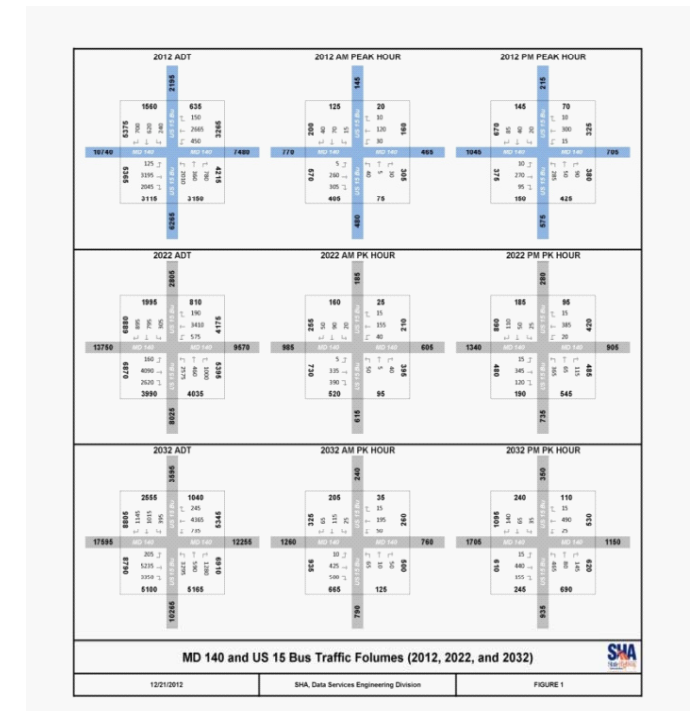
The initial concept plan generated during the workshop is shown above. This plan maintains the same number of parking spaces but reduces the dimensions of each space to minimum State Highway standards, allowing some of the area previously allocated to paving to go toward increasing the amount of sidewalk available for pedestrian amenities.

Relocating the crosswalks to the outside of the square helped to address community concerns regarding the perceived lack of pedestrian safety associated with the existing configuration. The reconfigured parking spaces allow the original narrow “islands” to be redesigned as useable pedestrian zones with enough space to be able to accommodate new curved benches.

State Highway Administration Review and Process

The State Highway Administration (SHA) provided data and support and an initial review of the proposed redesign of the square, which assumed relocated crosswalks as per the citizen’s request.

The technical design and performance of this concept proposal has been further discussed and explored in later stages of this process which will be covered elsewhere in this document.



2.3 Public Workshop

2.4 COMMUNITY PRESENTATION

Following the on-site design workshop in November, a community presentation was held on December 6, 2012 at the town hall in Emmitsburg to present further refinements to the plan. To meet a contractual obligation to provide two plan concepts, an additional design proposal was presented at this time.

The design approach of the two schemes proposed for the revitalization of the Emmitsburg town square are essentially subtle iterations of the same basic concept and are therefore similar with respect to their overall approach -- they both incorporate the following strategies in dealing with the issues and concerns discussed during the initial kick off meetings and the public workshop.

Designs and Strategies for the following were proposed:

- **Intersection design** - a proposed split-phased traffic signalization approach, where traffic in only one direction proceeds at a time, allowing vehicles to turn left unimpeded by oncoming traffic. This design included an additional "all stop" phase where all traffic is stopped briefly to allow for pedestrian movement only.
- **Way-finding and signage** - a multi-faceted design approach was suggested, where signs would be placed at regional locations, at the entrances to the Town, downtown and on the square. Signage is to be designed with a kit of parts to allow for banners, hanging baskets, or directories.
- **Pedestrian safety** - proposed crosswalk locations are moved to the perimeter of the square, pedestrian islands and sidewalks are to be widened and made accessible, cross walks are to be defined by material and/or color changes

- **Pedestrian amenities** - proposed amenities include planters with combined benches to be placed at the four corners of the square, and a merchant directory
- **Pedestrian connections** - proposed lighting and landscaping enhancements to improve the pedestrian experience
- **Bicycle traffic** - bicycle parking to be integrated with upgraded meter posts for securing bicycles on the square
- **Town Identify** - gateways in the form of brick piers topped with light fixtures are proposed for all four entrances to the town outside of the square, to match the "signature elements" on the square.
- **Aesthetics** - New feature elements such as a clock and fountain are proposed for the square, along with seasonal banners and hanging baskets.

What We Heard:

- *Enhance Aesthetics --*
Banners and Hanging Baskets
Landscape/Street trees
Architectural Detailing
Lighting/Clock
- *Better Coordination with Town regarding Public Events and Other Business Promotions*
- *Better Marketing for Town as a Whole*
- *Make Lincoln Avenue and entire town more Bicycle friendly*
- *Promote Town to Students*
- *Consider Handicapped Accessibility*

What We Heard:

- *Address Parking*
- *Create Better Signage and Wayfinding System*
- *Address Pedestrian Environment/Safety on the Square –*
Crosswalks
Islands
Traffic Signals
- *Improve Pedestrian Connections with safe and attractive walkways*
- *Address Issues w/ Sign Ordinance*

How we responded (Guiding Principles):

- *Every inch of Asphalt saved goes into Sidewalk*
- *Every Parking Space matters (pursue satellite parking options)*
- *Who uses what parking, where, is a matter of location, pricing, management, and enforcement*
- *Develop "Signature" design elements that can serve multiple functions in addition to bringing a sense of identity to both the Square and the community as a whole.*
- *Don't focus on congestion so much as mitigating it's impacts*
- *Need to find space for new "things" on Square*

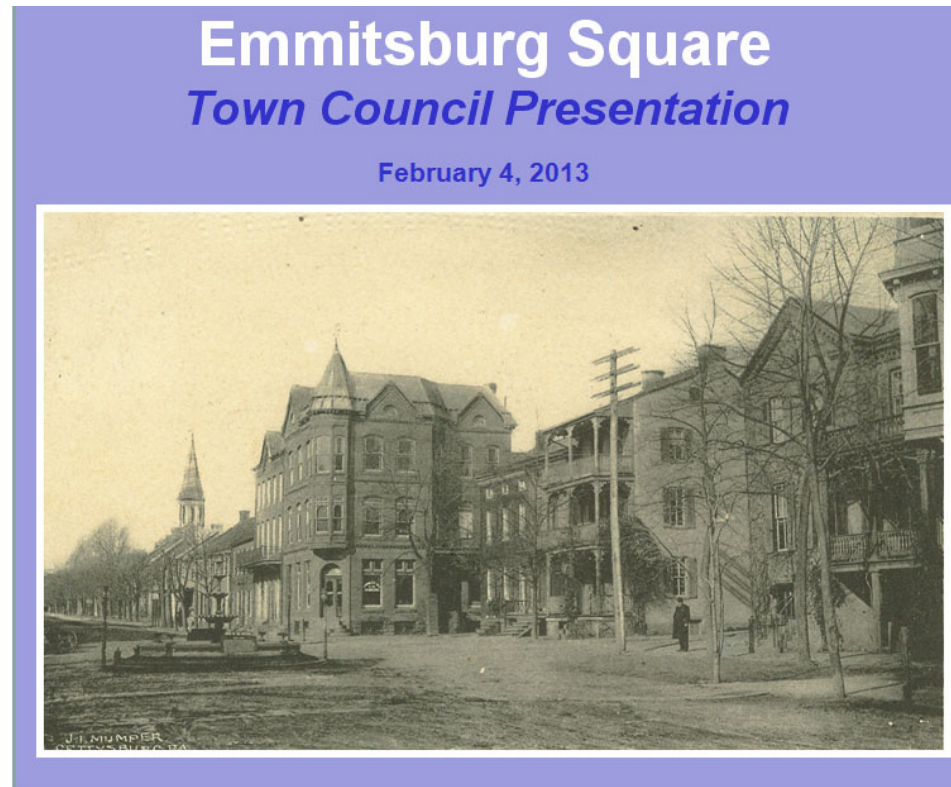
2.5 TOWN COUNCIL PRESENTATION

A Town Board Presentation was held on February 4, 2013 at the town hall in Emmitsburg.

The presentation, given by Seth Harry, included an overview of the process to date, the comments and concerns we heard from the community, a signage and wayfinding system, streetscape and lighting strategies, landscaping considerations, gateway design elements, a parking strategy, and the two design options for the square itself.

Images presented to the council, shown in the following “Design” section, included plan views, various perspective views from a digital model, photomontages, and hand drawn renderings. A cost estimate was also submitted to the council for review.

Following the presentation, the council was given time to ask questions of the design team, and the floor was opened to members of the community, who overwhelmingly voiced their support for the designs presented by the team.



3.0 SQUARE DESIGN AND ELEMENTS

3.1 EXISTING CONDITIONS

The square is composed of many things, including the buildings that surround and define the square itself. There are precedents for town squares of this type throughout the region, i.e. the square at Hanover, Pennsylvania and the square at Elizabethtown, Pennsylvania, however, the uniqueness of the square in Emmitsburg and some of its challenges relate to the intimacy of the space and the volume of traffic that it must accommodate.

And -- unlike many of the towns with similar squares -- Emmitsburg lacks a significant network of surrounding streets to help absorb peak traffic demands, nor the large-scale blocks with which to easily accommodate off-street parking.

These pictures show the existing conditions of the square. There are currently twelve angled parking spaces on the square. There are two crosswalk areas at the end of narrow sidewalks, or islands, that project out into the square. Traffic lights mounted on long mast arms extend into the square from the islands. There is very little sidewalk space, in either width or quantity at any of the four quadrants of the square. The abundance of state highway signage notwithstanding, there is currently little to no “wayfinding” signage to assist visitors in locating nearby businesses or parking. The current parking spaces are overscaled based on current parking standards.



3.1 Existing Conditions

3.2 ILLUSTRATIVE MASTER PLAN



The Illustrative Master Plan indicates the locations for the new design features of the square and gateway elements. The square is at the center of the plan and immediately to the east and west of the square in green are potential pedestrian connections to Main Street. At the far east and west in pink are the proposed new gateways to the town.

3.2 Illustrative Master Plan

3.3 SQUARE DESIGN

Two design options for the revitalization of the square were presented to the Town Council. Both schemes employ a multi-faceted approach to the revitalization of the town square.

The intent of both designs is to make the square more efficient, more attractive, safer and more successful. Current problems and issues as identified during the workshop and stakeholder meetings include traffic congestion, the need for enhanced pedestrian safety and amenities, better way-finding and signage, parking concerns, improving the aesthetics of the square and the town in general, while addressing the overall lack of identity and “sense of place.”

A major concern of the community is the safety of crossing Main Street at the sidewalk “fingers”, which are currently very narrow, and extend into the intersection. Many residents stated that they feel extremely vulnerable using the crosswalks where they currently located, and prefer crossing where the crosswalks were previously located, a fact the design team personally noted while doing their survey of existing conditions, even though there are no crosswalks formally marked there.

The community therefore expressed strong support for relocating the crosswalks to these locations, at the perimeter of the square, where they were originally located. Both schemes incorporate this change in their design, which will greatly enhance pedestrian safety, from the point of view of the citizens. Crosswalk visibility will be further improved by a texture or color change in the asphalt, helping to spatially define the square

To make the square more pedestrian friendly in terms of safety and amenities, without reducing the number of parking spaces currently on the square, the size of the current parking spaces have been reduced to standard parking dimensions. The amount of asphalt removed from the parking spaces is then reallocated to increase the area of the sidewalks.

This change provides additional sidewalk space to allow for pedestrian amenities such as the planter/benches, decorative brick piers/lights, and a proposed clock, in the area where “fingers” currently extend into the intersection. These have been widened sufficiently, along with the

removal of the crosswalks from these locations, to provide a pleasant and secure feeling pedestrian space on the square, which it is currently lacking. At each corner of the intersection, located in this newly added sidewalk space, a curved planter and bench clearly defines a dedicated sitting area, while shielding pedestrians from the traffic of the intersection.

Located at the end of planters, incorporated into the design, are the “signature” brick piers, approximately 7’-6” in height, framing the relocated Seton Avenue pedestrian crossings. These piers are repeated in the gateway elements into town to provide a cohesive design element that ties the town together, visually.

Both schemes also propose material changes and/or pigmented asphalt (or colored resin) to create a circle in the center of the square to commemorate the original location of the historic fountain.

Gateways welcoming visitors to the town, using the same signature design elements from the square, are proposed from both the east and west directions on Route 140, and more modestly from the north and south on Seton Avenue. These will be located on landscaped “bulb outs” within the street right of way, using trees and groundcover appropriate to the region, as both a traffic calming device, and formal threshold for entering the town.

A comprehensive way-finding and signage system is proposed to work with the piers at the gateway points and on the square. This would take a “kit of parts” approach, with seasonal banners for special events, branded with the town identify, and designed to work with both existing street lights as well as the piers, or as a stand alone element. A directory could be attached to one of the piers on the square for way-finding.

Lastly, improved pedestrian connections are proposed along the current “alleys” surrounding the town square. These pedestrian connections would serve to better link the street network surrounding the square to the Main Street by providing a safer and enhanced pedestrian experience between potential satellite parking areas, and the square.



3.4 SCHEME A

The proposed Scheme A incorporates all of the design strategies that came out of the public workshop.

By reducing the excess area of parking, the square is still able to accommodate all 12 existing parking spaces while increasing the size of the sidewalk area.

The extra sidewalk area is allocated to the former “fingers”, which are now able to accommodate planters and benches to create a safe pedestrian space on the square.

There is a planter/bench located at each corner of the intersection. A clock is located at the northeast corner of the intersection, and a town directory is located at the southeast corner.

Top Right: Eye Level Looking West on 140
Bottom Right: Eye Level Looking North on Seton
Bottom Left: Aerial View Looking East on 140



3.4 Scheme A

Scheme A Plan



3.4 Scheme A

Scheme A Photomontage



3.4 Scheme A

3.5 SCHEME B

The proposed Scheme B addresses the same concerns and issues as Scheme A, and in a similar way. The main difference is the addition of a larger “plaza” area where a new fountain could be located. This area was created by removing one parking space from the northwest quadrant of the square, reducing the total parking on the square to 11, from the existing 12. The loss of that space is intended to be off-set by the added amenity value of the fountain. One additional option not illustrated here would be to retain the circular bench around a (slightly) smaller fountain.

In this scheme, the clock would be located in the southeast corner of the square, diagonally across the square from the fountain. The fountain is reminiscent of the original fountain that was located in the center of the square from 1884 until it was almost destroyed by a car in 1927 and then subsequently removed.



Top Right: Eye Level Looking West on 140
Bottom Right: Eye Level Looking North on Seton
Bottom Left: Aerial View Looking East on 140



3.5 Scheme B

Scheme B Plan



3.5 Scheme B

Scheme B Photomontage



3.5 Scheme B

3.6 SCHEME B2

The proposed Scheme B2 is essentially the same as Scheme B, with one difference: In order to maintain 12 parking spaces on the square, an extra space has been added in the southeast corner of the square -- the only quadrant where this would be possible.

In order to do this, the existing parking area, which can accommodate four standard parking spaces, would be re-striped. However, this would mean that the "finger" on that corner would remain in its original configuration and therefore unable to accommodate a planter/bench. Instead, a freestanding clock is located in this corner.

Top Right: Eye Level Looking West on 140
Bottom Right: Eye Level Looking North on Seton
Bottom Left: Aerial View Looking East on 140



3.6 Scheme B2

Scheme B2 Plan



3.6 Scheme B2

3.7 THE SQUARE AT NIGHT



3.7 Night Scene of the Square

3.8 SIGNALS

All of the proposed design concepts assume a Four Phase signalization approach to traffic congestion and pedestrian safety.

The first phase is a leading green light for traffic traveling north on Seton Avenue and for cars turning west onto Route 140 while the rest of the traffic is stopped.

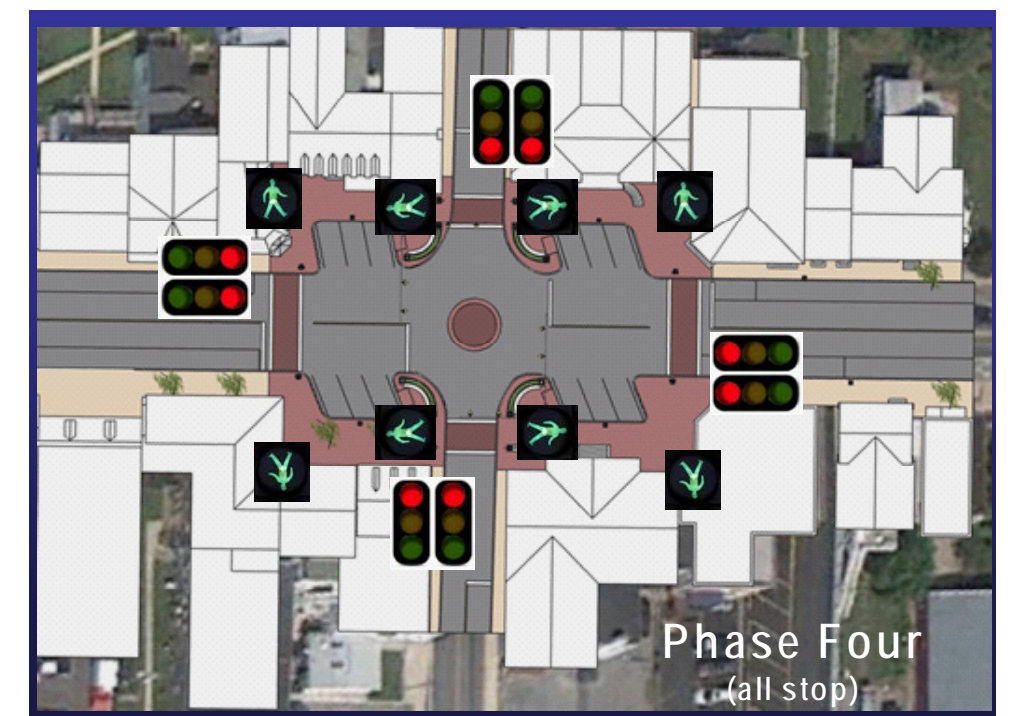
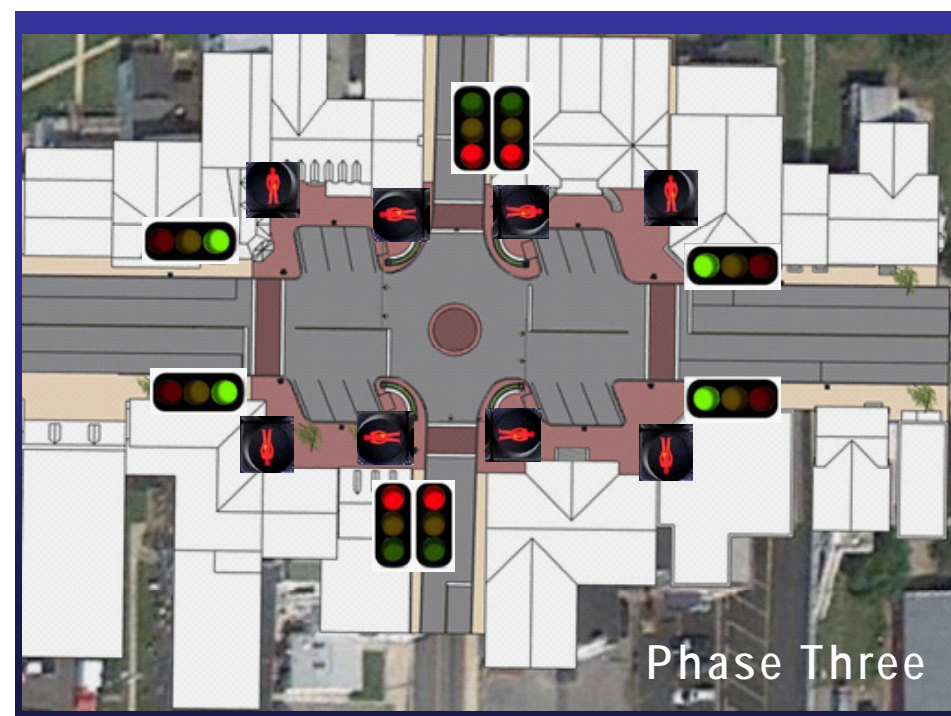
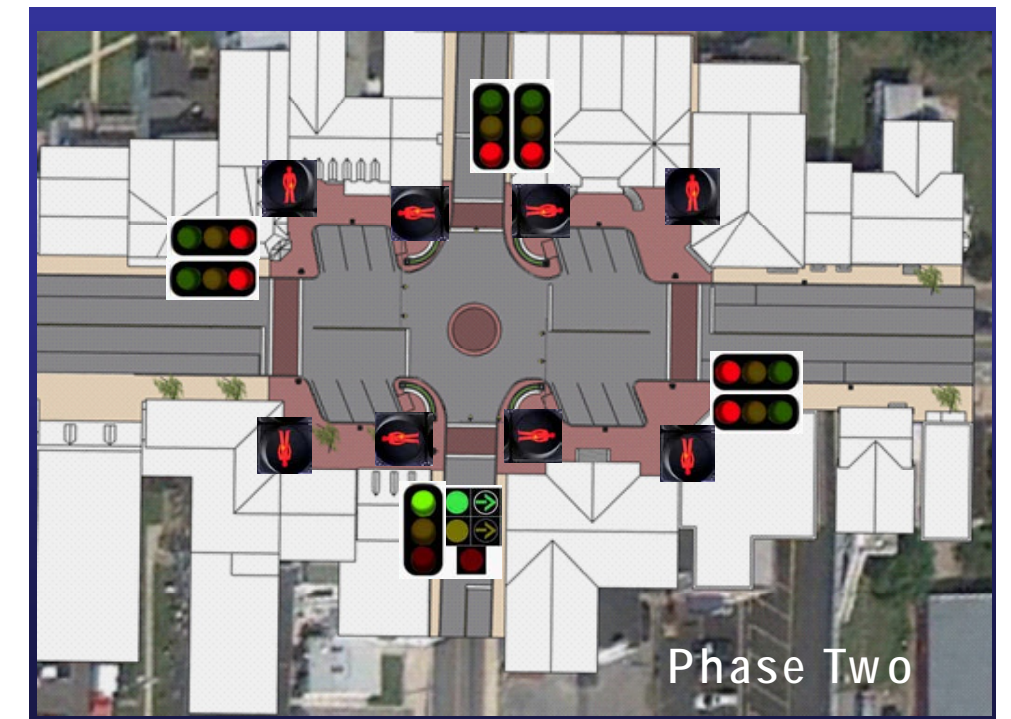
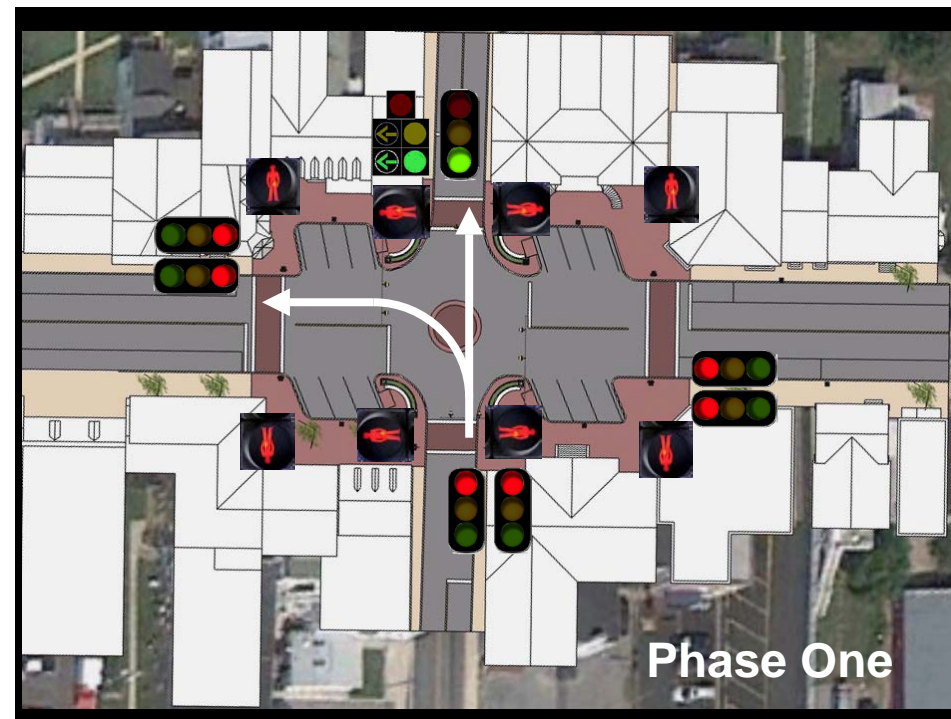
The second phase is a leading green light for traffic traveling south on Seton Avenue for cars turning east onto Route 140.

The third phase is a leading green light for traffic traveling west on Route 140 and for cars turning south on Seton Avenue.

The fourth phase is a leading green light for traffic traveling east on Route 140 and for cars turning north on Seton Avenue. An optional phase 4A is a delayed red for traffic traveling in the east-west direction.

The last phase is an all stop, in which vehicular traffic stops in all directions, and pedestrians are permitted to cross in all directions. This is the only phase in which pedestrian movement will be permitted.

*** Note: The issue of signalization will be discussed further in the "Next Steps" section of this document*



3.8 Signals

3.9 GATEWAYS

In response to citizen input requesting a more formal entrance into town, gateways were proposed using the same design elements of the square, to also help extend the identity of downtown along the entire Main Street corridor, and to help alert motorists that they are entering a walkable community. These gateways are to be located at the entrance to the town on the east and west ends of Rt. 140, with the possibility of a more modest version on Seton Avenue, marking pedestrian crossings north and south of the square.

Aesthetically, the gateways complement the square to reinforce a sense of place, and also incorporate pedestrian crosswalks which are further marked by a change of paving. As with the square, lights would be

mounted at the top of the piers with options for attaching street banners for the promotion of events and attractions, as well as any required notifications regarding the crossing.

The gateways will be located at the start of the on-street parking lanes as a transitional element, perceptually narrowing the street to slow traffic, and occupy no existing parking spaces. Integrated landscaping and planting beds add visual mass and impact by enhancing the attractiveness and substance of the gateways.



Town Square Gateway



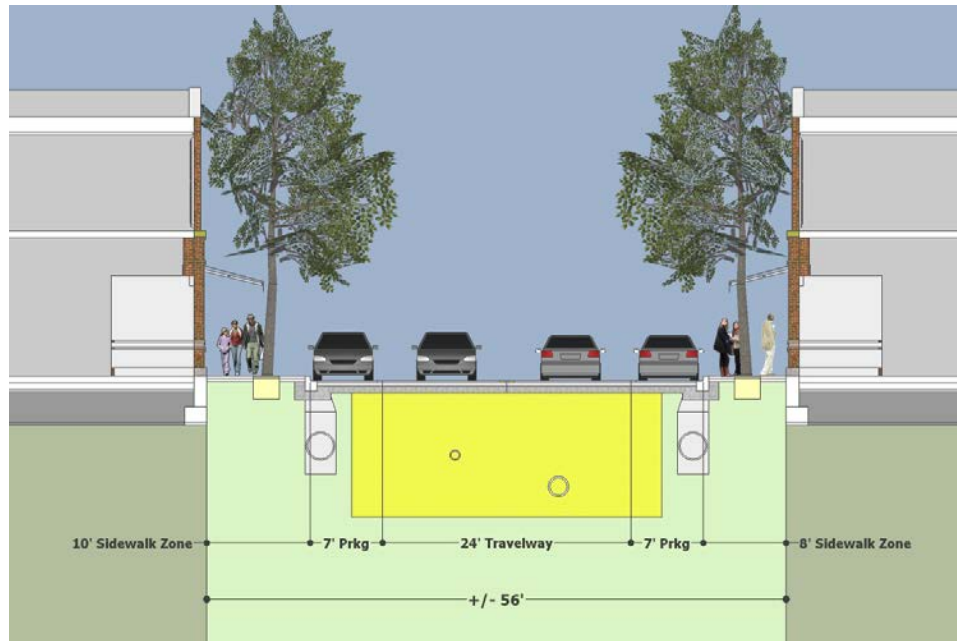
Eastern Gateway



Western Gateway

3.9 Gateways

3.10 SIDEWALKS/CROSSWALKS



The current street section for Rt. 140 is illustrated in the upper left. The sidewalks are relatively narrow and the street trees sit within the sidewalk area, further complicating the pedestrian environment.

Similarly In the square, illustrated below left, the sidewalks are constricted in many places with various obstructions adding further challenges. The existing crosswalks are typically not used as intended, as illustrated by the pedestrian crossing at the perimeter of the square and not at the light, within the designated cross walk.

In the illustrations to the right, the proposed redesign of the square moves the designated crosswalks to the outside of the square, as requested by the citizens, and where most pedestrians now currently cross.

Across Seton Avenue, the cross walk zones are defined by brick piers on each side of the street and are very well marked to alert drivers that they are approaching a cross walk zone. A change of paving materials and color further distinguishes the cross walk zone, while addition of lights on the piers improves area illumination and enhances the ambiance of square in the evenings.



3.11 STREETScape AND LIGHTING



The proposed streetscape elements, consisting of signage, street lights, piers, and banners are designed to work together as an ensemble. Banners can be attached to any of the streetscape elements.



Lighting:

The existing street lights are well designed but somewhat obscured at the square due to the overhead mast arms for the traffic signals. The street lights could be enhanced with the addition of hanging baskets for flowers or other ornamentation depending upon the season.

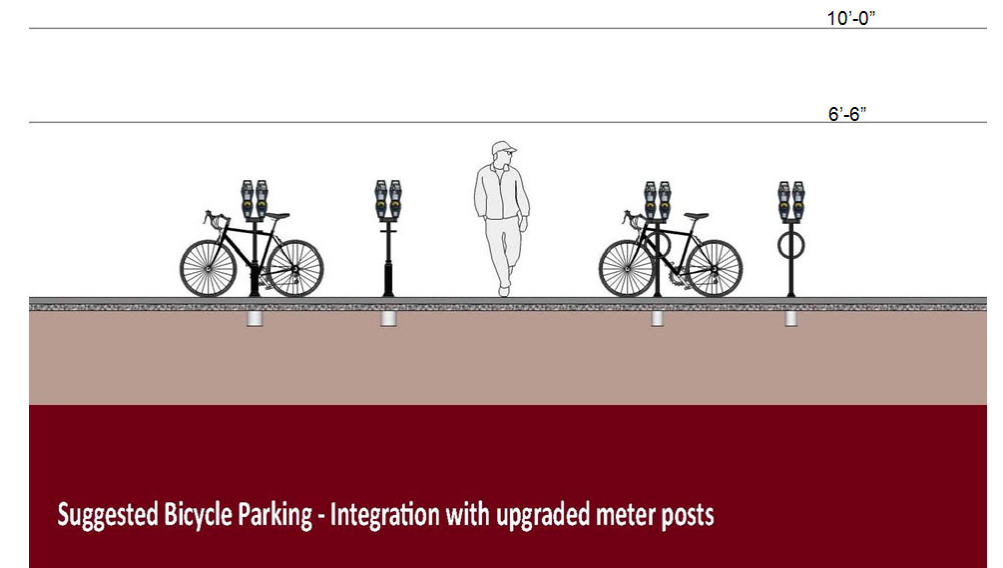
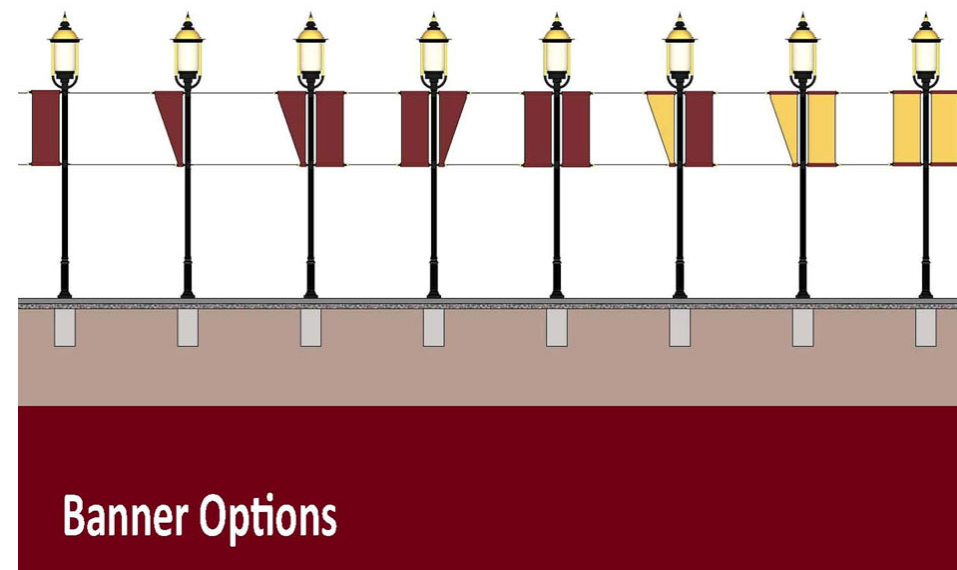
If the town decides to install a new fountain, as proposed in Alternative B, this could be very attractively lit at night to make the square a more inviting and active place in the evenings. It is also recommended that the new brick piers in the square incorporate lights to address community comments regarding a lack of adequate lighting.

3.12 BANNERS/BICYCLE RACKS

The consultant team recommended a comprehensive approach to wayfinding and community branding. Many towns have used similar techniques to design an integrated approach for the signage and decorative/seasonal banners. Here are some examples of the branding ideas developed for Emmitsburg. These include using an *E* script and a color palette as shown on the banner designs on this page.

In 2010, the nearby city of Frederick, Maryland introduced a new wayfinding system which integrated all the city's signage. The new system orients and directs both pedestrian and vehicular traffic and reflects the historic character of the city. Many of the residents and business owners of Emmitsburg expressed an interest in a similar wayfinding system, citing the fact that many visitors are not aware that there are restaurants and shops in downtown Emmitsburg, or how to get there or where to park.

These improvements will help to market the town by creating an enhanced sense of identity for Emmitsburg, and make it a more convenient place to visit.



In the illustration above, upgraded parking meter posts are outfitted with bicycle rings for bicycle parking. Other options include free standing bike rings outside entrances to business establishments.

We also suggest better access to downtown for bicyclists. Designated bike lanes could be a part of future studies/grants to improve safety for bicyclists, including proposed bicycle lanes on Lincoln Avenue.



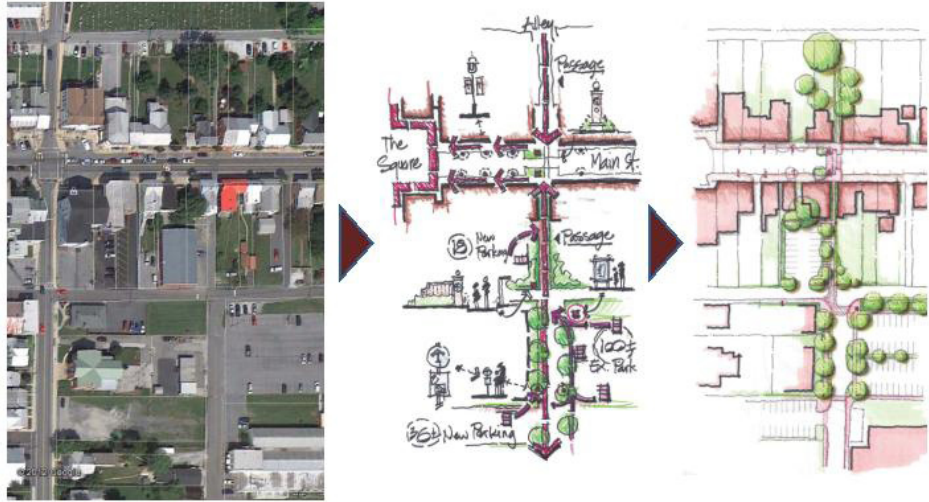
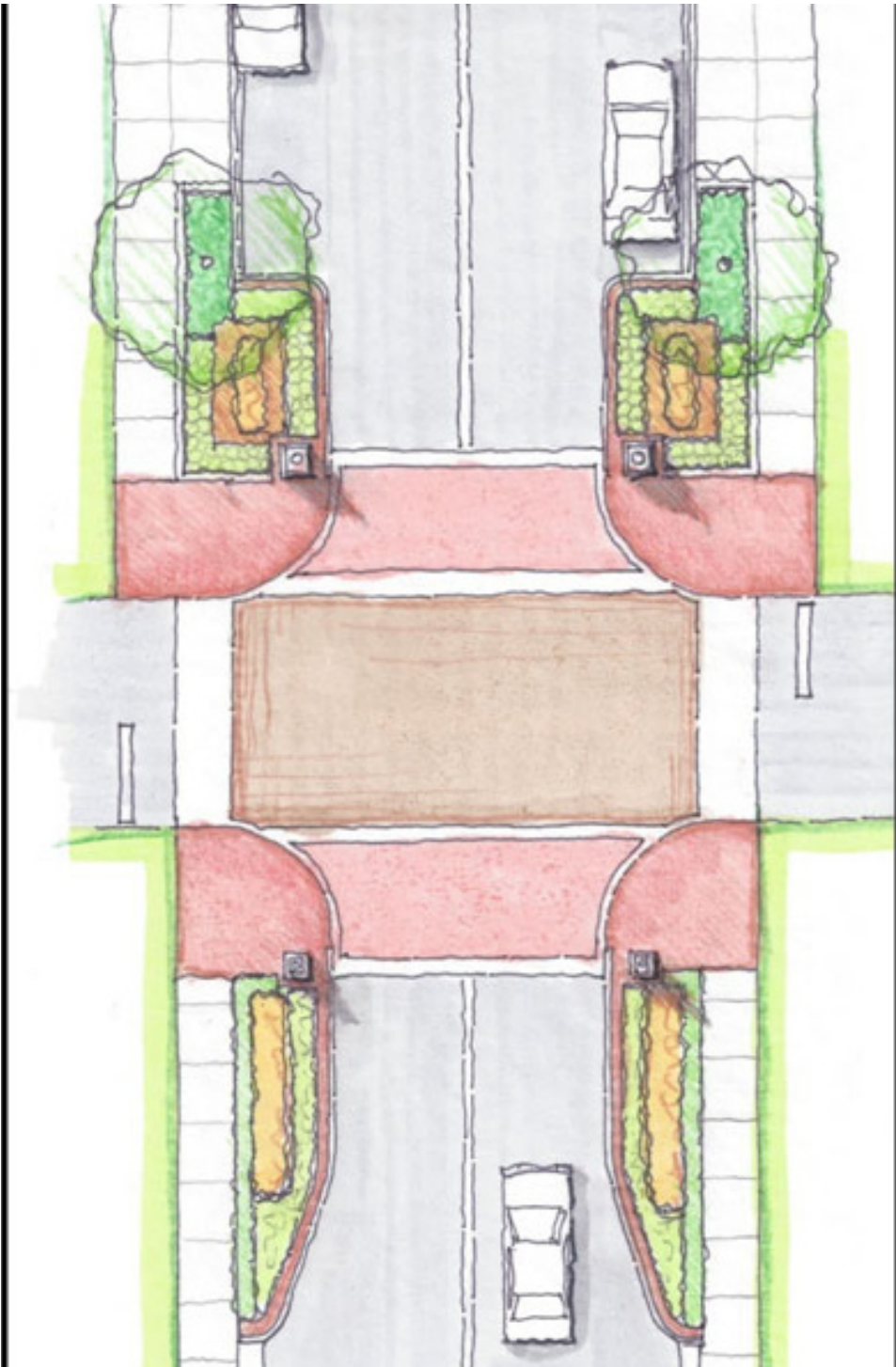
3.12 Banners/Bicycle Racks

3.13 BENCHES/PLANTERS



The illustrations above and to the right suggest how landscaping and signature design elements can be used to create a more comprehensive sense of identify for the entire community, by visually integrating crosswalks, nodal points and gateways with town square.

The landscaping areas are kept within the parking lane dimensions so they do not infringe on travel lane width but still work to visually “neck down” the perceived width of the roadway, encouraging drivers to slow down as they enter the community and reinforcing the perception that they are entering an area of increased pedestrian activity.



Suggested Wayfinding System

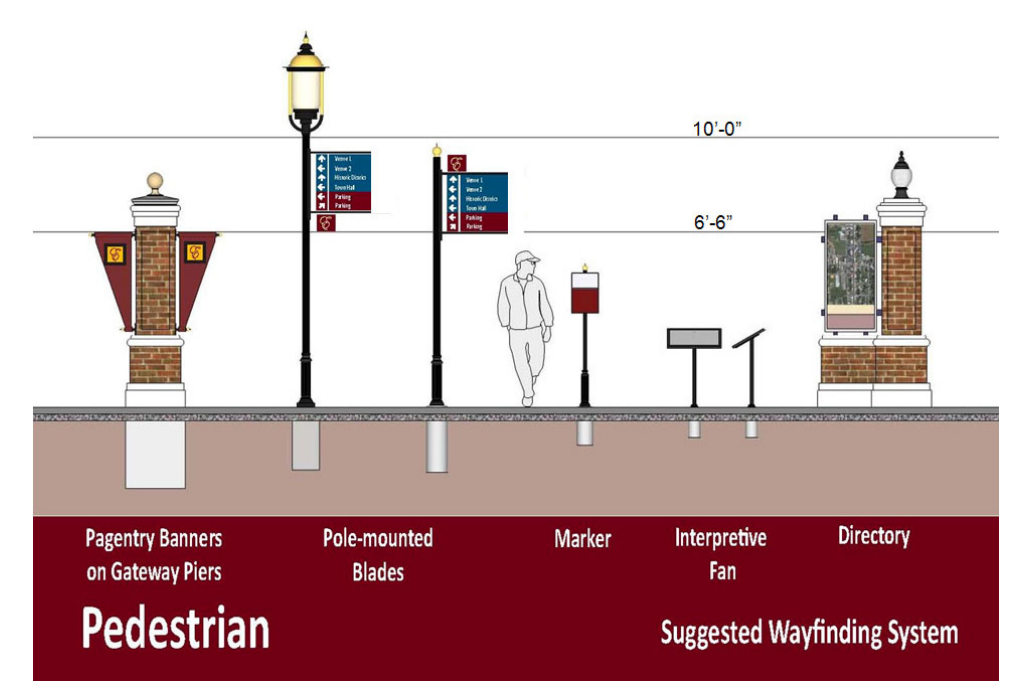
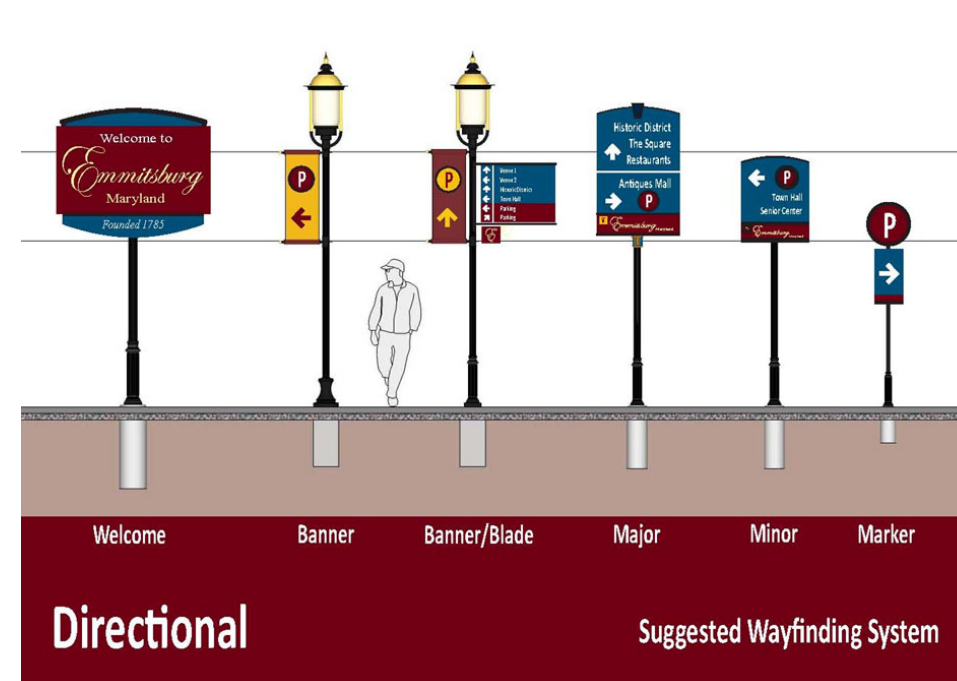
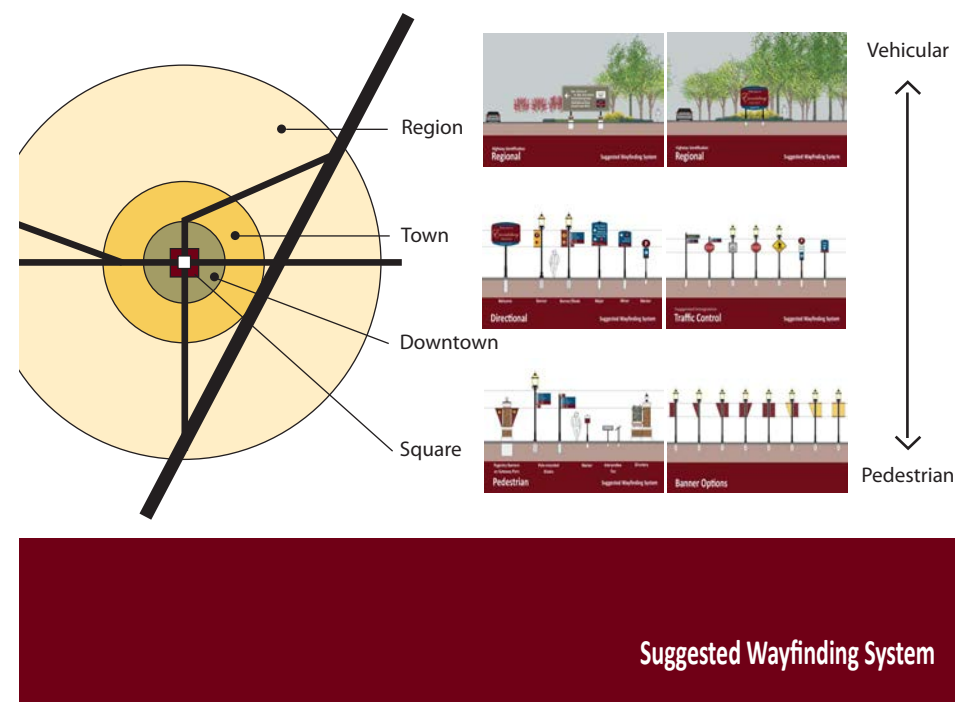
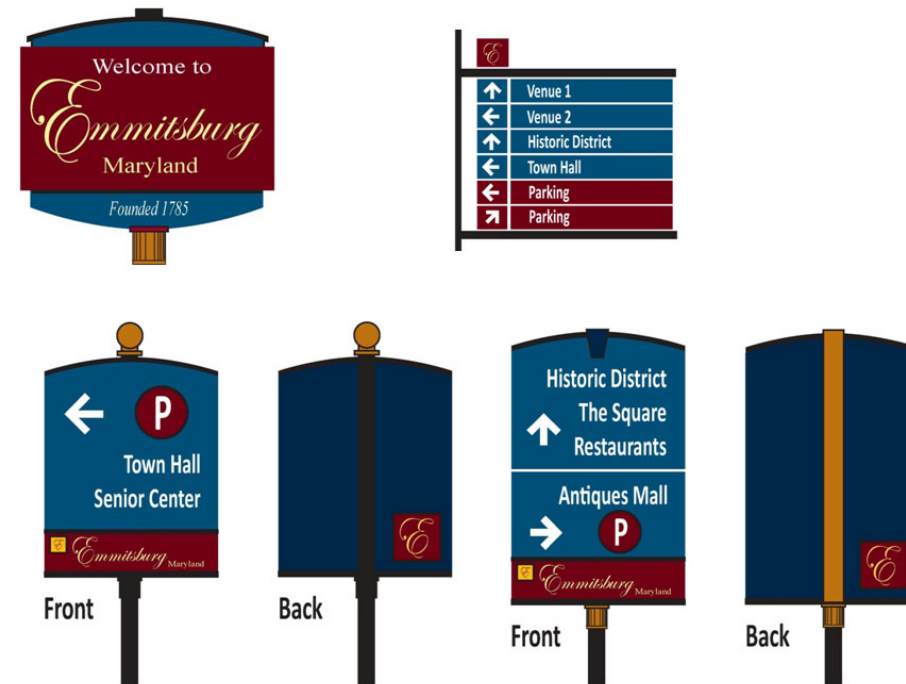
The illustration above shows one possible sequence for improving pedestrian access to the square from parallel roadways and potential satellite parking areas, made more attractive and convenient by an improved wayfinding system and lighting and landscape improvements along these pedestrian pathways.

3.14 WAYFINDING/INTERPRETIVE PLAQUES

As part of their overall wayfinding, signage and branding strategy, the consultant team, produced a comprehensive “kit of parts” approach to municipal signage which anticipated every possible application. Wayfinding and informational signage happens at different scales and locations in the community. From the scale of the region, to the town, down to the downtown and the Square

Shown here is directional wayfinding for vehicular traffic, including welcome signage at the entry points to the community, banners for information and/or special events or holidays, and locational signage indicating parking, restaurants, or stores. Pedestrian wayfinding includes banners, interpretative plaques and directories.

The illustrations to the right also show how branding elements can be incorporated into the component pieces, including color palette, script, post design and lighting for the different pieces that make up the system.



3.14 Wayfinding/Interpretive Plaques

3.15 STREET TREES/LANDSCAPING



SIZE



SHAPE



BRANCHING/DENSITY



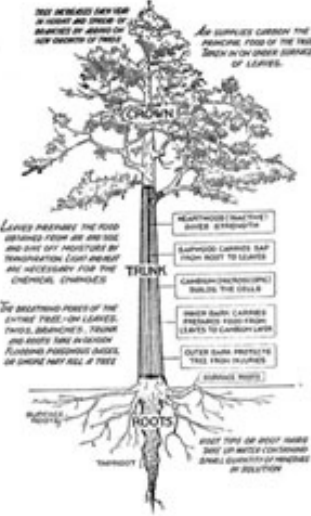
ROOT ZONE



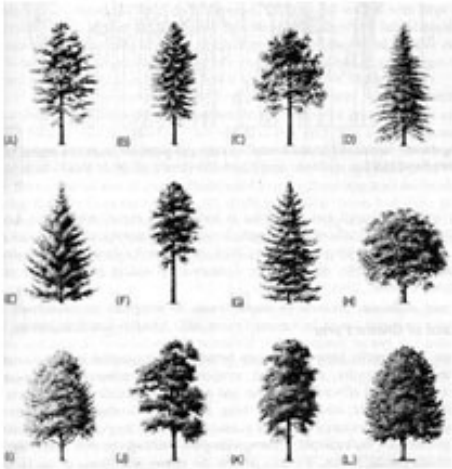
GROUND PLANE



SALT TOLERANCE



CULTURAL AND CLIMATIC REQ.



FOLIAGE/TEXTURE



FRUIT AND DEBRIS



LOCATION



The existing street trees unconventional location may want to be reconsidered in the future.

In the meantime, however, they were examined by a licensed arborist and although Bradford pears are prone to splitting, the arborist confirmed that these trees have been pruned well and are in healthy condition.

4.0 FACTORS AND CONSIDERATIONS

There have been a number of discussions concerning parking strategies for the downtown area of Emmitsburg that could serve both businesses and residents. One approach looked at developing satellite parking options for periods of peak demand. While there are no municipal parking lots at present, there are several parcels that are currently owned by the town that are under consideration for future parking lots for both residential and overflow parking. Metered parking on the street currently serves the downtown businesses.

One of the strategies discussed was a shared parking management plan run by the town whereby designated lots would be managed by the town on either privately owned parcels, or on existing city owned parcels repurposed as a municipal parking lot. A privately owned lot at the Emmitsburg Antique Mall is often used by customers for other business on the Square, and the owner expressed a willingness to make it available as a satellite lot, but there is no formal agreement in place to allow that, nor signage indicating where this lot is located and who would be allowed to park there.

Shared Parking

Shared parking is another tool that property owners and municipalities can use to pool the parking resources in a particular area, to reduce the total number of parking spaces that would otherwise be required if each owner were to provide parking on their individual lot. This approach encourages a 'park once and walk' mentality among patrons, and can enliven a district by having more people on the streets. Shared parking is especially effective if the shared uses have different peak hours of parking.

There are two predominant forms of shared parking agreements:

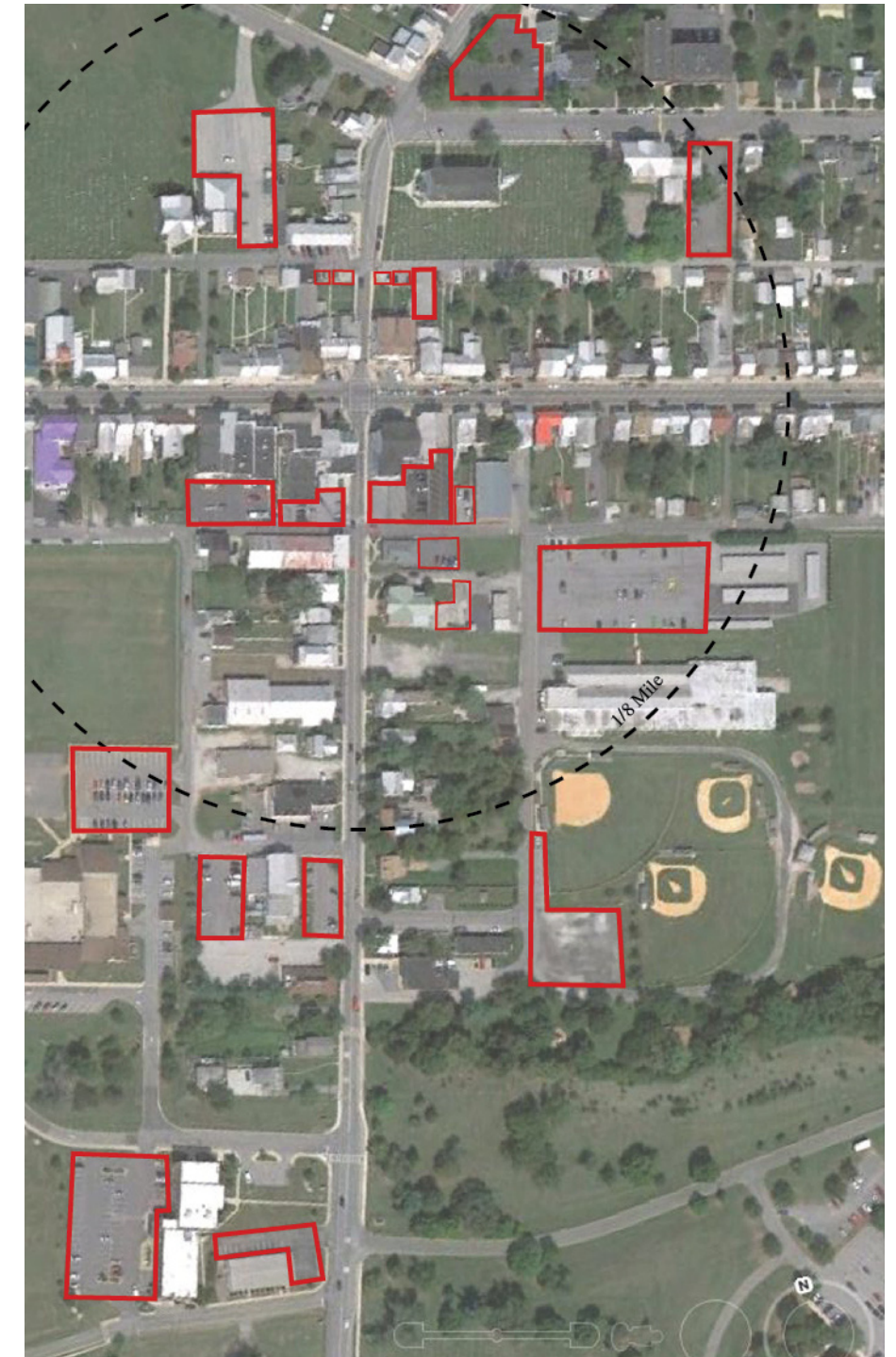
1. A contractual agreement between property owners: under a contractual agreement, the specific circumstances under which parking spaces would be shared between two land owners would be specifically defined in a contract.
2. Parking Management Districts (PMD): Property owners pay a fee based on the assessed value of the property which is used to support the functions of the district. All uses within the district have access to all the parking spaces at any given time. Contractual agreements between property owners are a simpler form of

shared parking, as they do not require the creation of a committee to manage the district; however PMDs work very well in locations with multiple small property owners in a compact, pedestrian oriented setting where patrons are willing to park once and walk.

The contracts between individual property owners often include language that covers the use of the facilities, maintenance, utilities and taxes, signage, enforcement, cooperation, and insurance. The net total parking demand for all properties should still be able to be met, taking into account differences in peak parking demand.

For a PMD to be successful, an oversight committee must be created to collect fees from participating properties that are then used to provide maintenance, security, taxes, enforcement, utilities, signage, etc., for the parking area. Fee collection can be facilitated by the local government entity. On-street parking can also be included in the PMD, and managed by the oversight committee.

Two key elements for these approaches to be successful are the provision of adequate and easily understood signage, and the creation of a pedestrian-friendly environment from the parking lot to the businesses. Parking time limits in the shared lots and on the street will encourage higher turn-over rates, thus freeing up spaces for additional patrons.



Areas identified in red are existing parking areas or lots which might be included in a PMD

Signage Ordinance

During the public design process, many participants voiced concerns over the current signage ordinance. The town’s signage ordinance is limited in scope and does not adequately address some the practical and aesthetic issues that often arise with certain kinds of signage typically found in more traditional settings. Also, some existing signs in town, due to age, location and lighting do not fall within the regulations of the current signage ordinance.

Although it was not within the scope of this project to rewrite the existing signage ordinance, the consultant team provide some examples of signage ordinances from other historic districts which may be useful in expanding the palette of acceptable signage to allow for more creative and individualistic expression appropriate to a vibrant business area.

Recommended additions include:

Historic Signs: These original signs should be restored and preserved where possible.

Wall murals and Ghost Signs: Ghost signs, located on the blank side walls of historic buildings, were used in the past as advertisement space. Whenever possible, these signs should either be preserved in their current state or restored to their original splendor.



4.2 Merchant Signage

Zoning and Utilities

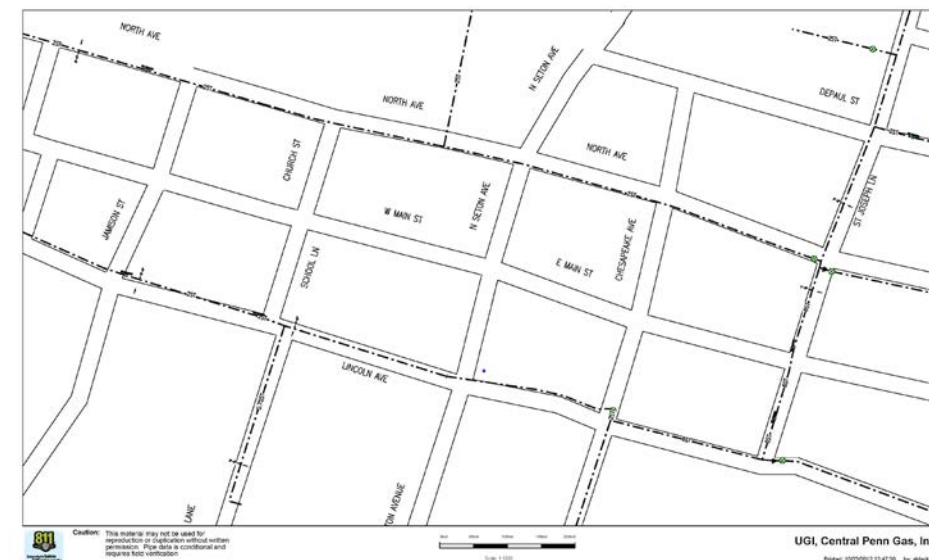
The consultant team was asked to assess the existing utilities and zoning codes for any issues which might conflict with the formal adoption and implementation of any aspect of the community vision generated through this process.

During the workshop, local residents and business owners expressed concerns that the existing zoning was inconsistent with the vision they held for Emmitsburg. Specifically, they stated their preference for zoning that would retain the look and feel of Emmitsburg, while supporting the small businesses that made it special and unique. They also wanted to step up and continue efforts to make the town even more attractive.

However, in reviewing the existing Village Zoning ordinance, there was found to be no conflict between the objectives outlined by the workshop participants. The regulatory framework presented in the existing code should be very supportive of the goals described by the process.

Village Commercial Zoning:

- Promotes Small Businesses
- Retain Village Character
- Enhance and Beautify
- Flexible Parking Standards

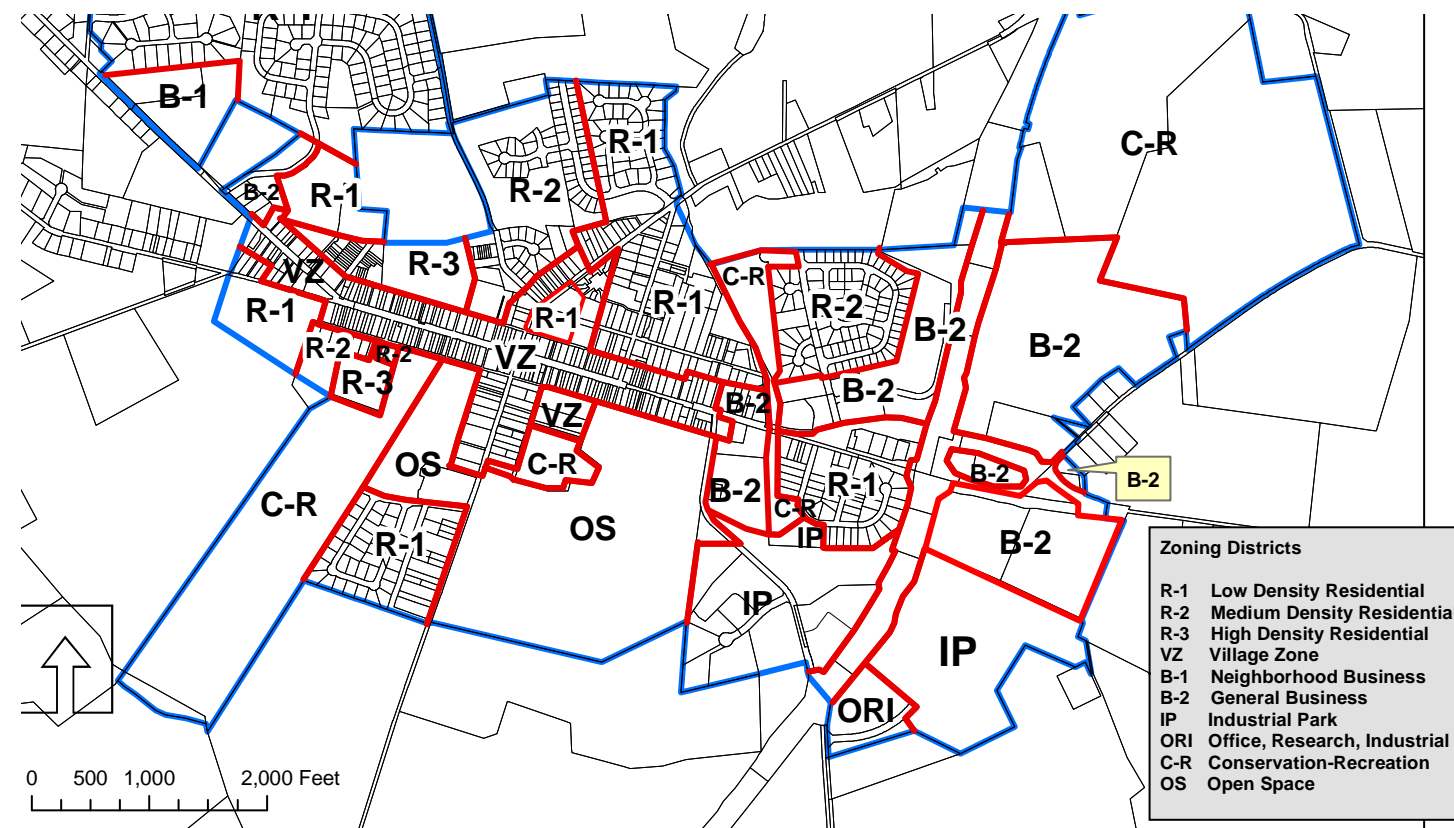


There are no gas lines in the vicinity of the town square and electric supply is located at the rear of the properties which face the square.

The land use around the town square is zoned VZ or Village Zone. The following is an excerpt from the zoning ordinance concerning the provisions governing the Village Zone.

17.36.010 - Provisions governing the village zone.

The purpose of the village zone is: (1) to stabilize and improve property values in the community; (2) to foster civic beauty; (3) to strengthen the local economy; (4) to advance the community as a social, economic and political unit; (5) to further the community's general welfare by retaining, protecting and preserving the substantial character of the area by continuing a uniformity in the exterior of all structures in the community; (6) to maintain a relationship between the exterior architectural features and color schemes of the structure, to the remainder of the structure and to surrounding structures; (7) to attain a general compatibility of exterior design, arrangement, texture and materials proposed to be used; (8) to encourage the continuation and establishment of small businesses, professions and skilled craft occupations in conjunction with residential uses.



4.3 Zoning and Utilities

5.0 SUMMARY

5.1 PHASING

All of the elements making up the proposed improvements are designed to allow for a piecemeal implementation, over time. However, in the interest of cost-efficiency and interim effect some level of rational phasing should be considered. Breaking the overall design into logical groupings, based on policy, functional, and aesthetic considerations makes sense, and these could be further sub-divided on the basis of location or spatial coherency:

Policy Initiatives should begin immediately and proceed on an ongoing basis. These could include:

- Resolution on Signal Timing and Intersection Design
- Parking Study and associated property negotiations
- Revisions to existing Sign Ordinance
- Event Coordination

Functional considerations include safety, efficiency, and informational concerns. These could include:

- Addressing signal timing and pedestrian safety concerns related to the intersection design and location of crosswalks on the square
- Improving the visibility and effectiveness of existing crosswalks, and adding new crosswalks in areas of high pedestrian activity where currently none exist
- Beginning the process of upgrading overall wayfinding and information signage, particularly in light of the current focus on the region and Emmitsburg's role in those events, and on promoting greater awareness of all of the town's commercial enterprises

Aesthetic considerations could include almost all of the elements described above, but also the timing and sequencing of implementation to ensure that it is done in a rational way that maximises the visual impact of each incremental improvement, to the maximum possible extent.

When overlaying all of these factors and considerations, against the physical and spatial characteristics of the town, some obvious phasing scenarios quickly emerge:

GENERAL: Policy initiatives should start as soon as reasonably and proceed continuously until such time as all policy goals are achieved. Complete technical construction document of all design elements, with alternatives as needed to accommodate any presumed outcomes of ongoing negotiations with State Highway regarding the final resolution of the town square and Rt. 140/Seton Avenue intersection design.

PHASE ONE:

While technical details regarding the square design are finalized, one or ideally both (east and west), gateway structures should be implemented, including principal regional signage/wayfinding elements, and any parking related signage as satellite parking becomes available, and proposed crosswalk improvements on the north and south approaches to the town square along Seton Avenue.

Implement measures to promote bike safety and access, including signage, striping, and related bike facilities.

PHASE TWO:

As soon as the final square design is approved and funding is available, begin implementation of proposed improvements to the square, including relocated curb and gutter, new streetscape elements including brick piers and attached planters and benches, and all utilities necessary for upgraded lighting, signage, and feature elements (i.e. clocks/fountains, etc.).

Relocate/re-stripe crosswalks and apply enhance paving finishes and accents per design.

PHASE THREE (final):

Once all streetscape improvements are made, finalize implementation of full signage and wayfinding package, including provisions for banners/

landscaping, etc., on both the brick piers and existing street light standards. Update and implement any remaining policy initiatives as soon as possible.

Further Considerations:

All of the items described in the conceptual phasing plan, are subject to changes in the timing or sequence of implementation, depending on the current feasibility, availability of funding, or policy goals and priorities at the time of implementation. However, it should be noted again that the approach recommended by the consultant team and endorsed and supported by the community, was consciously designed to accommodate the kinds of anticipated challenges described above, without compromising the integrity and intent of the overall design concept.

5.2 ACTION ITEMS

The following action items reflect elements suggested during the process, and where they would likely fall within an overall time frame. Due to the flexible nature of the overall approach, the sequence of implementation could easily be revised mid-process to respond to specific issues and funding opportunities as they present themselves.

SHORT TERM

- Parking Study
- Signage/Wayfinding
- Marketing events on website
- Final Resolution on signal timing/Intersection design
- Revisions to sign ordinance
- Implement facade improvement grant
- Street network

MID TERM

- Gateway Structures/Pillars/Banners
- Square improvements
- Additional parking/crosswalks
- Ongoing facade improvements/building upgrade

LONG TERM

- Truck bypass -- multi-jurisdictional project

The sequencing of improvements to the square and to the town have yet to be finalized. It was noted by residents and business owners that this is of concern. Businesses need to have continued access during the construction phase of the implementation of the square design.

Once the overall theme, colors, lettering, etc. have been finalized for the wayfinding system improvements they can be incrementally implemented at any time using the “kit of parts” design process.



1/8 mile – 3 minute walk

The one-eighth mile radius illustrates the potential connections and destinations within a three-minute walking radius of the town square.

5.3 PRELIMINARY COST ESTIMATES

ITEM NUMBER	Description of Work	Unit	UNIT PRICE	QUANTITY	SUBTOTAL
West & East Gateway					
1	Entrance Restriction without piers (cut and dispose of asphalt pavement, raise curb, pavers, planting wall brick with concrete)	Each	\$8,880.00	4.00	\$35,520.00
2	Plantings for entrance planting boxes	Lump Sum Estimate for each planter	\$700.00	4.00	\$2,800.00
3	Crosswalks (Asphalt removal, new crosswalk material)	Each	\$22,500.00	2.00	\$45,000.00
4	Brick Piers (block interior with rebar, concrete caps, concrete foundations, light)	Each	\$8,000.00	4.00	\$32,000.00
				Subtotal	\$115,320.00
Town Square					
5	Square Brick Sidewalk Pavers (remove and dispose of sidewalk and concrete curb, pavers and section below, includes change to curb to reduce size of parking spaces)	Each Quadrant	\$38,670.00	1.00	\$38,670.00
6	Crosswalks (Asphalt removal, new crosswalk material)	Each	\$22,500.00	1.00	\$22,500.00
7	Square Circle (Asphalt removal, new crosswalk material)	Each	\$22,500.00	1.00	\$22,500.00
8	Square Quarter Moon Brick Bench Planters (concrete foundation, brick walls, concrete bench and caps)	Each	\$7,500.00	1.00	\$7,500.00
9	Plantings for Square Bench Planters for entrance planting boxes	Lump Sum Estimate for each planter	\$700.00	1.00	\$700.00
10	Square Clock (includes wiring and conduit)	Each	\$3,500.00	1.00	\$3,500.00
11	Square Fountain (includes wiring, conduit and water piping)	Each	\$5,500.00	1.00	\$5,500.00
12	Brick Piers (block interior with rebar, concrete caps, concrete foundations, light)	Each	\$8,000.00	3.00	\$24,000.00
13	Interior Informational Signage-P6, (not including brick piers) 24"x 48"	Each	\$525.00	1.00	\$525.00
14	Traffic Striping	Each	\$1,500.00	1.00	\$1,500.00
15	Parking Pay Machine	Each	\$3,500.00	1.00	\$3,500.00
16	Pole Banners (single), including brackets, from east gateway to west gateway-20"x42"	Each	\$260.00	65.00	\$16,900.00
				Subtotal	\$147,295.00

ITEM NUMBER	Description of Work	Unit	UNIT PRICE	QUANTITY	SUBTOTAL
Traffic Signal Improvements					
17	Pedestrian Crosswalk Signalization includes wiring	Each	\$3,600.00	8.00	\$28,800.00
18	Move Control Box	Each	\$12,500.00	1.00	\$12,500.00
19	Signal Timing Change	Each	\$5,500.00	1.00	\$5,500.00
				Subtotal	\$46,800.00
School Lane Crosswalk					
20	Lane Restriction without piers (cut and dispose of asphalt pavement, raise curb, pavers, planting wall brick with concrete)	Each	\$8,880.00	2.00	\$17,760.00
21	Crosswalks (Asphalt removal, new crosswalk material)	Each	\$22,500.00	1.00	\$22,500.00
22	Plantings for entrance planting boxes	Lump Sum Estimate for each planter	\$700.00	2.00	\$1,400.00
23	Brick Piers (block interior with rebar, concrete caps, concrete foundations, light)	Each	\$8,000.00	2.00	\$16,000.00
				Subtotal	\$57,660.00
Eastern Crosswalk					
24	Lane Restriction without piers (cut and dispose of asphalt pavement, raise curb, pavers, planting wall brick with concrete)	Each	\$8,880.00	2.00	\$17,760.00
25	Crosswalks (Asphalt removal, new crosswalk material)	Each	\$22,500.00	1.00	\$22,500.00
26	Plantings for entrance planting boxes	Lump Sum Estimate for each planter	\$700.00	2.00	\$1,400.00
27	Brick Piers (block interior with rebar, concrete caps, concrete foundations, light)	Each	\$8,000.00	2.00	\$16,000.00
				Subtotal	\$57,660.00
SE Quad Pedestrian & Landscape Improvements					
28	Brick Piers (block interior with rebar, concrete caps, concrete foundations, light)	Each	\$8,000.00	2.00	\$16,000.00
29	Walkway Pavers, Includes asphalt removal and disposal	SF	\$15.00	1,155.00	\$17,325.00
30	Plantings for walkway accents	Each	\$4,000.00	1.00	\$4,000.00
				Subtotal	\$37,325.00

ITEM NUMBER	Description of Work	Unit	UNIT PRICE	QUANTITY	SUBTOTAL
Signage					
31	Regional Highway Signs - 6'x10' Highway sign	Each	\$5,600.00	1.00	\$5,600.00
32	Regional Highway Signs - 6'x8' Welcome to Emmitsburg	Each	\$4,700.00	1.00	\$4,700.00
33	Welcome to Emmitsburg sign - D1 - 5'x6'	Each	\$3,200.00	1.00	\$3,200.00
34	Way Finding Sign - D3 - Double sided, 30"x36"	Each	\$325.00	1.00	\$325.00
35	Way Finding Sign - D4 - Double sided, 24"x48"	Each	\$450.00	1.00	\$450.00
36	Way Finding Sign - D5 - Double sided, 24"x36"	Each	\$350.00	1.00	\$350.00
37	Parking Sign - D6 - Double sided, 12"x18"	Each	\$225.00	1.00	\$225.00
38	Interpretive Fan - P5 - 2'x4'	Each	\$550.00	1.00	\$550.00
				Subtotal	\$15,400.00

West & East Gateway	\$115,320.00
Town Square (one quadrant not including clock, fountain or Pole Banners)	\$121,395.00
Town Square (Complete not including clock, fountain or Pole Banners)	\$406,005.00
Town Square Clock	\$3,500.00
Town Square Fountain	\$5,500.00
Pole Banners (from East Gateway to West Gateway)	\$16,900.00
Traffic Signal Improvements	\$46,800.00
School Lane Crossing	\$57,660.00
East Crosswalk	\$57,660.00
SE Quad Pedestrian & Landscape Improvements	\$37,325.00
Signage	\$15,400.00
Design Fees	\$37,000.00
TOTAL	\$799,070.00

5.3 Cost Estimates

5.4 EXECUTION/NEXT STEPS

STATE HIGHWAY ADMINISTRATION ONGOING DISCUSSIONS

Throughout the entire process, from the very first meeting at which a representative of the State Highway Administration was present, there was recognition on the part of the consultant team that the functional aspects of the square in terms of how it performed as an intersection, would be the most critical, yet difficult challenge to address.

The conflicting demands the square is being asked to serve, overlaid against how it has been historically used as a center of commerce and as the literal heart of the community, work at odds with its role as a traffic conveyance. Concern about the future performance of the intersection puts the stated desire of the community to return the square to its previous configuration in potential jeopardy, as efforts to reconcile those conflicting interests continue through ongoing meetings between town’s

representatives, the consultant team, and engineers from the State Highway administration.

Everyone has worked in good faith, since the completion of the public engagement phase, to try to find an acceptable solution to this challenge. The SHA has agreed to revisit their projected future volumes and has generously provided staff time not only to meet with the town and their consultants, but also to model the performance of the proposed schemes to test their compliance with State standards. To date, a solution that satisfactorily addresses everyone’s concerns has not yet been found. However, the town has been willing to continue to challenge the State on the basis of their own policy initiative “When Main Street, is a State Highway,” a document produced by SHA which outlines exactly the kind of process Emmitsburg has engaged in in order to revitalize its square.

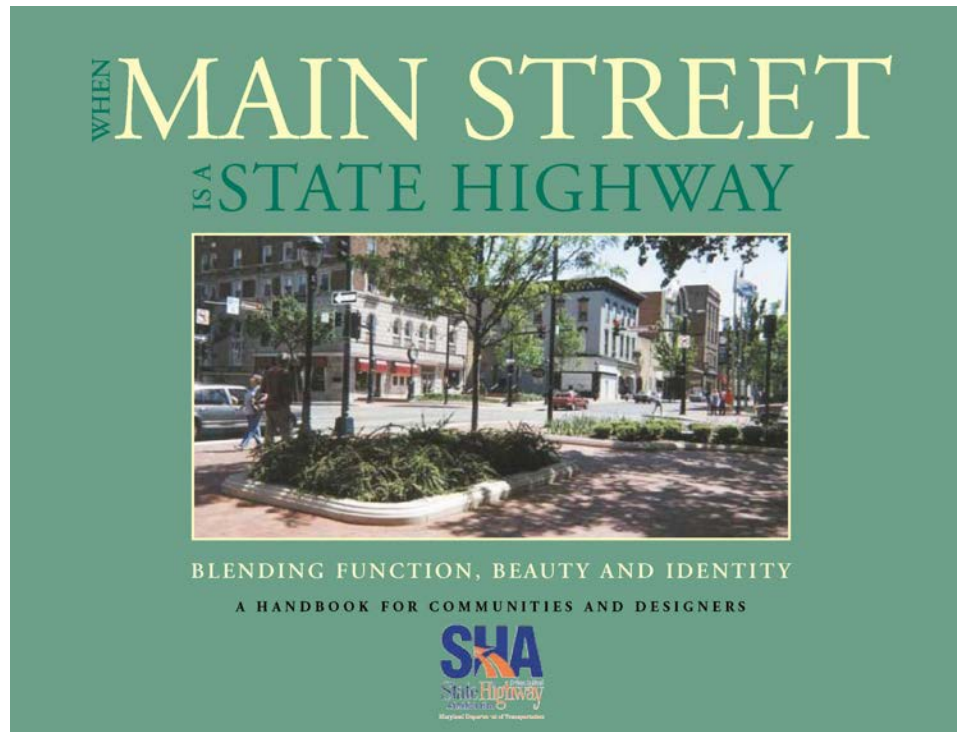
To that end, the consultant team has conferred with outside consult resources -- traffic engineers from an associated firm with a specialty in traffic modeling -- to review the work of the State’s own in-house technical experts. The third-party engineers have confirmed the unique difficulties this set of conditions presents, and the challenging position the community’s objectives have placed the State in, in terms of asking it to formally endorse a potential configuration which pushes the boundaries of accepting engineering practice. Nonetheless, they feel that in the spirit of the State’s own policy goals, there remains a possibility of satisfying all of the parties concerned, and have prepared material in support of that conclusion.

In addition to the post-workshop meetings the town has already undertaken with State Highway, the consultant team, working with town staff and Emmitsburg’s political leaders, will present this information to senior State Highway officials in the hopes of delivering on the promise that was made to the citizen’s of Emmitsburg -- to deliver back to them a square that everyone can use and enjoy.

STATE HIGHWAY ADMINISTRATION ONGOING DISCUSSIONS

Once the final proposed conceptual design for the square has been decided and approved by the community, the town will solicit formal proposals for technical assistance in the preparation of construction documentation which would allow for competitive bidding for the construction of the approved design.

Money for this work has already been tentatively approved by the Town Council, subject to securing matching funding from outside sources. Once this work has been completed, the town may use these documents to obtain more precise cost estimates prior to beginning construction, or may use it to revisit any previous assumptions regarding the timing and phasing of project implementation, relative to specific fiscal considerations.





1922 - US Marines march through the square on the way to Gettysburg reenactment as six Civil War veterans view the procession.