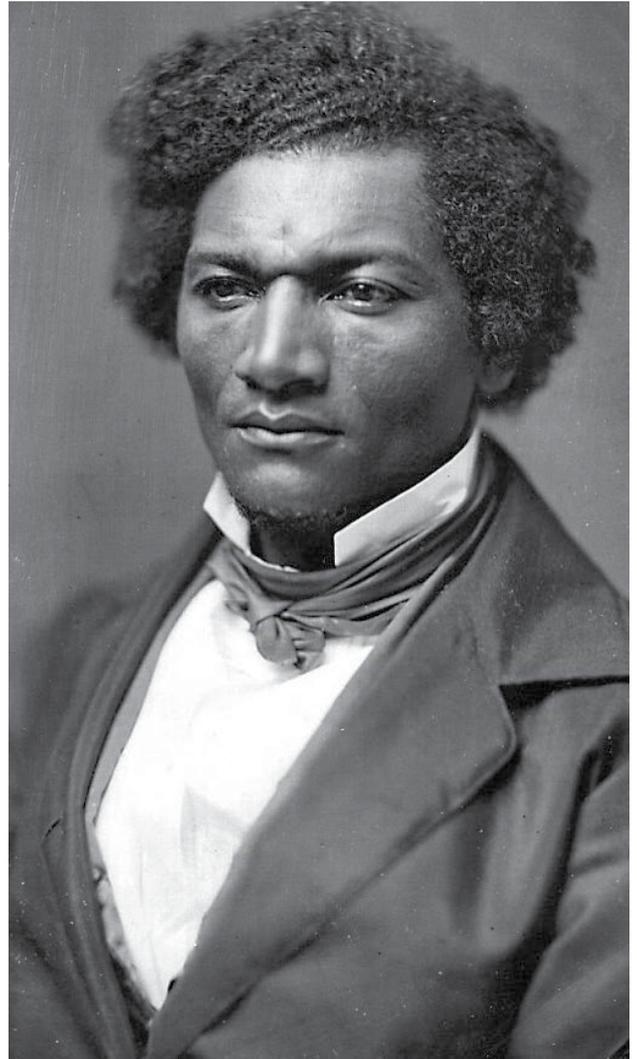


FINAL DRAFT

Frederick Douglass Park on the Tuckahoe

Master Park Development Plan

Talbot County
13211 Lewistown Road
Queen Anne, MD 21657



Master Park Development Plan

September 2021

Talbot County Department of Parks and Recreation
10028 Ocean Gateway, Easton, MD 21601





Frederick Douglass Park on the Tuckahoe Master Plan

September 2021

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Table of Contents

- Section 1: Executive Summary** 6
- Section 2: Introduction**
 - 2.1 Park History 10
 - 2.2 Planning Process 11
- Section 3: Park Setting**
 - 3.1 Location 14
 - 3.2 Natural Resources 16
 - 3.3 Cultural Resources 24
 - 3.4 Transportation and Utilities 27
 - 3.5 Planning and Zoning 29
- Section 4: Public Outreach**
 - 4.1 Community Outreach 32
 - 4.2 The Frederick Douglass Park on the Tuckahoe 33
 - 4.3 Public Meetings 34
- Section 5: The Park Vision**
 - 5.1 Park Program 38
 - 5.2 Phased Development of the Park 39
 - 5.3 The Building 46
- Section 6: Implementation**
 - 6.1 Park Development Phasing 52
 - 6.2 Development Costs 60
 - 6.3 Potential Funding Sources 62
- Appendices**
 - A. Frederick Douglass Park on the Tuckahoe Interpretive Planning
 - B. Natural Resources Report
 - C. Archeological Assessment for the Frederick Douglass Park on the Tuckahoe
 - D. Cost Estimate

Section 1: Executive Summary

This report summarizes the planning process for Frederick Douglass Park on the Tuckahoe. This effort began with a groundbreaking held on the 200th birthday of Talbot County native son Frederick Augustus Washington Bailey. The plan is the product of a range of site investigations, studies and a determined public outreach process that continued despite the constraints of the Covid-19 pandemic which overlapped half of the planning period. Funded by a grant from the Maryland Heritage Areas Authority (MHAA), the effort resulted in both an overall conceptual park master plan and a specific interpretive plan to ensure that the park fully tells the stories and celebrates the landscape of the Tuckahoe and its most prominent descendant.

This plan prescribes a bold vision for the site as a fitting memorial to Douglass and as a place to interpret his early years in Talbot County and their impact on his life and work. When fully developed, the park site should include a visitor center with galleries for interpretive displays, auditorium space for programs, opportunities for research and scholarship and supporting space and visitor amenities. The site should provide extensive preserved natural landscapes with a variety of trails and waterfront access to help visitors experience the Tuckahoe as Douglass did. The full realization of this vision deserves, and will require, the support and participation of other entities at the local, state and national levels. And it will require contributions from both the public and private sectors.

This is the only publicly owned and accessible Frederick Douglass site located near where he was born and spent the early part of his life. The interpretive plan sets the main goals of the master plan for development of the park. It makes clear the importance of preserving the site's natural and cultural heritage as significant parts of Douglass' story. The interpretive plan identifies the audience that will be likely future visitors to the park. Its members include domestic and international overnight travelers who seek to learn more about Douglass and African American and Civil Rights history. It will include school and tour groups that will take advantage of a growing program of activities and facilities to learn about Douglass and the Tuckahoe. And the site will continue to be an important piece of local open space in Talbot County, visited by many for its natural beauty.



*Frederick Douglass Park on the Tuckahoe
Environmental Systems Analysis*

The Frederick Douglass Park on the Tuckahoe is located just north of the nearby farm that was the actual birthplace of Frederick Augustus Washington Bailey, his birth name. The park site consists of former agricultural lands and forests on the western bank of the Tuckahoe, a landscape that Douglass would still recognize. The planning team conducted both environmental and cultural resource studies to better understand how to make this landscape accessible and understandable to visitors while also protecting it. The site is well suited to the careful development of necessary infrastructure, including a visitor center, to bring Frederick Douglass and the Tuckahoe to the public. It will encourage their enjoyment of the park through activities that respect the site's unique characteristics.

The site's 107 acres support a rich variety of natural features, including 40 acres of forested wetlands in the northern part of the site known as the George C. and Naomi H. Moore Nature Preserve. They also include another 11 acres of mature hardwoods on the steep slopes adjacent to the Tuckahoe and Norwich Creek which bisects the site. The site's lands include evidence of past agricultural use, including more than 20 acres of fallow field and a similar sized area of fenced pasture and open lawn. The remaining area of about 11 acres is in reforestation planting. The site includes sufficient interior forested area to provide habitat for Forest Interior Dwelling (FIDs), Bird Species, and, according to the Maryland Department of Natural Resources, Norwich Creek supports three species of freshwater mussels, two considered endangered and the other considered in need of conservation.



Forested Wetlands
Environmental Systems Analysis

Nearly all of the park site, with the exception of an area at the south west corner of the site at the intersection of Lewistown Road and Norwich Creek Drive, is located within the Chesapeake Bay Critical Area. A required 100-foot buffer protects the Tuckahoe and Norwich creeks and in addition, will include adjacent wetlands, Waters of the U.S., steep slopes and hydric and highly erodible soils. Large areas of the park contain regulated wetlands and waters that are considered to be areas for priority retention. Work within the critical area will require close review by County officials and the Critical Area Commission. If jurisdictional wetlands or waters are disturbed, wetland permitting will be required through the Baltimore District of the Corps of Engineers and through Maryland Department of the Environment. The master plan has thus been designed to limit facilities in those areas and impacts to those resources.

Similar to its natural resources, the site's cultural resources both provide material with which to tell the story of Douglass and the Tuckahoe and define how and where park facilities can be located. The planning team conducted a preliminary archeological assessment of the site. This study revealed that large areas have a high potential for intact archeological resources. Any proposed uses along the embankments overlooking the Tuckahoe or Norwich Creek, including proposed water access, are likely to encounter these areas. Thus, before undertaking any further detailed facility or trail design or planning efforts, this report recommends the completion of a phase 1 archeological study and subsequent follow-on research to minimize any impacts to these resources. These further studies would have the benefit of enhancing our knowledge of the history of the site and could provide additional details into Frederick Douglass's early life on the Tuckahoe.



*Fallow Field
Environmental Systems Analysis*

The proposed construction of a visitor center will likely increase traffic to a level requiring some road improvements. Subject to a separate traffic study, which should be prepared as part of the park design, these improvements are expected to include a bypass lane to allow left turns into the site. The plan also recommends that a separate access point for service use only be considered from Norwich Creek Road at the time of visitor center development. The site is not on public sewer or water, so these services will need to be provided on site, as they are at present, for the existing residence. This will mean expansion of these services at the time the visitor center is constructed.

Planning for the Frederick Douglass Park on the Tuckahoe began in the fall of 2019, overlapping the Covid-19 pandemic, a challenging time to effectively engage the public. Talbot County appointed a broadly representative committee of stakeholders who worked with the consultants throughout the project. This diverse group represented the community, Talbot County government, the descendants of Frederick Douglass, persons involved in Douglass scholarship, and state and local tourism and parks and recreation officials. Three separate public events were held, one on site, one at the Building African American Minds (BAAM) Athletic Center and another held jointly on site and virtually. The public was also engaged through other channels, such as social media. The outcome was strong support for the creation of a special place to learn about Douglass, the Tuckahoe and his life on it, and as a place to gather to commemorate him.

The physical environment and landscape of the Tuckahoe has not changed substantially from Douglass' time. The master plan for the Frederick Douglass Park on the Tuckahoe describes how this part of Talbot County can become a place of remembrance of the early life and times of Douglass. The approach to accomplish this became clearer as the interpretive plan evolved, as the stories that will be told at the park site were heard, and as the means and media to be used to tell them were identified. This park site will balance three distinct kinds of spaces. The largest is the site's conservation space: its Tuckahoe and Norwich Creeks, critical area, farmland landscapes and any identified archaeological resources. Interpretive spaces are those facilities and media used to tell the stories about the site and of Frederick Douglass. Memorial space is that given to the celebration and commemoration of Douglass. These spaces overlap, creating combinations of focus that generate the master plan's program areas and features and their respective spatial, locational and service needs.

Consistent with the interpretive plan, the master plan recommends phased development to allow Talbot County to budget for successive improvements and provide visitors with a growing program of interpretive and supporting facilities. Development in each phase should carefully follow environmental and Chesapeake Bay Critical Area regulatory requirements, including necessary permits. As a part of the initial phase, archeological investigations should be completed so that potential impacts to any yet unidentified cultural resources will be avoided or minimized. The master plan proposes to complete the park and the Frederick Douglass on the Tuckahoe Visitor Center in three phases, although Talbot County may choose to accelerate the park's development or divide the development process into additional phases.

This first phase, already begun, focuses on creating facilities to support visitation and use of the park, helping to create support for the development of more extensive facilities in later phases. First phase improvements include the recently installed interpretive signage, an accessible route to them and accessible parking. It is also recommended to include the construction and upgrading of trails and parking, creation of overlooks on the Tuckahoe, additional interpretive signage and the recommended creation of a pollinator meadow. The first phase should also begin the architectural, engineering and pre-design services (survey, geotechnical, environmental and archeological) necessary to prepare permit and bid documents for future phases.

Phase one of park development will be completed by grants received by Talbot County and by using county capital improvement funds. At present, future phases have not been funded by Talbot County. Similarly, the cost of future operations and manpower requirements for the fully developed park and visitor center have not been identified nor funded. Thus, during first phase, a permanent organization dedicated to assisting Talbot County complete the park should be created. This 'Friends of' group should be chartered as a tax- exempt, non-profit 501(c)(3) entity so that it can engage in fundraising efforts separate from the county's capital improvement program. Similar to the advisory committee, this organization should be broadly representative. It should be capable of conducting the necessary outreach to secure the required resources to fully implement the plan vision, while working closely with Talbot County and the State of Maryland. This organization may also assume a role in the eventual operation and staffing of the visitor center and memorial facilities.

The second phase further expands the on-site trail system including access across Norwich Creek to the northern part of the site. It will also provide a launching site for kayaks that may also be used by visitors arriving by small craft. To expand interpretive activities on site, the existing building may be renovated to provide an interim display area with supporting spaces outside to allow tours or groups to assemble. Renovations will include restrooms for visitor use. Other site improvements may include the construction of a large shelter for family or other group assembly on site and to support school or other group use. Similar to the first phase, additional interpretive signs and other materials will be installed on site during this phase.

The final phase describes the construction of the proposed Frederick Douglass on the Tuckahoe Visitor Center and Memorial. It will formally educate generations to come, through interpretive media and a memorial plaza to commemorate the life of Frederick Douglass. The center is proposed to be sited in the general vicinity of the existing structure on site, an area of open lawn and pasture. The visitor center will be a hybrid of landscape and building with the site's meadows extending to a green roof over a significant part of the structure, maintaining an uninterrupted view of the landscape. Arising from the building, an observation tower visible as you enter the park site, will create a marker vertically terminating the view, looking due east.



Frederick Douglass Park on the Tuckahoe, Phase III
LSG Landscape Architecture

The building should provide two levels of interpretive and exhibit facilities, visitor services and office space for staff. It should also house a library for research, an auditorium and a gift shop. Its facilities should support both daily visitor interactions and special events or programs. The building should be modern in its expression and materials, including concrete, granite, steel and glass. Adjacent to the building, an outdoor amphitheater and a memorial space celebrating Douglass are proposed. As illustrated in the Master Plan, the visitor center is approximately 25,000 gross square feet, but its final size can be scaled to meet evolving requirements based on more detailed analysis and design. Based on a review of comparable projects, the budget for such a facility should be approximately \$1,500 per gross square foot. Other site improvements, such as trails and waterfront access, are expected to match similar kinds of park facility improvements in cost.

Development of the proposed Visitor Center will require a number of additional site improvements. Beginning at Lewistown Road, a bypass lane will likely be required to ease left turn access to the site. Final traffic improvements will likely be determined by a traffic study conducted at the time of final design of the visitor center. The entry drive will be improved, and paved parking constructed, sufficient to serve the building's final requirements. This will include bus parking for tour groups. Parking and other impervious surfaces will result in the need for additional stormwater management facilities which will be incorporated into the landscape. The site is not served by public sewer or water so a new drain field and well(s) will be necessary to serve the building. The site has access to power and communications from Lewistown Road.

Additional site development activities will include a continuing improvement of on-site trails and, where possible, the coordination of off-site trail extensions to the future expansion of a rail trail along the former Maryland & Delaware Railroad corridor. The Frederick Douglass Park on Tuckahoe has the potential to serve as a trailhead for access to this resource. In addition, a sidewalk or trail extension to Queen Anne should also be provided along Lewistown Road or through the northern part of the park to provide easier access for nearby residents. As these further improvements are undertaken, landscape plantings and reforestation should be provided to mitigate environmental impacts and to protect the beauty and character of the Tuckahoe, the birthplace of Frederick Douglass.



*Frederick Douglass Park on the Tuckahoe, Visitor Center
Michael Marshall Design*

This document includes budgetary cost estimates for each general phase of development, from initial limited site improvements to support initial interpretive activities to the final realization of a visitor center and memorial space befitting the stature of Frederick Douglass and his importance to Talbot County, Maryland and the world. The initial phases are anticipated to largely consists of development activities traditionally funded at the local level, through Capital Improvement Program (CIP) funding, or in conjunction with state or federal assistance using traditional funding programs for parks and open space. As discussed previously, the full creation of the visitor center will require broader financial support.

The report also lists the contact information and brief descriptions of a number of non-profit foundations and other sources that offer grant opportunities. Many of their missions broadly align with the remembrance and interpretation of Frederick Douglass. Successfully accessing these funds may be a further reason to establish a non-profit 'Friends of' organization to solicit and receive grants. Similarly, the County or the friend's organization may want to retain professional fundraisers to assist in this fundraising effort. As the creation of the visitor center and memorial elements described as part of the third phase will be significantly more costly than the earlier phase efforts, this fundraising should start early in the overall implementation process.



Section 2: Introduction

2.1 Park History

The official groundbreaking for the Frederick Douglass Park on the Tuckahoe was held on February 14, 2018. This was the 200th birthday of Talbot County native son Frederick Augustus Washington Bailey, who later chose the name Frederick Douglass. The park covers approximately 107 acres on the Tuckahoe Creek just south of the town of Queen Anne in the northeast corner of Talbot County. A 66.96-acre parcel was purchased in 2006 with \$1.8 million from the Maryland Department of Natural Resources Program Open Space. The family of George C. and Naomi H. Moore donated another 40.2 acres of wetlands adjacent to this parcel in 2011.

In 2018, Talbot County applied for and received a grant from the Maryland Heritage Areas Authority (MHAA) to create a master plan and an interpretive plan for the Frederick Douglass Park on the Tuckahoe. The MHAA grant encouraged Talbot County to engage members of the community and create a plan for developing the infrastructure for a recreational park. In addition, it will identify places to tell the story of Frederick Douglass and to inform visitors about the Tuckahoe watershed and landscape, while providing access to the site. In September 2019, the Park Advisory Committee selected an interdisciplinary team of design professionals led by LSG Landscape Architecture to prepare a master plan for the park.



Frederick Douglass Park on the Tuckahoe Sign
Talbot County

2.2 Planning Process

Talbot County's request for proposals specified that a separate interpretive plan be completed first, so that its results could drive the final shape of the master plan on the site. Interpretive planning began with a public engagement process, while other team members completed parallel site investigations into the site's rich natural environment and likely archeological resources. Similarly, the team investigated availability of utilities and access and transportation needs. These studies are included as appendices to this report, as are the final interpretive plan documents.

Based on the public outreach effort and committee input, the team's interpretive planners created an approach to tell the story of Frederick Douglass on the Tuckahoe at this site. The interpretive plan stresses the uniqueness of this place, the only park or historic site dedicated to the life and influence of Frederick Douglass and located where he was born and spent the early part of his life. The plan proposes a central interpretive theme that guides planning and programming the visitor experience.

Inspiration on the Tuckahoe: Frederick Douglass' Journey from the Eastern Shore

Frederick Douglass was an agent of change and a Founding Father who fought for the rights and freedom of Black Americans. During Douglass' formative years, the people, experiences, and unique landscape of the interconnected Tuckahoe community in Talbot County helped to shape his worldviews and ignited his lifelong quest for justice.

- Frederick Douglass Park on the Tuckahoe Interpretive Plan

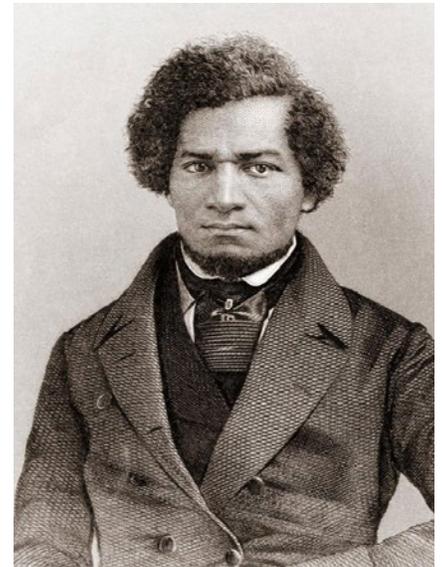
In addition to outlining the interpretive themes and stories that will be explored in exhibits and other interpretive media, the interpretive plan provides crucial information that informs the overall master plan for the site. First, it reinforces that the unique landscape of Talbot County and the Eastern Shore is central to the success of the park site as an interpretive setting. This in turn means that planned development of the park site should seek to maximize preservation of natural and cultural features. These resources provide a setting that allows visitors to understand why the landscape would be important to Douglass. They will provide a setting that lets visitors imagine themselves in a place with Douglass.



Frederick Douglass Park on the Tuckahoe
Environmental Systems Analysis

The interpretive plan identifies the audience that would be likely future visitors to the park. Separate from interpretive media and materials, this knowledge directs plan recommendations on support facilities necessary to encourage visitation, provide for visitor needs upon arrival and motivate repeat visits. There are four key potential visitor groups:

- **Domestic and International Tourists:** There is an active tourism industry tracing Douglass and his travels in Europe, New York, Washington, D.C., and elsewhere. It includes both domestic and international tourists. These visitors may arrive as part of organized tours, be attracted by festivals and special events or be particularly interested individuals or families. Their on-site needs include convenient bus parking, spaces for gathering and assembly, food service or places to assemble and eat food brought in and well developed and located spaces and places for personal social media photography and documentation.
- **Heritage Travelers:** This audience is somewhat similar and may arrive from similar distances, but their interest is more focused on Douglass stories and African American and Civil Rights history. They require a similar range of accommodations but also benefit from more detailed interpretive exhibits and the availability of library or research facilities on site.
- **School/Tour Groups:** As a destination, Frederick Douglass Park on the Tuckahoe has the potential to attract large crowds, similar to the Harriet Tubman Underground Railroad National Historical Park in nearby Dorchester County. Particularly as interpretive facilities are developed, a visit to the park will be an attractive day trip for local schools. The site should be able to accommodate up to 3 buses/motor coaches at a time, including drop-off and queuing areas, restrooms and assembly areas.
- **County and Regional Asset:** The Frederick Douglass Park on the Tuckahoe should continue be a recreational and conservation asset for the local Talbot County community. It should support visitors who wish to enjoy time outdoors walking, hiking, kayaking, birding, gathering with family and friends or engaging in other non-resource consumptive activities that reflect the activities of a young Frederick Douglass.



Frederick Douglass
UShistoryimages.com

The interpretive and master plan recommendations do not support more active or athletic use of the site or facilities. In fact, few if any such uses were suggested during the public outreach process. The park audience should be one seeking passive recreation or educational opportunities. Many of the stories told as part of interpretation and personal reflection will elicit emotional responses from visitors that would be incompatible with an active setting.

Finally, the interpretive plan outlines a phased approach to the roll-out of program activities. This will allow for necessary fundraising and development activities to benefit from evidence of early development activity. As part of the planning process, the planning team identified a number of non-profit foundations and other sources where Talbot County or a specifically created "Friends of Frederick Douglass Park on the Tuckahoe" might apply for grant funds. These are enumerated later in the document, although the full realization of the visitor center and memorial spaces may require the use of professional fundraising consultants. There may also be great benefit to the early establishment of a 501(c)(3) organizations to accept grant money and donations.

Incrementally completing the park's development will create the long-term interest and support that will be the basis of a successful park and tribute to Frederick Douglass and his time on the Tuckahoe. The master plan reflects this phased approach. The cost estimate and budget recommendations are organized accordingly.



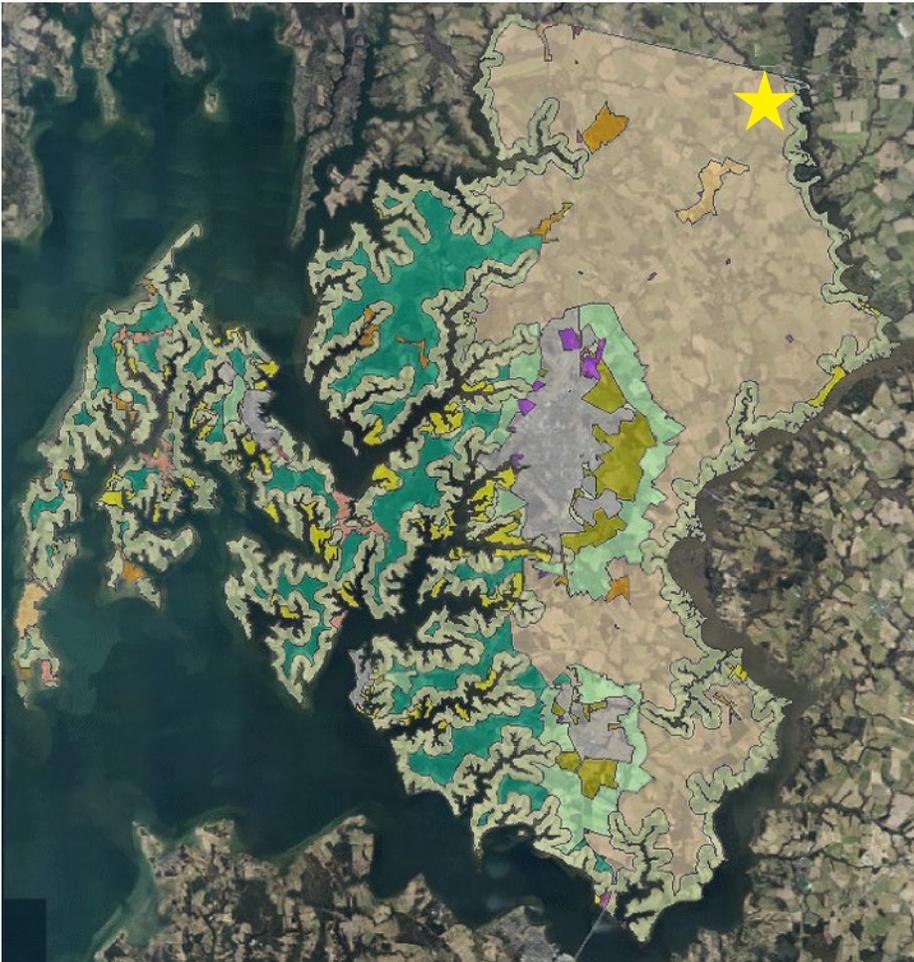
Section 3: Park Setting

3.1 Location

Frederick Douglass Park on the Tuckahoe is located just north of the actual birthplace of Frederick Douglass. Douglass was born in his grandmother's cabin on a farm owned by Aaron Anthony. That part of the farm was known as Kentucky Ravine, a wooded area southeast of Tappers Corner. The park and birthplace are between Lewistown Road (Route 303) and Tuckahoe Creek and south of Route 404 and the town of Queen Anne.

The site consists of former agricultural lands and forests on the western bank of the Tuckahoe. It is visible from the road, although views are limited by a planted buffer along the frontage. Surrounding lands are in active agricultural use, and the agricultural context includes grain silos in nearby Queen Anne. The Tuckahoe in this area is largely fringed by forested lands and visitors to the area will find the landscape reminiscent of the place Douglass wrote about.

The park site's location is central to the growing number of cultural and historic sites that interpret Frederick Douglass and the broader history of African Americans on the Eastern Shore and beyond. These sites include the Frederick Douglass statue at the Talbot County Courthouse and other sites in Talbot County and the Harriet Tubman Underground Railroad Visitor Center in Dorchester County. Driving tours connect them to sites in Baltimore, to the Smithsonian National Museum of African American History & Culture in Washington DC and other sites.



Talbot County Map Showing the Frederick Douglass Park on the Tuckahoe Location
GIS



FOLLOWING IN HIS FOOTSTEPS – MARYLAND’S FREDERICK DOUGLASS DRIVING TOUR

FROM HIS BELOVED BIRTHPLACE TO HIS SELF-LIBERATION AND TRIUMPHANT HOMECOMING, DISCOVER THE REAL FREDERICK DOUGLASS IN THE PLACES THAT SHAPED HIS CHARACTER.

#FREDERICKDOUGLASS



DRIVING TOUR SITES:

1 EASTERN SHORE

Beloved Birthplace and Triumphant Homecoming

- Historical Society of Talbot County
- Frederick Douglass Statue at Talbot County Courthouse
- Former Site of Talbot County Jail
- Bethel A.M.E. Church
- Former Site of The Brick Hotel
- The Inn at Perry Cabin
- Mitchell House at the Chesapeake Bay Maritime Museum
- Former Home of William and Louisa Bruff
- Frederick Douglass Park-St. Michaels
- Former Site of Thomas Auld Home and Store
- Asbury United Methodist Church
- The Frederick Douglass Park on the Tuckahoe
- Frederick Douglass Civil War Trail Marker
- “Frederick Douglass Stitched In Time” Quilt Exhibition at the Bay Country Welcome Center
- St. Michaels Museum at St. Mary’s Square

2 ANNAPOLIS

Inspirational Orator

- Banneker-Douglass Museum
- Strike for Freedom: Slavery, Civil War and the Frederick Douglass Family
- Maryland State House

3 BALTIMORE

Empowerment and Self-Liberation

- National Great Blacks in Wax Museum
- Reginald F. Lewis Museum of Maryland African American History and Culture
- Frederick Douglass-Isaac Myers Maritime Park
- Baltimore Civil War Museum-President Street Station
- Frederick Douglass Statue at Morgan State University
- Douglass Row in Fells Point

4 COLLEGE PARK

Maryland Roots and International Acclaim

- Frederick Douglass Square and Statue at University of Maryland College Park

5 WASHINGTON, D.C.

Tireless Struggle for Inclusion

- Frederick Douglass National Historic Site
- The Frederick Douglass Statue at National Harbor
- National Museum of African American History and Culture

Many of these sites are along Maryland’s exciting collection of Scenic Byways. For more information on all of Maryland’s Scenic Byways, go to: VisitMaryland.org/byways

- 1 Star-Spangled Banner
- 2 Old Main Streets
- 3 Roots & Tides
- 4 Historic National Road
- 5 Falls Road
- 6 Horses & Hounds
- 7 Chesapeake & Ohio Canal
- 8 Chesapeake Country
- 9 Baltimore’s Historic Charles Street
- 10 Harriet Tubman Underground Railroad
- 11 Booth’s Escape

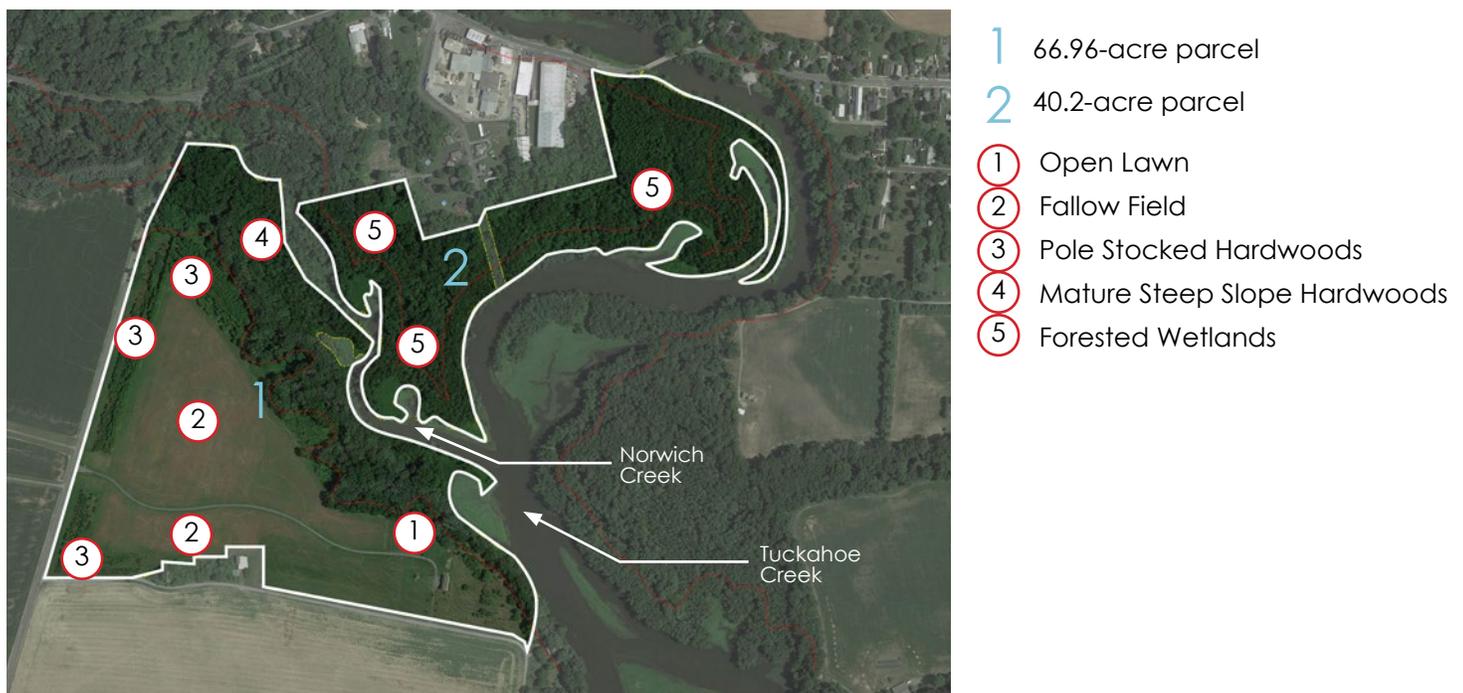
3.2 Natural Resources

In his writing, Frederick Douglass wrote eloquently about the importance of the natural resources of the Tuckahoe and their impact on his life and livelihood as a young person. While the site has evolved over time, this same resource base is available to be experienced by visitors to the park today. Studying current natural resources helps the planning effort in three ways. First, knowledge of the environment can inform the interpretive and passive recreational use of the site, adding to the interpretive story line and suggesting ways to experience the site through appropriate locations, facilities and activities. Second, the value of the site as a critical part of the Eastern Shore landscape and Chesapeake Bay means that it is protected by multiple federal and state regulations. Many potential development activities on site will require permitting processes that include detailed studies of natural resources to assess potential impacts. Finally, knowledge of this changing site will enable Talbot County to effectively manage and protect it so that future visitors can still experience some of what Frederick Douglass did in his time here.

The planning team's environmental consultants, Environmental Systems Analysis, Inc. (ESA), conducted an on-site investigation of the park site in the fall of 2019. They supplemented this with documentary research using publicly available Geographic Information System files and other studies. They evaluated the site's soils, conducted a forest stand characterization, researched the recent phenomenon of green ash decline, identified rare, threatened and endangered (RTE) species, jurisdictional wetlands and waters and made retention prioritization and recommendations. A copy of their completed study is included as Appendix B. Key findings are outlined here.

Landscape Typologies

The park in total consists of 107.16-acres of undeveloped natural area and fallow agricultural fields. It is made up of two parcels. The larger 66.96-acre parcel of Frederick Douglass Park on the Tuckahoe consists of lawn, meadow, forested steep slopes and the Tuckahoe and Norwich Creek waterfront. An abutting 40.2-acre parcel, originally known as the George C. and Naomi H. Moore Nature Preserve is primarily forested wetlands, located on the fresh-tidal Tuckahoe Creek. The parcels share Norwich Creek, as an internal boundary.



The key landscape typologies on the site can be described as follows:

Open Lawn and Pasture (25.66 acres)

The developed areas of the site including the access road and adjacent open turf areas, the existing residence and out-buildings, surrounding lawn and pasture make up this area. Dominant vegetation is pasture and turf grasses with scattered ornamental trees and shrubs. This area includes the maintained drain field area for the residence.



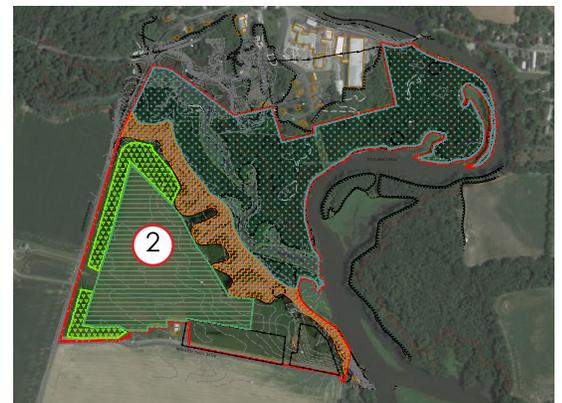
- ① Open Lawn
- ② Fallow Field
- ③ Pole Stocked Hardwoods

Fallow Field (21.6 acres)

The large open area in the center upland portion of the site is a 21.6-acre fallow field, formerly used in agriculture. Since cultivation, the fields have become meadowlike, colonized with goldenrod, foxtail millet, purpletop grass, tall fescue, horseweed, several species of aster, ryegrass, fennel, broomsedge, wingstem, switchgrass, and other herbaceous materials with hardwoods such as sweetgum, Callery pear, tulip poplar, sycamore and black locust are beginning to appear. Similar to other upland fields, lawn areas and the horse pasture, the soils in this area are Hambrook Sandy Loam (HbA) and Hambrook-Sassafras Complex (HfA and HfB). These soils are designated as “prime agricultural farmlands”, and the State of Maryland has identified Sassafras Soil as a “Maryland State Soil”.



Fallow Field

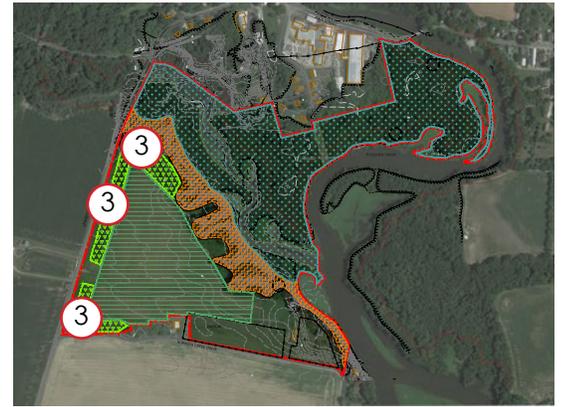


Pole-Stocked Hardwood Planting (6.3-acres)

From west to east, beginning at Lewistown Road is an area of planted trees dominated by sycamore and river birch. Sycamores average about 6 to 7 inches in diameter. The hedgerow includes tulip poplar, sweetgum, black cherry, black locust, mulberry, eastern red cedar, sumac, multiflora rose, eastern baccharis and Callery pear (Bradford pear) seedlings and sapling. The area was likely planted as part of a reforestation effort, potentially in compensation for forest loss elsewhere, but no county records were found.



Pole-Stocked Hardwood Planting



Mature Steep Slope Hardwoods (11.0-acres)

The second zone of trees is associated with the forested steep slopes overlooking Tuckahoe Creek. The slope is characterized by mature hardwoods, primarily oak, along with a few larger loblolly pines. Other species include tulip poplar, American beech, sweetgum, American holly, black locust, sycamore and others. The age of the trees on the slope are estimated at between 75 (poplar fast growing) and 125-years old (beech slow growing).



Mature Steep Slope Hardwoods

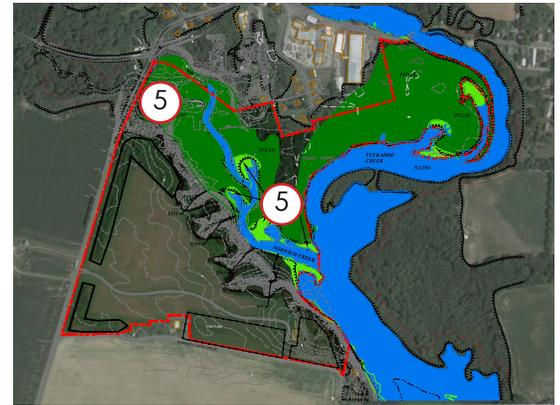


Forested Wetlands (42.6-acres)

The third zone of trees and forest type is the forested wetlands, which is the vast majority of the Moore Nature Preserve portion of the park site. Soils in this part of the site are primarily hydric. Tuckahoe Creek is subject to twice daily high and low tides. Much of the forested wetlands are near saturated at high tide, with groundwater at or near the surface, with portions of forest closest to the river periodically inundated. Observed tree and shrub species included green ash, sycamore, red maple, slippery elm, sweetgum, black gum, black willow, silver maple, persimmon, sweetbay magnolia, white fringetree, winterberry and others. Green ash is the most dominant species, occurring at a frequency of nearly 25-percent of forest cover. Unfortunately, the non-native emerald ash borer is now present in the Eastern Shore and targets ash trees, resulting in almost 100% mortality. Extensive loss of these trees was observed on site.

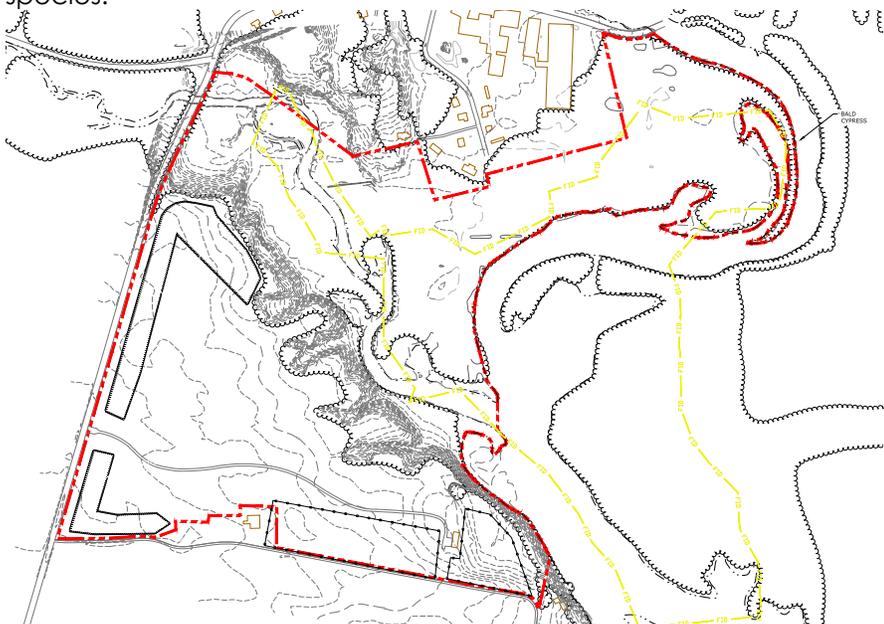


Forested Wetlands



Important Species

The site's landscape types, including Tuckahoe Creek and Norwich Creek, support a rich variety of organisms, many protected under different regulatory strategies. These include forest interior bird species (FIDs), and RTE (rare, threatened or endangered) species. They have also the potential range expansion of a wetland tree species.



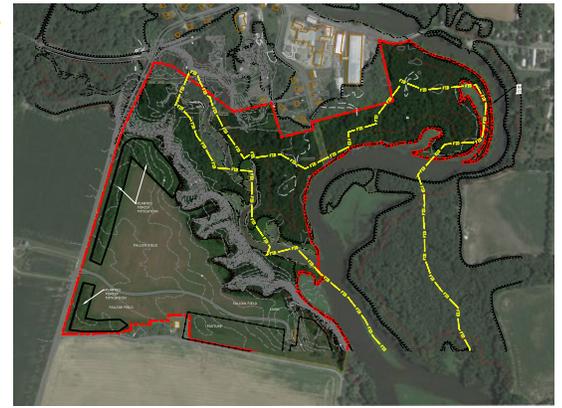
LEGEND

- Property Boundary
- 300-Foot Interior Dwelling Bird Buffer

Portions of the site's woodlands provide habitat for Forest Interior Dwelling (FIDs) Bird Species. These are species that rely on large blocks of uninterrupted interior forest cover, typically measured as that forest 300 feet or greater from the forest perimeter. Based on applying Critical Areas Commission protocols for FID analysis, the planning team has identified the majority of the site's forested wetlands and areas along Norwich Creek. The conservation of this habitat is mandated within the Chesapeake Bay Critical Area. Maryland's Department of Natural Resources (DNR) recommends a number of best practices to minimize disturbance to these areas and the species they support. Within this site, these include undertaking afforestation efforts to target streamside areas that lack woody vegetative buffers and enhancing the forested riparian areas along the Tuckahoe and Norwich Creeks where forested buffers are less than 300-foot wide and planting in gaps of non-forested habitat within or adjacent to existing FIDs habitat.



Forest Interior Bird Species



According to DNR, Norwich Creek is known to support three species of freshwater mussels, two considered endangered and the other considered in need of conservation. The only likely development impact to these would be through the installation of a pedestrian bridge crossing over Norwich Creek to other useable parklands within the Moore Nature Preserve. Boardwalks or small piers, where only the vertical piers would be utilized, should not create an adverse impact to mussel habitat.



CREEPER
STROPHITUS UNDULATES
IN NEED OF CONSERVATION

The **Creeper** is a yellow-brown to greenish colored mussel with a thin and fragile shell. The species is distinctly averse to large rivers, and characteristic of smaller streams, with muddy bottoms and quiet water. They avoid riffles, and prefer protected pools and eddies with deposits of fine gravel and sand.



TRIANGLE FLOATER
ALASMIDONTA UNDULATA
ENDANGERED

The **Triangle Floater** has a smooth and shiny yellowish shell with green rays that transition to black with age and maturity. It inhabits moderate to smaller sized streams often in mud or silted pools. This mussel can become locally abundant, going far up towards the headwaters. It does not favor riffles or rough water, but is usually found in the quieter parts but with some current. It lives mostly in a mixture of coarse or finer gravel with sand and mud and will also embed in mud between larger stones.



DWARF WEDGE MUSSEL
ALASMIDONTA HETERDON
ENDANGERED (ALSO FEDERALLY
ENDANGERED)

The **Dwarf Wedge Mussel** has a hump-backed shell that is yellowish, olive brown to blackish, with variable reddish-brown rays. It is typically found in shallow runs with sand and gravel substrate, often on the outside meander bend of a stream channel as it transitions into a pool. All of the identified mussels have a life span not exceeding 10-years and range from 2 to 4-inches in length.

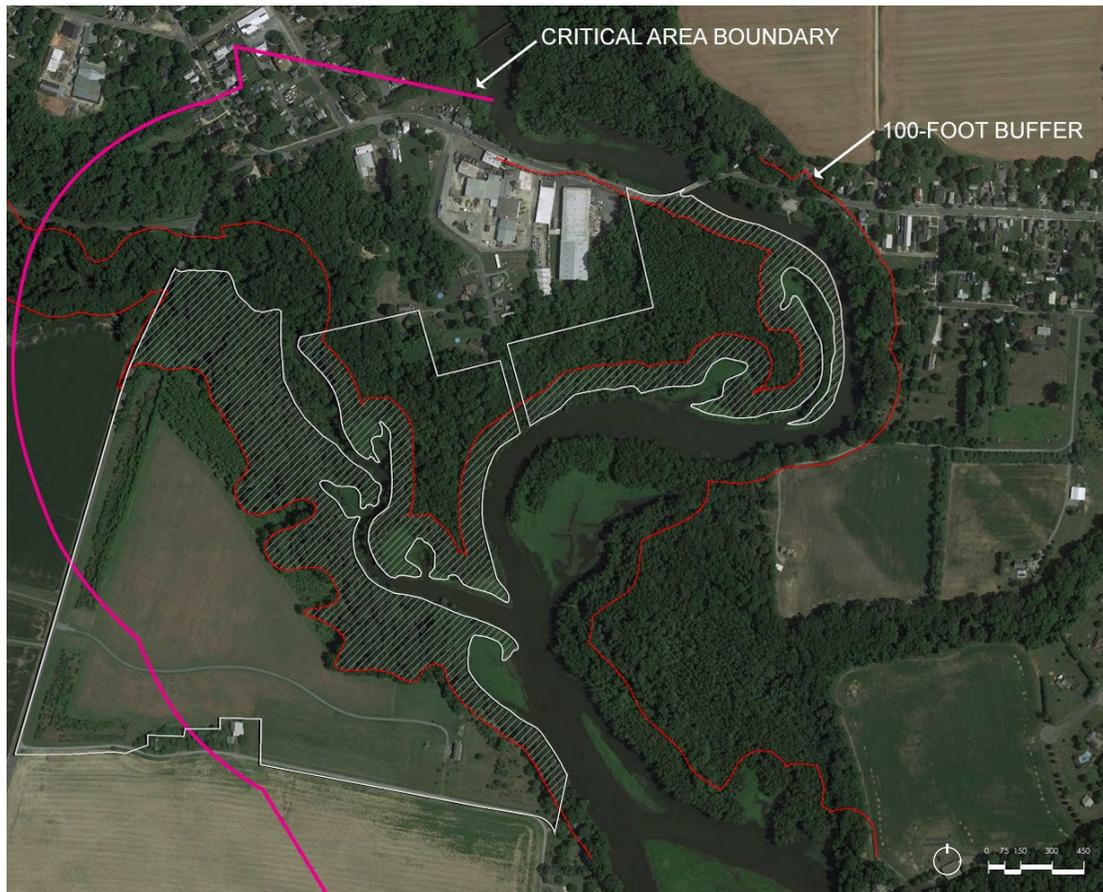


Bald Cypress
Environmental Systems Analysis

A mature bald cypress was observed growing along the bank of the Moore Nature Preserve on the Tuckahoe. If this tree was not planted, it could be significant evidence of expansion of the bald Cypress' range beyond the Pocomoke watershed in Worcester County and Battle Creek Cypress Swamp in Calvert County. Bald Cypress is only native to the southern coastal plain, and populations north of Dorchester County or the Battle Creek Cypress Swamp in Calvert County are typically considered non-native.

Regulatory Protections

The Critical Area Program was created by the passage of the Critical Area Act by the Maryland General Assembly in 1984. It is a comprehensive program to protect the natural resources of the Chesapeake Bay and its tidal shorelines. While the Critical Area Act aims to protect resources within the "critical area," the law does not prohibit development within it. Rather, the law regulates and restricts land development. The Critical Area includes all lands within 1,000 feet of the mean high-water line of tidal waters or the landward edge of tidal wetlands of the Chesapeake and Coastal Bays and their tidal tributaries.

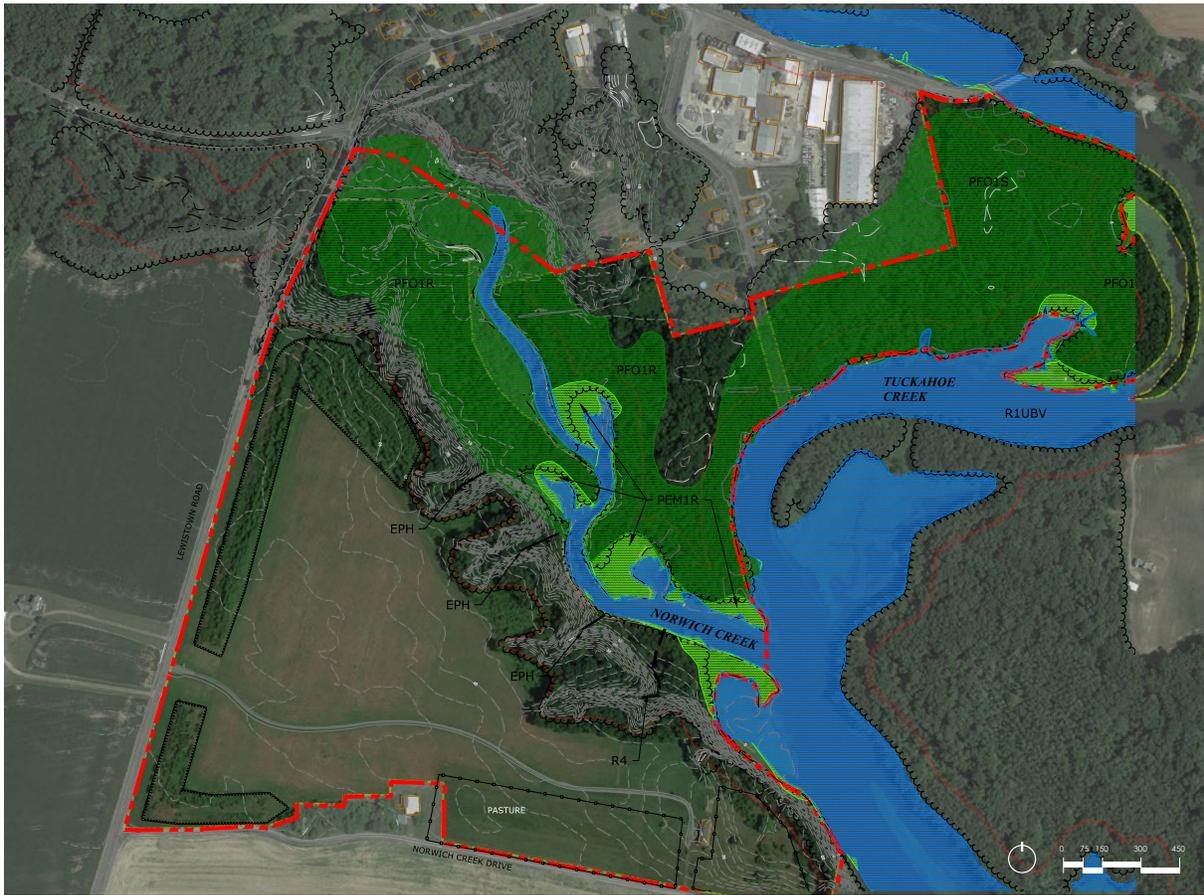


*100FT Buffer and Critical Area Boundary
GIS and Google Maps*

Nearly all of the park site, with the exception of an area at the south west corner of the site, at the intersection of Lewistown Road and Norwich Creek Drive is located within the Chesapeake Bay Critical Area. Development within the critical area requires a high level of resource impact avoidance, minimization and mitigation. In accordance with state and Talbot County Critical Area requirements, the 100-foot Critical Area Buffer as shown on master plan documents reflects the location of wetlands, Waters of the U.S., steep slopes, hydric and highly erodible soils. The expanded Critical Area Buffer extends from the Tuckahoe Creek and adjacent wetlands to the Critical Area boundary. The buffer encompasses 34.7% of the site.

Cities and counties, including Talbot County, implement the Critical Area Program. In addition, the Critical Area Commission, a statewide body formed by the Critical Area Act in 1984, oversees the actions of local governments. The Commission has designed a set of standards, or Critical Area Criteria, which are then adopted into local ordinances that govern land use and development. To develop the Frederick Douglass Park on the Tuckahoe, County review of plans for any actions within the Critical area and that affect the buffer will be required as outlined in Next Step 190, Chapter 190 of the Talbot County Code, November 10, 2018, Section 190-15, Critical Area Overlay District.

Significant portions of Frederick Douglass Park and Moore Nature Preserve contain regulated wetlands and waters that are considered area for priority retention. If any of these wetlands/waters should be disturbed, wetland permitting will likely be required through the Baltimore District of the United States Army Corps of Engineers, and also through the Maryland Department of the Environment. An example of activities that may require permitting would include the installation of shoreline treatments such as bulkheading or riprap, or the introduction of culvert drainage pipes or fill for trails over streams or wetlands, then also boardwalks, vista overlooks, bird blinds, piers or a boat launch along the tidal Tuckahoe.



Wetlands
GIS and Google Maps

Management Recommendations

The site is part of the connected Eastern Shore and Chesapeake Bay landscape and is thus subject to a number of unique challenges. Global climate change will slowly raise the level of tidal waters, impacting shoreline habitats and, over time, species compositions. The periodic infestations of non-native organisms, such as the emerald ash borer will impact ecologies on multiple levels. Overlaid on this will be the need to maintain the site for public use and access, including creating an appropriate setting reminiscent of Douglass' youth in Talbot County.

Key strategies recommended in the master plan include the creation of a pollinator meadow in those areas of fallow ground that will not be reforested or maintained as lawn for public use. Successional and modified herbaceous vegetative communities do exist throughout the Maryland coastal plain and are typically broomsedge dominated grasslands or ryegrass, Indian grass, bluestem and ruderal (weed) cultivated meadows. The definition of a pollinator meadow is that it has a blend of a dozen plus species of nectar-rich flowering plants, with overlapping bloom times from March through November, then complimented with a selection of warm and cool season grasses. A well-maintained pollinator meadow would create a landscape appearance reminiscent of cropped lands while promoting habitat diversity for insects, butterflies, small mammals, and ground nesting and old-field bird species.

Management of the existing forest will focus largely on the interface between it and users of the site, including maintaining trails to avoid the creation of cut-through paths, social trails (informal routes created by users), "braided trails" and other unplanned expansions into natural areas. In areas of former cropland within the Resource Conservation Area and closer to the Tuckahoe, additional forest buffer will be created to assist in improving water quality and expand the river corridor's habitat area. These plantings will require some care during establishment but will be designed to mature into an extension of the existing forest buffer.

3.3 Cultural Resources

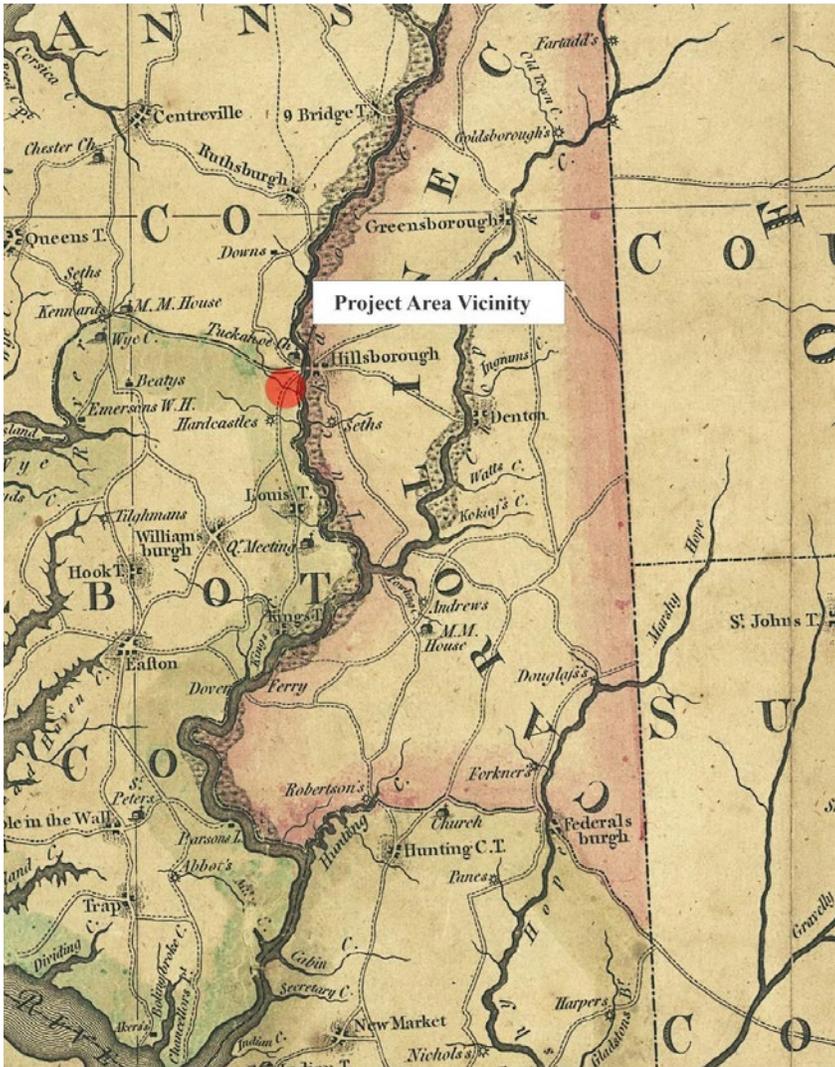
Understanding the park site's cultural resources is important for two key reasons. First, federal and state government funding or permitting requirements typically require compliance with environmental and historic protection regulations. This compliance will include protection of historic and archeological resources. Second, to better celebrate and interpret the story of Frederick Douglass' time on the Tuckahoe, more needs to be understood of the site's history and his place in it. The planning team began to address these needs by preparing an archeological assessment of the site to determine whether further archeological studies were warranted to develop the site for a park and visitor center. This research also informed the planning team's understanding of the site's history and identified information that might be incorporated into the interpretive approach. Team archaeologists from the Ottery Group conducted archival research to identify previously recorded archeological resources within or in the immediate vicinity of the site. They also compiled a partial tract history. A site visit, including a walk over and survey of the shoreline by boat, was conducted. The results of this work are described in a report, included in Appendix C, and summarized here.

The Ottery Group also developed an archeological predictive model using environmental factors from locations of previously identified archeological sites. From these, they predicted the likely locations of sites that have yet to be found. The model evaluates archeological potential, the likelihood of archeological sites to be present on the Frederick Douglass Park on the Tuckahoe site. A review of cultural resources surveys within one mile of the park site, combined with historic background research and site walk over indicate that portions of the Frederick Douglass Park on the Tuckahoe have the potential to contain both pre-contact Native American as well as historic period archeological resources.



Areas of High, Medium, And Low Potential to contain Archeological Resources
The Ottery Group

In particular, any proposed uses along the embankments overlooking the Tuckahoe or Norwich Creek, including proposed water access, are likely to encounter areas having high potential for intact archeological resources. These locations would also be reached by traversing high-potential archeological areas. At a minimum, any areas of the site having medium or high potential for archeological resources should be investigated further (typically, a Phase 1 archeological study) prior to the development of design and engineering plans for these locations.



1795 Dennis Griffith *Map of the State of Maryland* with Project Area Vicinity Outlined
The Ottery Group

Cultural resource studies of the site can enrich possible interpretive story lines that inform visitors of how people have used the site for thousands of years. The surrounding area is rich with recorded cultural resources. Eight archeological sites and 28 architectural resources have been identified within one mile of the park. The archeological sites indicate that the immediate vicinity of the park site was occupied during the Woodland Period (3,250 BP – 1,550 AD). Pre-contact Native American archeological resources may be found in upland well-drained lands within approximately 150-meters of the Tuckahoe Creek. These would most likely be short-duration hunting camps that would have been periodically revisited. With the completion of a Phase 1 study and follow-on work as necessary, a fuller picture of how the bounty of the Tuckahoe has supported residents over a long time could be made part of the stories told as the site is interpreted.

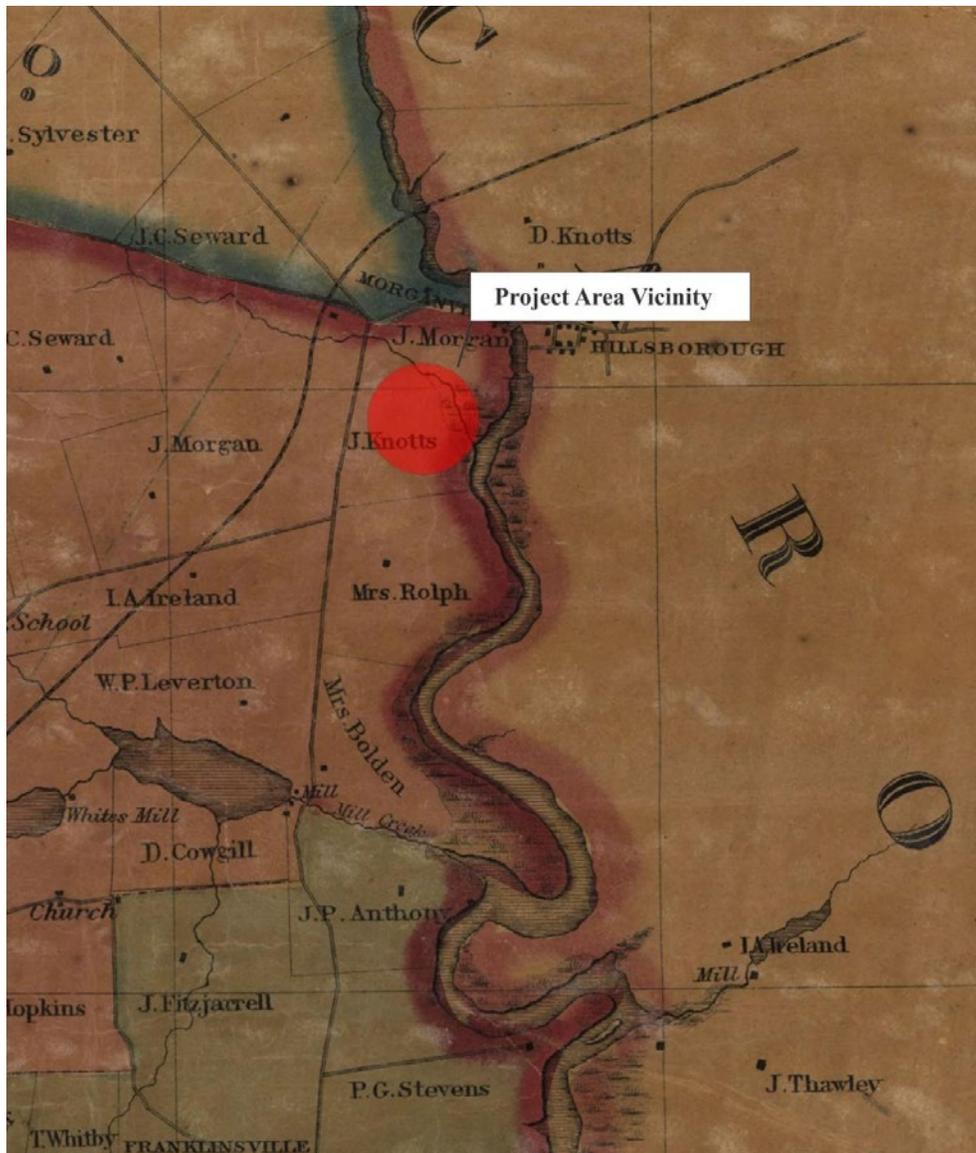
Historic era archeological resources are likely to be found within 100 meters of a historic roadway or navigable waterway. The site's location between the ancestral route of MD 303 and the Tuckahoe is thus indicative of a medium to high potential to contain historic era archeological

resources. The long agricultural use of the park site may signify the potential for domestic structures, agricultural out buildings, or slave quarters dating from the late seventeenth century through the nineteenth century.

As the project plan components are considered for implementation, the use of state or federal funds for the project may result in the need for compliance with the National Historic Preservation Act (NHPA), National Environmental Policy Act (NEPA) or similar state-level regulations. Similar regulatory reviews may be triggered by the need to acquire permits from the U.S. Army Corps of Engineers or Maryland Department of the Environment. These regulations typically include consultation with the Maryland Historic Trust (MHT), requiring the need for a more complete (e.g., Phase 1) archeological study. While iterative studies may be undertaken as the site is developed over time, generally, it would be more cost effective and predictive for planning purposes to do a complete archeological survey of the park site initially to identify all archeological sites and plan for any potential impacts to them.

Further research will help elaborate on the history of the site and additional details into Frederick Douglass' early life on the Tuckahoe. Tuckahoe as a geographic place derives in part from Frederick Douglass' 1855 autobiography, where he describes his upbringing in the home of his grandmother Betsey Baily during the 1820s. There is a Tuckahoe Church on Dennis Griffith's 1795 map of Maryland, north of the park site and opposite Hillsborough (now Hillsboro) on the west side of Tuckahoe Creek. Douglass described the place adjacent as Tuckahoe Creek and the productive fishing waters of the Choptank River. Douglass is likely referring to the dispersed community of slave-owning farms clustering along the west side of Tuckahoe and the community of which Douglass' grandparents were a part, including the farm that had belonged to Aaron Anthony, Douglass' former owner.

This community may well have persisted beyond the end of slavery. A local participant at one of the public engagement sessions comments that a settlement that some referred to as Tuckahoe was on the grounds of the State Park bearing that name, and included some ruins, though they had not visited the site. Further historical research, including oral history, is necessary to characterize the African American community that Douglass was born into and to adequately address what happened to this community after emancipation.



1858 Dilworth and Smith *Map of Talbot County with Farm Limits with Project Area Vicinity Outlined with Project Area Vicinity Outlined*
The Offery Group

3.4 Transportation and Utilities

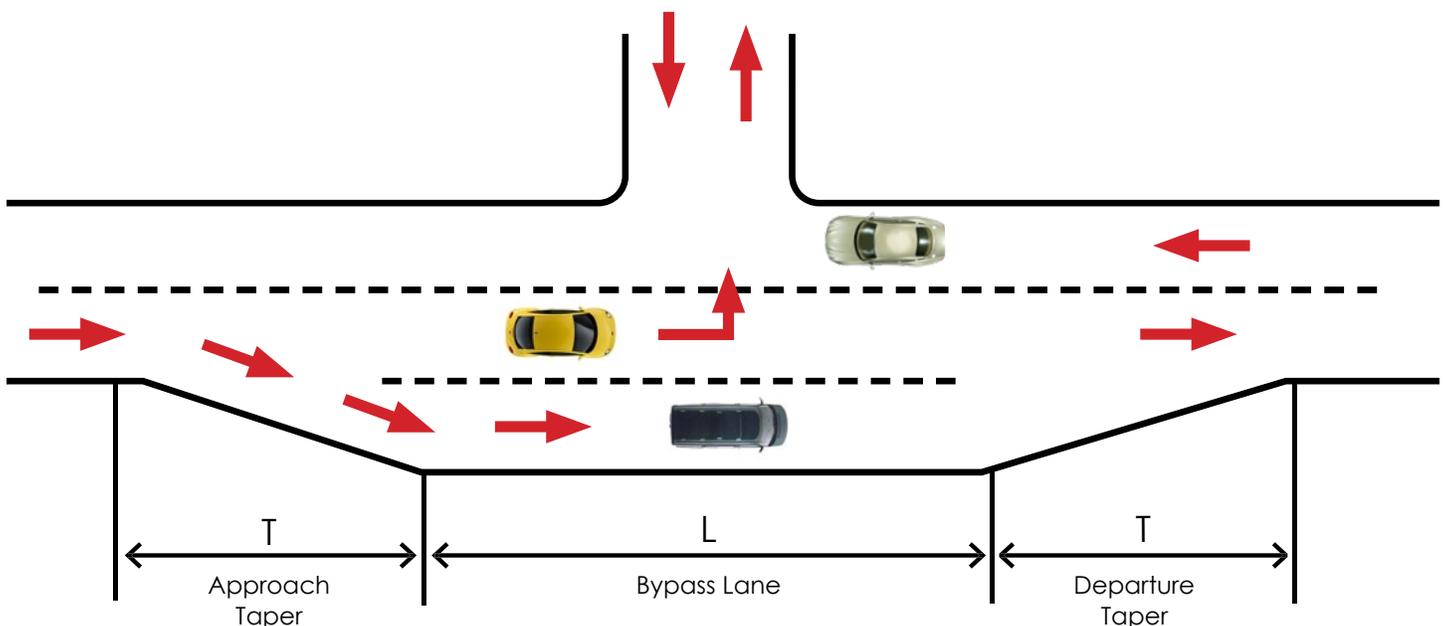
Access and Circulation

The speed limit at Lewistown Road is posted at 50 MPH, which typically assumes a design speed of 55MPH. With this in mind, the intersection sight distance should be about 500 feet. With the orientation of the existing entrance location, and the flat, straight alignment of the road, sight distance should not be an issue. In addition, the level of expected traffic should be fairly low, as growth in the general area is limited by the largely agricultural land use, and attendance at the park and the proposed visitor center is expected to result in few regular peak events. Thus, acceleration/deceleration lanes will likely not be required. At the time planning for the proposed visitor center is more advanced and land use approvals are sought, a traffic study may be required.

Because of the high speed of Lewistown Road, a bypass for left turns into the site might be prudent. Whether this will be required is dependent upon a future traffic study. The bypass could be accomplished by constructing a new lane on the park side of the road and transitioning traffic over. This would eliminate the need for right of way acquisition on the opposite side of the road from the park. At least three utility poles would need to be relocated with this construction (this assumes a 1,000' long by 12' wide bypass road). For purposes of planning, a bypass line has been included on the master plan.

A second exit point on Norwich Creek Road could be provided to allow for easy circulation by buses and emergency vehicles. It could also be used for an entrance for emergency vehicles. This option would reduce the amount of pavement that would need to be constructed to allow for buses to turn around. Sight distance would be acceptable at Norwich Creek Road for a new exit point.

The main drive into the site is narrow. It could be widened to a minimum of 18 feet with reinforced grass shoulders. This would allow for two-way traffic without creating an excessive amount of impervious area.



Typical Bypass Lane Configuration
United States Department of Transportation - Federal Highway Administration

Dry Utilities

Delmarva Power is the local electricity provider. Electric service is observable along Lewistown Road and Norwich Creek Road. The electric service for the existing building comes from the Norwich Creek Road pole that is nearest the building. Service is single phase. A new visitor center or similar building with heating, ventilation and air conditioning (HVAC) would necessitate a new larger service. Typically, a load letter would be submitted to the power company as the building design is developed and electric demands are identified. It appears that cable and phone are available on the poles along Lewistown Road. We would anticipate a ground mounted transformer for the new service for the new building.

Sanitary Sewer and Potable Water

Availability of public sewer or potable water service is determined by the County's Tier map. This is divided into four land use categories based on development characteristics. The area including the park site is in Tier 4 and is designated for limited development on septic systems. In addition, the majority of the site is zoned Resource Conservation, which limits development to that without public water or sewer.

The existing septic system for the existing building is a pumped system, that supports an approximately 1,728 sf building with 1 bedroom. The system was installed around 2003 (permit #35271). The trenches are 160 feet in total length (2 @ 80 feet each). The trenches are five feet deep and two feet wide. There is a 1500-gallon septic tank and a pump station behind and on the side of the existing building. It is not likely, due to the limited size of the system, that it would support a visitor's center use unless the center was very limited in size and number of visitors. The capacity of the system is unknown, but we estimate the design flows were between 250-500 gallons per day. This has not been confirmed.

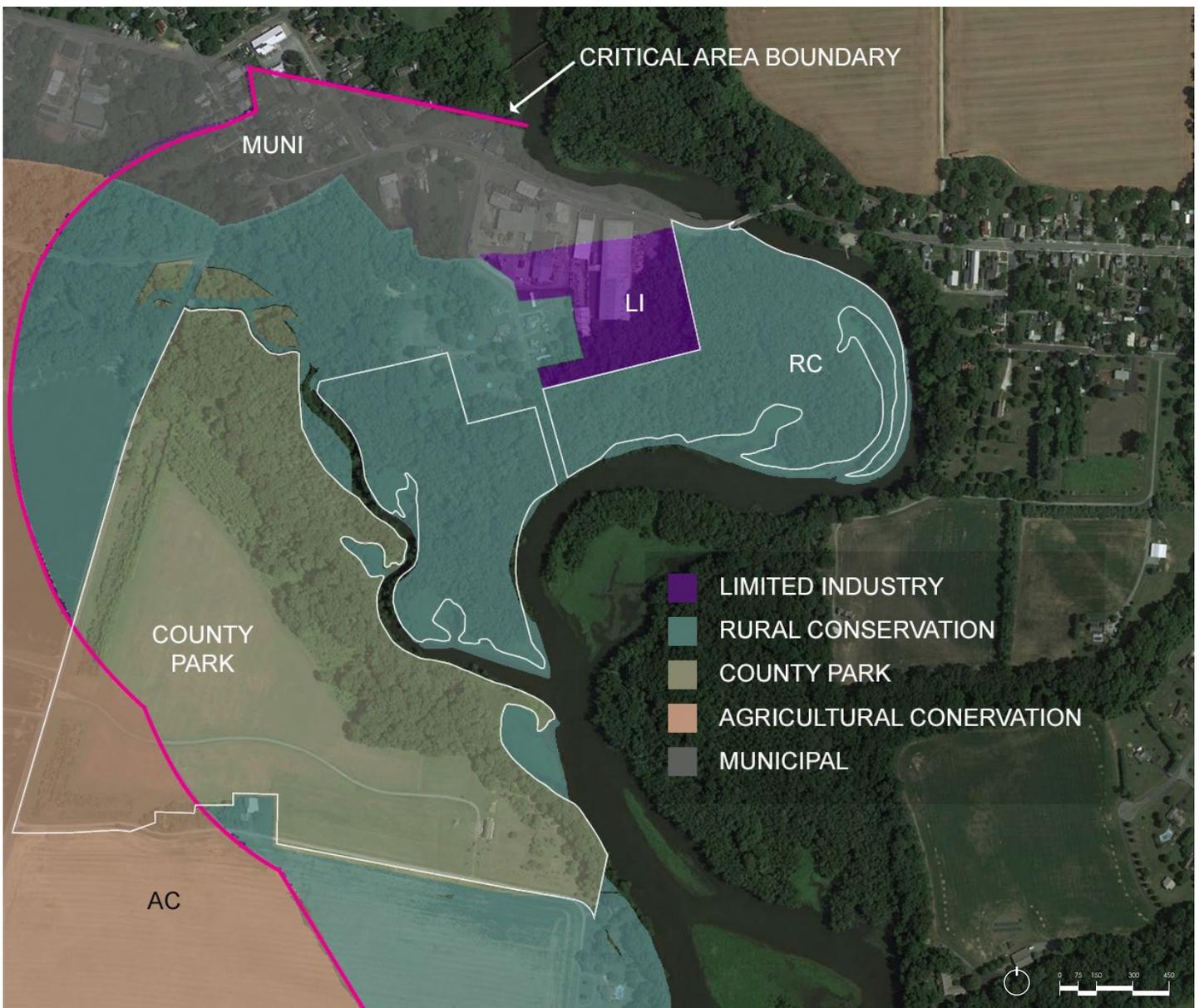
Based on current state waste-water guidelines, flow projections for public park usage would be determined by the number of plumbing fixtures. A calculation based on this is likely to result in a very low number as there would not be a large number of fixtures for a restroom associated with an outdoor picnic pavilion, for example. The likely loading would be in the hundreds of gallons per day, similar to the existing structure on site. For the addition of the visitor center, treated as an office building, flow is determined by gross square footage and would result in somewhat larger flows.

To address the expectation of large numbers of visitors to periodic events, some additional capacity could be built into the system to account for peak demand. It is likely that the area available in the current drain field will be inadequate for any new facility, and that area may be disturbed by the planned site improvements. It will be necessary to pump the system from the visitor center to a new septic area. It may be possible to engineer the system to include a larger septic tank to hold waste during peak events and dose it to the septic field at a steadier rate over time. Given the likely small volumes, a packaged pump station would be appropriate and meet the needs.

3.5 Planning and Zoning

Site Zoning

All parts of the park site within the critical area are zoned Rural Conservation (RC). The remaining small triangular shaped area at the southwest corner of the site, the balance of the site, near the intersection of Lewistown Road (Route 303) and Norwich Creek Drive is zoned Agricultural Conservation (AC). Both categories exist to promote the preservation of natural environments and resource development activities in the county in conjunction with limited development. Specific code requirements that will apply to structures developed on the site include:



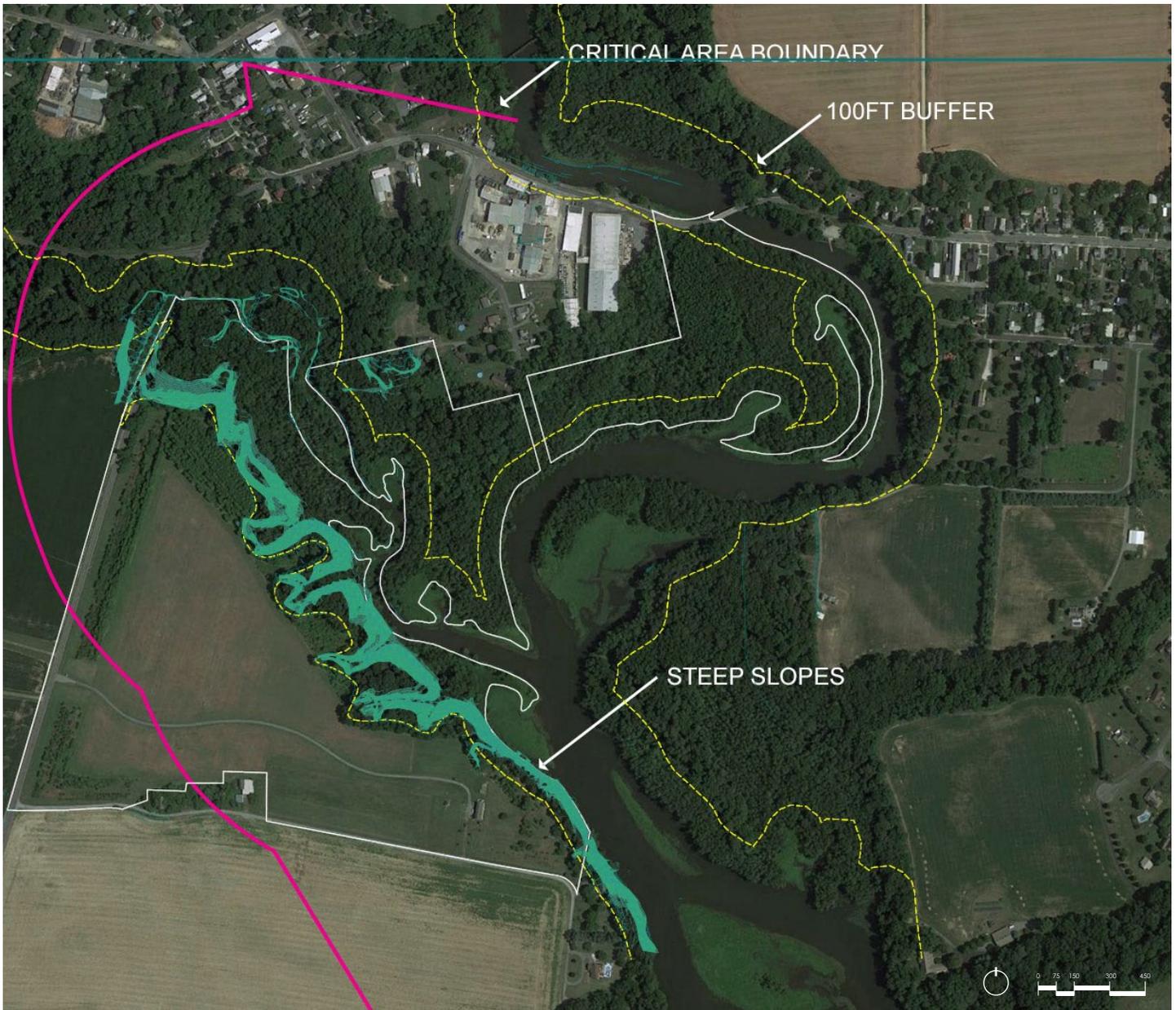
Planning Zones
GIS and Google Maps

Height

Height limitations are governed by Section 190-12 Supplemental Bulk Requirements within the zoning code. While "dwellings and agricultural structures" including "ornamental towers and other design features" are limited to 40 feet in height, "fire towers, silos, hospitals and public monuments" may reach 100 feet in height.

Setbacks

Because the site fronts on State Route 303, the setback is 100 feet in the AC and RC districts. The setback on the sides and rear would be influenced by the height of the tallest structure. The setback is increased by adding one additional foot in setback for each foot in height over 40 feet to the base zoning setback. The resulting side and rear yard setbacks for a 100-foot tall public monument would be 60 feet of additional height plus 25 feet of base side or rear yard setback for a total of 85 feet.



100 FT Buffer and Steep Slopes
GIS and Google Maps

Critical Area Overlay District

The site is located within the Critical Area Overlay District and its specific requirements. These include the following:

Forest Conservation: the removal of existing forest is limited to 20% of the forest on any parcel. Further, natural vegetation, forest or developed woodland that is removed must be replaced on a not-less-than-equal-area basis.

Steep Slopes: development on slopes equal to or greater than 15% is prohibited unless that is the only way to maintain or improve slope stability and is consistent with the purposes of the RCA and LDA.



*Steep Slopes
Environmental Systems Analysis*

Lot coverage: lot coverage is limited to 15% of a parcel or lot. Within the Shoreline Development Buffer, there is no allowable lot coverage. However, increases in lot coverage may be allowed based upon certain allowances for certain water-dependent facilities.

Section 4: Public Outreach

4.1 Community Outreach

Planning for the Frederick Douglass Park on the Tuckahoe began in the fall of 2019, but eventually overlapped the Covid-19 pandemic, one of the most challenging times for effectively engaging the public in any type of outreach event. Fortunately, key elements of the outreach approach were in place prior to the pandemic and multiple public events had been held. Following a pause, the process resumed in the late summer of 2020 and park planning successfully concluded with a public presentation to the County Council in 2021. Throughout the process, the public was engaged through multiple channels. The County appointed a broadly representative committee of stakeholders to work with the consultants. As the project got underway, a series of advertised events were organized to solicit ideas from the public, specifically what about Douglass inspired them and what they wanted the world to know about this native son of Talbot County. Three separate events were held, two on the park site. A fourth event was held on site and helped maintain public interest and press coverage of the process, though it was for the unveiling of interpretive panels and not directly related to the planning process. In addition to in-person events, the County posted information on the planning process and all events on the project website and to other social media channels.



Community Meeting
LSG Landscape Architecture

4.2 The Frederick Douglass Park on the Tuckahoe Advisory Committee

In 2018, the Talbot County Council created an advisory committee to work with County staff and consultants on planning the park. The committee consisted of a diverse group of stakeholders representing the community, Talbot County government descendants of Frederick Douglass, persons involved in Douglass scholarship, and state and local tourism and parks and recreation officials.



Community Meeting
Talbot County

Members of the committee:

Dale Glenwood Green, a professor of Architecture and Historic Preservation at Morgan State University and partner in the architectural firm of Sulton Campbell Britt & Associates, PC

Andy Hollis, County Manager (until his retirement in 2020)

Kim Kearns, representing the Talbot County Park Board

Kenneth Morris, Jr., the great-great-great grandson of Frederick Douglass and the great-great-grandson of Booker T. Washington

Priscilla Bond Morris, local preservationist and researcher

Corey Pack, Talbot County Council

Preston Peper, Talbot County director of Parks & Recreation

Marci Ross, the assistant director of tourism development for the Maryland Office of Tourism

Clay B. Stamp, Talbot County manager

Mark Turner, commissioner for the town of Queen Anne

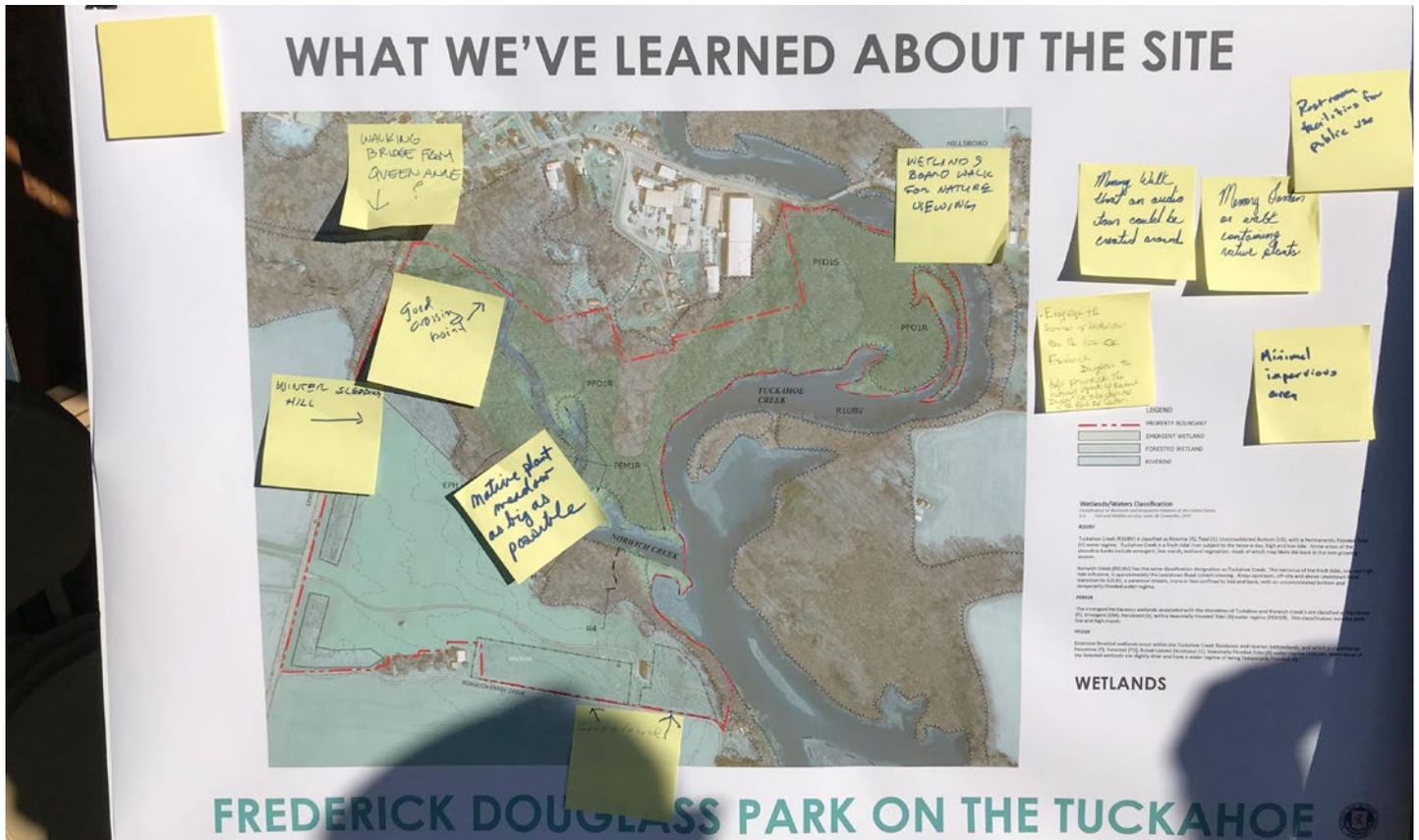
Cassandra Vanhooser, director of Economic Development and Tourism for Talbot County.

In September 2020, the County Council appointed Harriette Lowery to fill her husband Eric's position on the advisory committee after his untimely death. Eric Lowery had been the president of the Easton-based Frederick Douglass Honor Society.

Beginning in January 2019, the committee met regularly during the planning process, providing feedback and direction as the consultant team conducted basic site research, developed plan ideas and formalized a vision for the park interpretive and master plans. Committee members were active participants during the scheduled public outreach events. The committee also served in an advisory capacity as the County and State collaborated on the development of a series of initial interpretive signs installed on site and unveiled at a public event during the planning process.

4.3 Public Meetings

The first public meeting for community feedback was held on Saturday, November 2, 2019. Local community members gathered at the site for a brief presentation of the initial site investigative work that had been conducted and were invited to share their thoughts out loud with the group, on Post-it note, or by speaking with individual team members. The group was also invited on a short tour of the site to view possible locations for overlooks, water access, and trails. This inclusive outreach process encouraged collaboration with potential users and helped identify fundamental design criteria. The method exposed unbiased ideas for park programming from participants and encouraged program suggestions for the park.



Community Meeting
LSG Landscape Architecture

Over two dozen comments were left by gathered community members. Overall, community members seemed pleased with the idea of the park interpreting Douglass' experiences in Talbot County through waysides, a visitor center, or other means. Many expressed the idea that the park should not have active recreation spaces, although waterfront access to engage with the Tuckahoe was important.

The second public meeting was held on February 19, 2020. To ensure that historically underrepresented members of the community would also have an opportunity to participate in the planning process, the County took a number of critical steps. First, the event was held at the Building African American Minds Athletic Center, a recently opened facility operated by Building African American Minds, Inc. (BAAM). BAAM offers an after-school tutoring program for at risk African American males in first through fifth grades and operates the athletic center in Easton. Members of the advisory committee developed a list of key members of the African American community, leaders of local institutions focused on African American history, culture and tourism, and other prominent individuals. They in turn were encouraged to bring others. Approximately 14 community members, many of whom were from other state areas, participated along with many members of the Advisory Committee and Talbot County staff.



Public Meeting at BAAM
Talbot County

Participants were updated on the planning process and given an overview of the site and its environmental and cultural resources and other characteristics. The audience was randomly divided into small groups, with each group facilitated by members of the consultant team or advisory committee. Groups were asked to consider and propose recommendations to the question,

What should visitors to the park find and what should they take away from their visit?

Public comments received reinforced the themes from the first on-site engagement opportunity, with attendees interested in the development of an actual visitor center and place to celebrate Douglass and the influence his time in Talbot County had on his life and work. Community members stressed that the park should be welcoming to family groups for gatherings and events and have spaces available for this both outdoors and eventually within the visitor center. Believing that interest in visiting the site would draw tourists from a distance, food service and other amenities were recommended to support the success of the park and visitor center.

Frederick Douglass Park
on the Tuckahoe

COMMUNITY MEETING



SATURDAY, OCTOBER 24
11 A.M. – 1 P.M.

13213 Lewistown Road, Queen Anne, MD
or
join us on Zoom
Go to TalbotParks.org for link. Registration required.

Your input is essential to the success of this project!

In case of rain, meeting will be held at the
Talbot County Community Center.
For more information, call 410-770-8050.

The spring pandemic lockdown cancelled the next planned public meeting scheduled for March 16. The County elected not to replace it with a virtual on-line meeting out of concern that key segments of the community might not be approachable using a purely virtual approach. However, throughout the summer, the planning team continued to meet virtually including key presentation of early ideas for the park vision to members of the advisory committee.

The next public event, though not specifically part of the planning process, was the unveiling of four interpretive panels at the park site. This was held in partnership with the Maryland Office of Tourism Development on September 1, 2020 to launch Maryland's International Underground Railroad Month. Attendance to the outdoor event was limited due to COVID-19 restrictions, and by invitation, but it was widely publicized on the Eastern Shore and in Maryland in general.



CDC-Compliant Public Meeting
Talbot County

In the fall of 2020, the advisory committee agreed that with good weather, a socially distant outdoor event could be held on site and “simulcast” as a virtual online meeting for those unable or uncomfortable to attend in person. This event was held on Saturday, October 24, 2020. A tent and video screens were erected on site and participants offered multiple ways to offer input. More than 20 community members attended in person, in addition to advisory committee members. A total of 23 attendees participated virtually via a Zoom video conference which ran concurrently with the on-site event so that virtual participants saw the same presentation. The moderator on site was able to take questions and record observations from both groups.

The focus of this meeting was the interpretive plan. The consultant team presented two alternative approaches to how the story of Frederick Douglass’ birth and early years in Talbot County could be told at the park. Participants were encouraged to comment on whether some stories were better represented in one alternative than the other and whether some stories were not represented enough. They were asked which alternative better supported the look and feel of the new park and which would best highlight both the cultural and natural connections for visitors. Attendees were shown alternative interpretive elements and asked if some methods (e.g., exhibits and panels, audiovisual programs, tours, etc.) worked better than others.

Overall, both groups were supportive of the interpretive approaches outlined, favoring approaches that highlighted the land and its influence on Douglass. There were a few key themes from both the meeting and follow-up comments submitted to the team, many repeating observations made throughout the planning process. Planners were advised to avoid being too disruptive to landscape, to include areas and spaces for community gatherings and events, to also focus on the broader Douglass family as part of the interpretive approach, and to include a memorial space as part of the park’s development.

The final interpretive plan document includes many of the actual public comments received. The plan is included as Appendix A to this report.



*Unveiling of the Interpretive Plan
The Design Minds*

Section 5: The Park Vision

5.1 Park Program

“Where justice is denied, where poverty is enforced, where ignorance prevails, and where any one class is made to feel that society is an organized conspiracy to oppress, rob and degrade them, neither persons nor property will be safe.”

-FREDERICK DOUGLASS



Memorial Plaza
Michael Marshall Design

Most park master plans synthesize what the public desires, what the site can accommodate, and also what public policy programs can support. The master plan for the Frederick Douglass Park on the Tuckahoe is different and required reaching a different planning balance. Public policy for the site's purpose was already established with the acquisition and dedication of the park. Long established regulatory environmental protections will further guide its

development. The public already broadly agreed on the park as the focus of celebration of Douglass and the preservation of Tuckahoe Creek waterfront open space. The site can generally support these interests, if carefully executed.

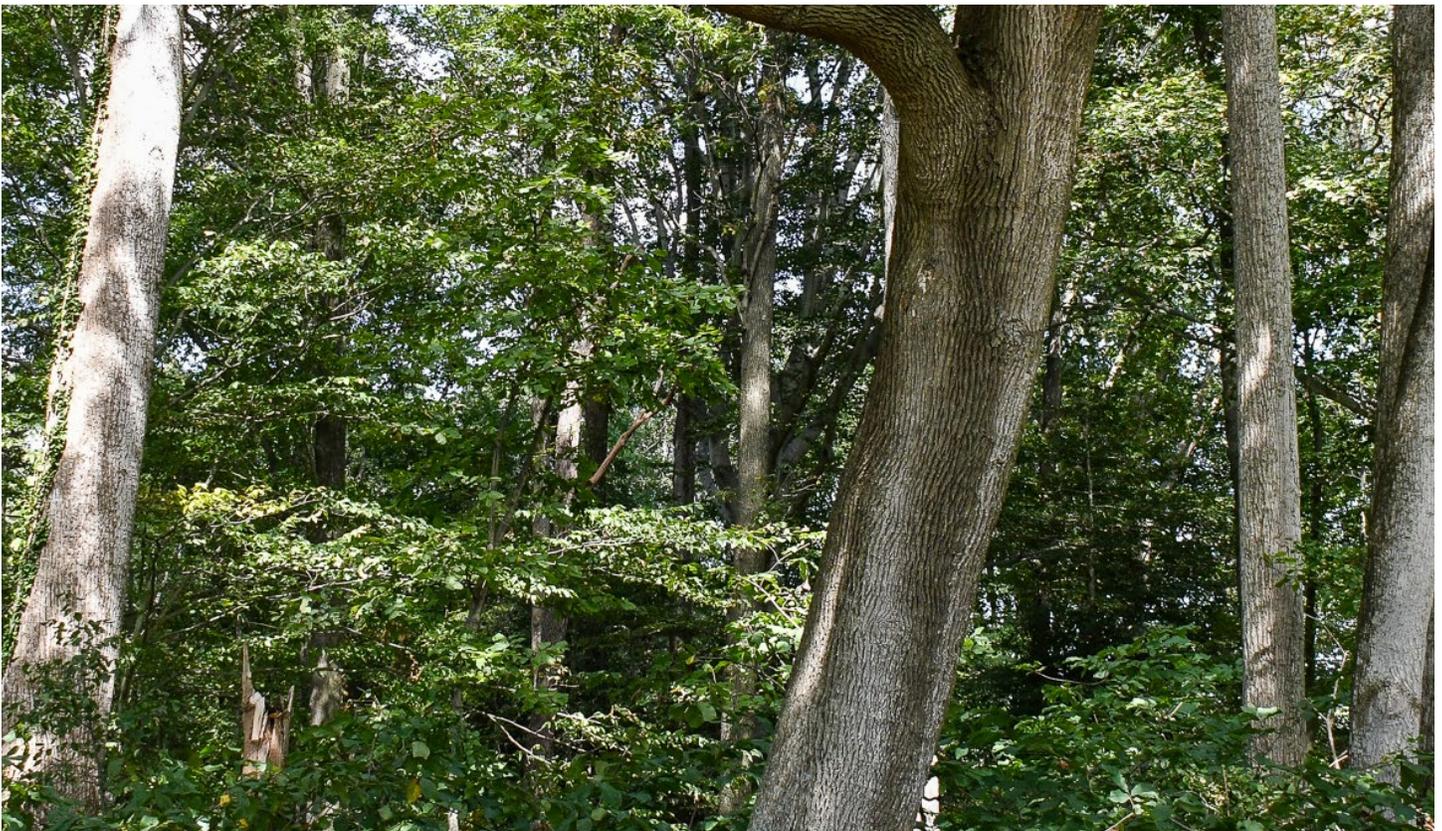
The real balance needed in the final plan became clearer as the interpretive plan evolved, as the stories that will be told at the park site were heard, and the means and media to be used to tell them were identified. This park site needs to balance three distinct spaces. These are conservation space; the site's Tuckahoe Creek, critical area, and farmland landscapes; interpretive space, those facilities and media used to tell the stories about the site and of Frederick Douglass; and memorial space, the space given to the celebration and commemoration of Talbot County's most famous son, Frederick Douglass. These spaces overlap, creating combinations of focus that generate the master plan's program areas and features and their respective spatial, locational and service needs.

5.2 Phased Development of the Park

Consistent with the interpretive plan, the master plan recommends a layering of park development efforts over time. Phased development will allow Talbot County to budget for successive improvements and provide visitors with a growing program of activities available on site with each visit. To date, park planning efforts, the initial interpretive elements and other Phase 1 efforts will be completed with grants received by Talbot County and by using Talbot County's Capital Improvement Program. The capital cost of developing later improvements, and the cost their operations and manpower requirements have not been identified nor yet funded.

Thus, during the first phase, a permanent organization dedicated to assisting Talbot County complete the park should be created. This group should be chartered as a tax-exempt, non-profit 501(c)(3) entity so that it can engage in fundraising efforts separate from the county's Capital Improvement Program. Similar to the advisory committee, this organization should be broadly representative. It should be capable of conducting the necessary outreach to secure the required resources to fully implement the plan vision. It should be capable of working closely with Talbot County, the State of Maryland and other organizations or groups with allied interests. But its principal focus should be the development and construction of the Frederick Douglass Park on the Tuckahoe. Such an organization may later assume a role in the operation and staffing of the visitor center and memorial facilities. This organization is discussed further in Section 6.3.

Also, as a fundamental part of the first phase, further archeological investigations should be completed so that potential impacts to any yet unidentified resources would be avoided or minimized. Similarly, development in each phase should carefully follow environmental and Chesapeake Bay Critical Area regulatory requirements, including necessary permits.



*Frederick Douglass Park on the Tuckahoe
Environmental Systems Analysis*

Phase I

Conservation Space

In the first and subsequent phases, access to the conservation spaces on site – the forested wetlands along the Tuckahoe and Norwich Creeks, the former agricultural fields, and the parts of the site that have been reforested – will be gradually opened to visitor access through the proposed development of carefully sited pedestrian trails. These trails will be located away from the edges of the embankments overlooking the creeks except where they access overlooks. Fully accessible routes to the George C. and Naomi H. Moore Nature Preserve awaits the construction of a bridge over Norwich Creek in later phases.

Another early effort along the Tuckahoe shoreline is the proposed creation of overlooks to provide visual access. Selective clearing and thinning to promote views to the river is highly desired, provided they maintain the forest buffer. Based on slope sensitivity, vista overlooks could be built as wood or metal observation structures with safety rails. The structure of these should minimize the number of ground contact points.

During Phase I, the master plan recommends beginning to develop landscape management practices to maintain the open field appearance of upland areas formerly in crop production. This will create a setting most reminiscent of Douglass' time. While periodic mowing of the pasture to eliminate colonizing hardwood species would accomplish this, the creation of pollinator meadows would provide a more attractive and environmentally beneficial outcome.



The approximately 20-acre fallow field at the entrance of the site and eventually, additional areas surrounding the future visitor center are recommended as good potential locations for meadow creation. A pollinator meadow has a blend of a dozen plus species of nectar-rich flowering plants, with overlapping bloom times from March through November, then complimented with a selection of warm and cool season grasses. A pollinator meadow would promote habitat diversity for insects, butterflies, small mammals, and ground nesting and old-field bird species. Construction of these meadows should begin in this phase.

Interpretive Space

The recent installation of the interpretive panels on site begins what will eventually be a rich and varied series of interpretive opportunities at the park. In the first phase, most physical interpretation components are likely to be waysides. These panels of graphics and text will focus on Douglass, the Tuckahoe, and the site's natural setting as described in the Interpretive Plan. They should be located in key areas of the site, as trails and overlooks are developed and as the meadow is established.

Additional interpretive panels should also be added to key locations at the overlooks on the waterfront, at the pollinator meadow, and elsewhere.



Memorial Space

Even before the now existing interpretive panels were dedicated in the Fall of 2020, their location resonated with park visitors as a space imbued with meaning. It is a place shaded with mature trees, on an embankment overlooking a bend in the Tuckahoe near its confluence with Norwich Creek and with views back to the open fields of the site. This location was the obvious choice for siting the initial interpretive panels as the planning team and committee agreed on its capacity to conjure up the time and place of the young Frederick Douglass. As the plan develops, other locations will be developed that will also memorialize Douglass and his importance to the Talbot County community.

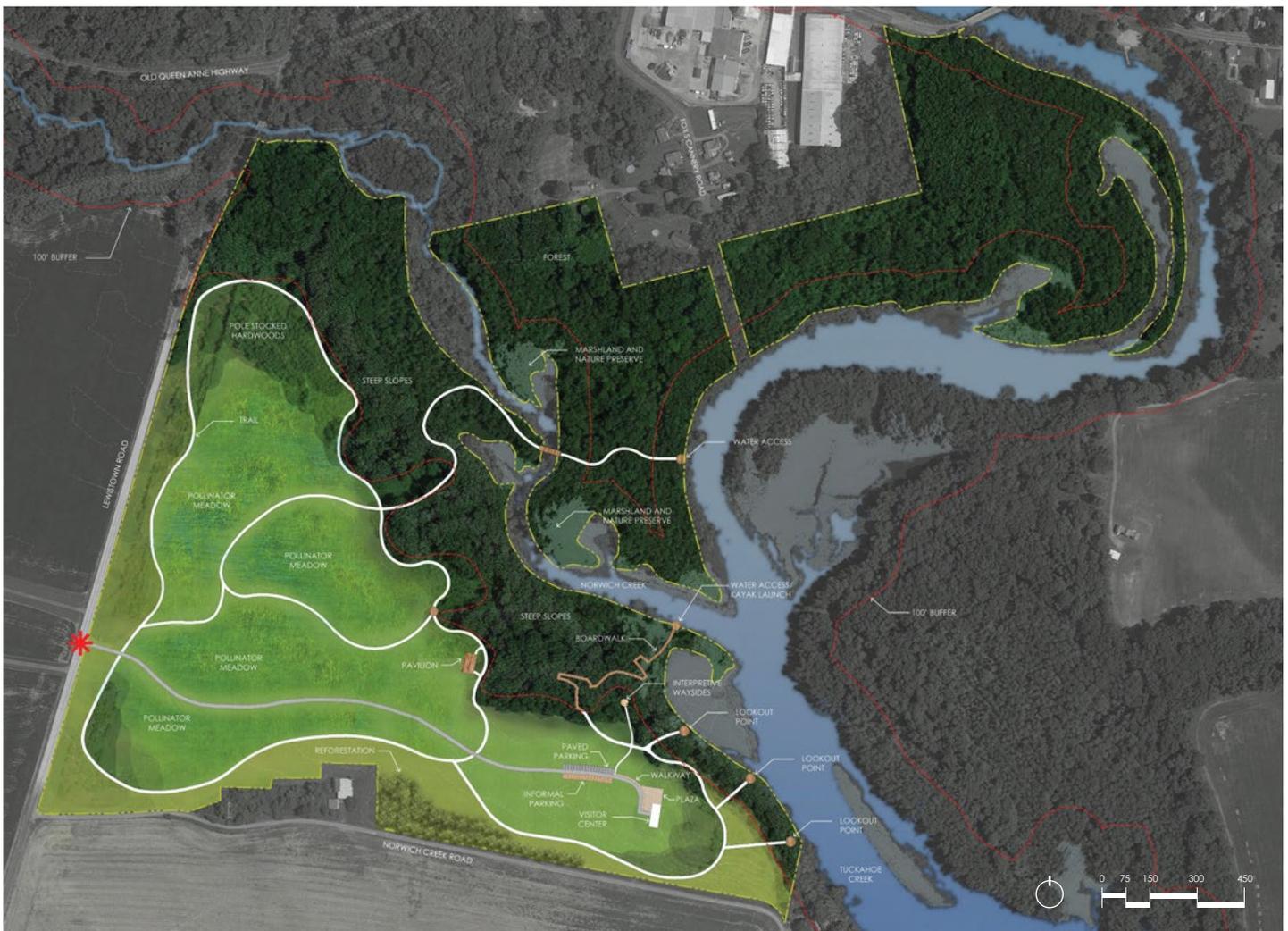


Phase II

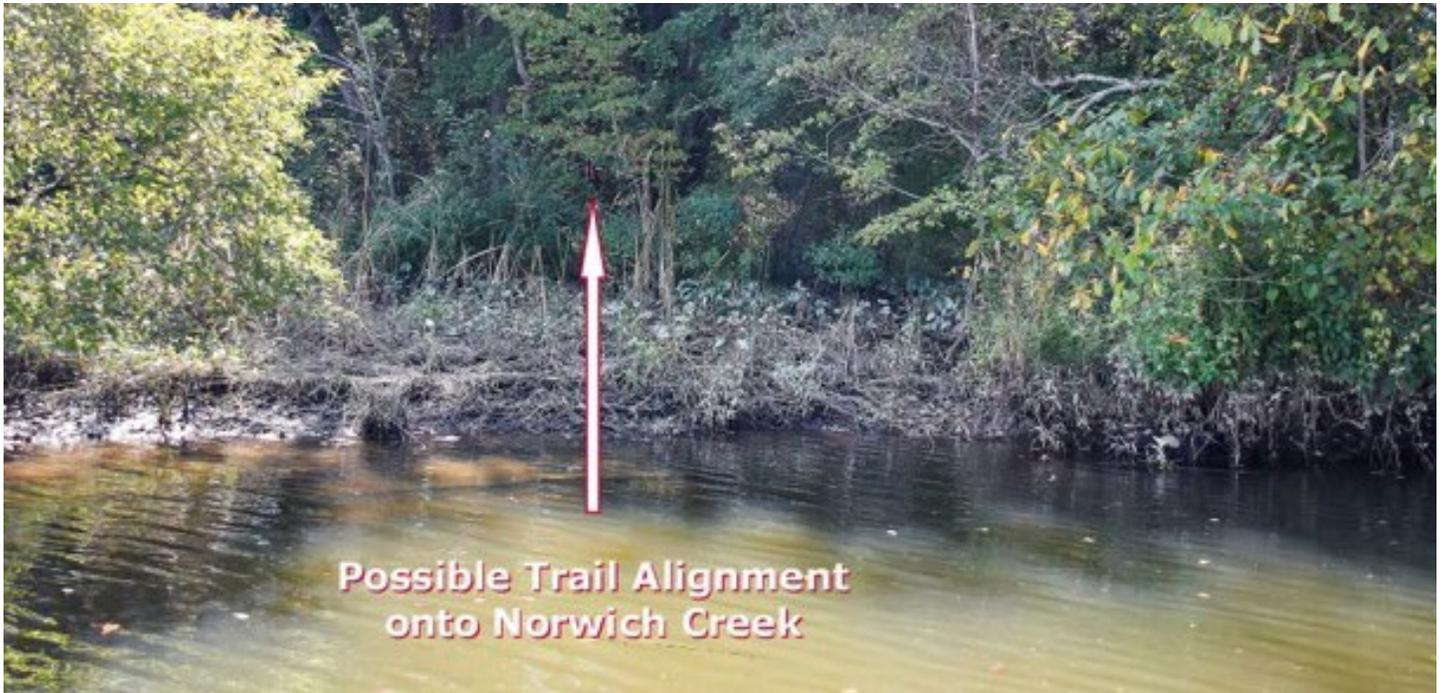
Conservation Space

The second phase should focus on making a broader part of the park's natural areas more easily visible to visitors. This should include an expanded trail network with improved access to the George C. and Naomi H. Moore Nature Preserve part of the site. It should also include the completion of waterfront access that brings people down to the river for possible launching of kayaks or canoes and potential park arrivals by water. Crossing Norwich Creek should be done in a way that minimizes impact to the creek and its possible high-water navigation for kayakers and other small craft users. It should be located where the stream is narrow to minimize bridge length. A premanufactured metal structure is likely the most economical option, although it may be possible to construct a timber structure as well.

Bringing visitors down to the water so that they can stand on its edge is an important part of the experience at the park. Because the nearby Hillsboro Boat launch is just north of Queen Anne in Caroline County, Frederick Douglass Park on the Tuckahoe can become part of a boating or kayaking experience that provides a unique water view of the park.



Because of the embankments leading to the water on the southern part of the site, access to it will require a carefully sited ADA-compliant boardwalk that negotiates the steep slope to the water and pier. Large trees that need to be protected on the steep slope can be situated between the switchback decking. The structure should include a “boat guide,” an adjacent slide or ramp that allows you to hold onto and slide a kayak or canoe down to the water and the ability to pull it back with a rope. Similar to other structures constructed near the water, this should be based on minimal impact to the environment by limiting the size and number of contact points with the ground. Wood frame structures founded on helical piers are common in this application and are of moderate cost. Other materials, such as steel, aluminum, composite decking may also be used. If this project is deferred until the construction of a new visitor center, the boardwalk structure may reflect the architectural components used in that construction.



Interpretive Space

During the second phase, additional interpretive panels and other site elements outlined in the Interpretive Plan should be provided. It is also important to begin to develop facilities that support longer visits, provide space for events, and indoor space for interpretive exhibits. The existing structure on site, a large garage with a second-floor apartment should be repurposed to provide three amenities. Restrooms should be provided for visitors and the ground floor garage space converted to a multi-use space for exhibits or small gatherings to support interpretive efforts. An accessible route should be provided from the parking area to the building and a small, paved plaza created adjacent to it to allow groups to gather before touring the site.



Memorial Space

During the public engagement process for the park, the team received multiple requests to include outdoor space for family and similar gatherings. The importance of Douglass' legacy in Talbot County and the continued residence of his descendants in the surrounding area makes the availability of an outdoor gathering space an important amenity to include. An outdoor shelter would also expand the space available for events on site, for gatherings related to tours or interpretive events, and as a covered outdoor space for lunch. The structure should be developed with an accessible route from nearby parking and should be sufficiently large for gatherings approximately 50 -100 persons. Typically, this would be a steel framed, metal roofed structure with convenience power. Similar to other building elements on site, the final design should be consistent in appearance with the proposed visitor center.

Phase III

Conservation Space

The final phase of construction should complete the trail system on site, especially connections from the park to the surrounding community. Ideally this will include a connection to the future rail trail conversion of the former Chesapeake Railroad right-of-way between Easton and Clayton, Delaware, located on the opposite side of Lewistown Road. This will require the development of the trail adjacent to the northern part of the site, and a well-marked pedestrian and bicycle crossing.

The park network should also be extended through the northern part of the park to the town of Queen Anne. The connection is shown on the plans as a natural surface trail but could be provided as a paved surface if this is developed before the rail trail and the paved link to it.

Interpretive Space

The most significant concentration of resources for interpreting Frederick Douglass and the Tuckahoe, aside from the site itself, will be at the planned visitor center. The building and its siting are described in more detail in the next section. It will be sited in the general area of the existing structure, outside of the 100-foot forest buffer. It will become the central place of orientation to the park, with paved walkways and interpretive programs leading from it.



To better accommodate the expected users, the entry drive will be reconstructed, and the parking area expanded and paved, including space for a drop-off area at the building and for bus parking. These improvements will require new stormwater management facilities. Based on the approximate areas of disturbance, and with the good infiltration of soils on site, treatment can be distributed in approximately 6 – 10 landscape infiltration areas or biofilters. At Lewistown Road, traffic will likely warrant the construction of a bypass lane to allow visitor traffic to queue for left-hand turns into the site.

Full development will also have an impact on the existing septic drain field and system. While normal use should not necessitate an overly large system, peak use for events on site will result in much larger flows. The system will have to pump sewage from the visitor center to a new, larger septic area, as the current field is closer to the immediate area surrounding the proposed visitor center. A larger septic tank may be needed to hold waste during peak events and dose it to the septic field at a steadier rate over time, preventing it from overloading the system.

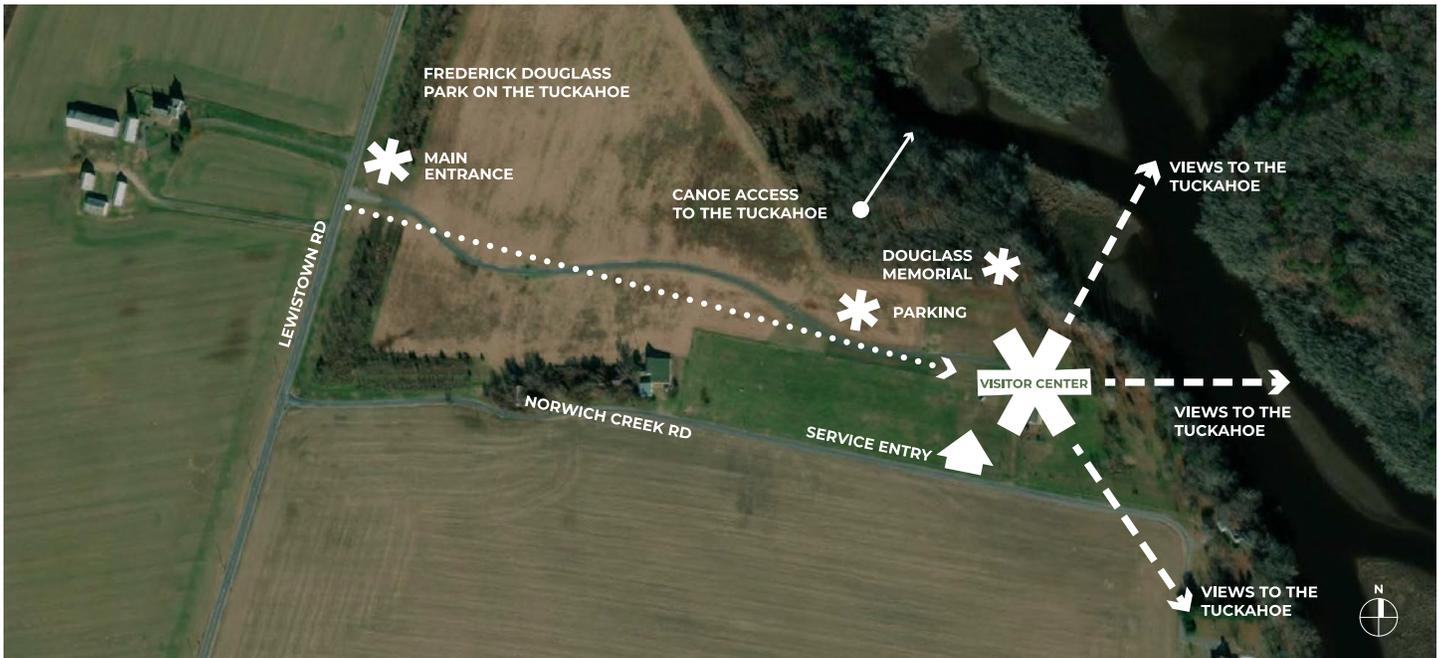
Off-Street Parking Requirements

Land Use	Number of Parking Spaces	Estimated Requirements	Number of Parking Spaces
Farm-based recreation	1 per 4 persons based on maximum estimated capacity of areas open to the public; seasonal uses may utilize unpaved areas for temporary parking	Nature Trails 2 miles 12 People/mile	6 spaces
Natural resource-oriented public recreation, education, and research	1 per 300 square feet of GFA plus 1 per 3 persons allowed by maximum design capacity for meeting rooms or amphitheatres; plus 1 per 2 boat slips plus space for visitors to outdoor areas based on parking needs analysis	Visitor Center 25,000 square feet GFA.	83 spaces
		60 person outdoor amphitheatre	20 spaces
		70 seat auditorium	23 spaces
Piers and related uses; private piers, boat ramps, raised walkways	No parking required		
Water-oriented public recreation, education, research areas	1 per 300 square feet of GFA plus 1 per 3 persons allowed by maximum design capacity for meeting rooms or amphitheatres; plus 1 per 2 boat slips plus space for visitors to outdoor areas based on parking needs analysis	Kayak Parking	4 spaces
Total			136 spaces

Memorial Space

The development of the new visitor center should include an outdoor space dedicated to memorialization of Frederick Douglass. The plan proposes to include this in the area where the initial interpretive signage cluster was sited. This space is described in conjunction with the building.

5.3 The Building



Visitor Center Location
Michael Marshall Design

In addition to planning for the preservation of the natural park setting adjacent to the Tuckahoe, the plan proposes the addition of a visitor's center that will formally educate generations to come, through interpretive media and a memorial plaza to commemorate the life of Frederick Douglass. This visitor's center will focus on Frederick Douglass and his vision for equality, freedom for all men, and ending enslavement as one of the



Visitor Center
Michael Marshall Design

leading abolitionists of his time. In addition, the “bricks and mortar” – actually concrete, granite, steel, and glass – will be used to provide a platform of scenic appreciation of its very special and unique landscape of the Tuckahoe and Talbot County.

Once visitors enter the site from the gateway at the head of the park via Lewistown Road, they will take in the sweep of the pollinator meadow, representing cultivated fields, with an observation tower in the distance, a marker vertically terminating the view looking due east. At the scale of the vernacular farm towers this observation tower, fully ADA accessible, will allow for a heightened visitor experience of the Tuckahoe environs. The observation tower will also assist in branding the park project in the visitor's memory, providing reasons to return to the park for its appeal during the changing seasons.

The visitor's center is a hybrid of landscape and building. What could be seen as a green roof is the actual blurring of the fields and the structure. As not to interrupt the appreciation of the landscape, upon entering the park, the land rises up to cover the unsuspected building, delivering an element of surprise to see the visitor's center is actually tucked below.

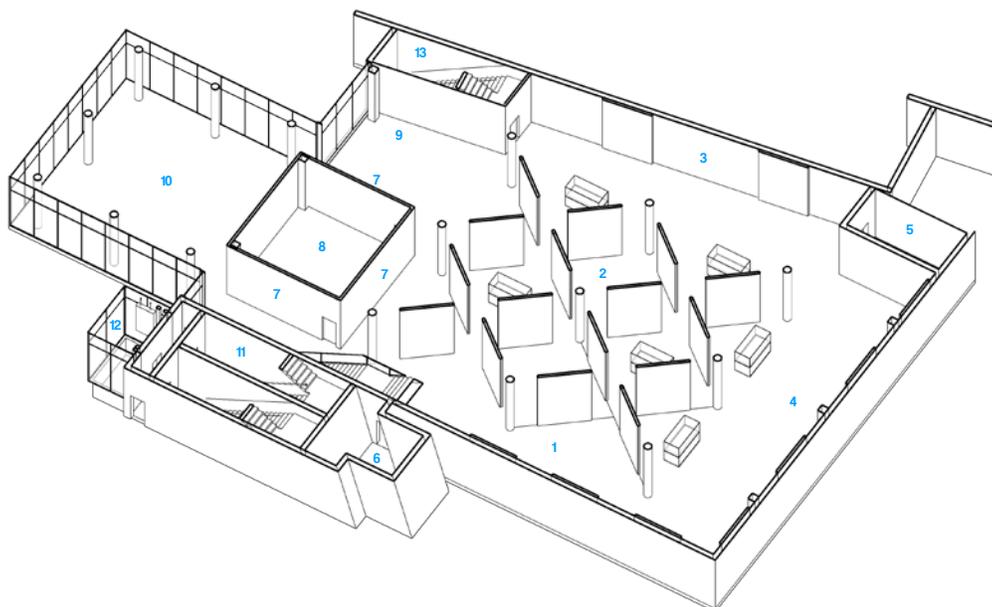


*Visitor Center
Michael Marshall Design*

The visitor's center, modern in its expression and materials, will house interpretive museum-quality artifacts and digital media about the early life and times of Douglass in addition to information on the immediate Tuckahoe environs. Upon entrance to the center via check-in at the reception area, visitors may proceed to the first exhibition areas flanked by a gift shop, restrooms, and administration offices to the west of the entrance. At the main entrance floor, visitors will also find a library for the academic study of Douglass and a state-of-the-art auditorium/lecture hall with a rear screen projection system.



Projection Screen
Michael Marshall Design



KEYNOTES

1. GROWING UP ON THE TUCKAHOE:
-LANDSCAPE AND PLACE SHAPE DOUGLASS
2. STRENGTH IN COMMUNITY:
-ENSLAVED AND FREE BLACK COMMUNITIES
3. LASTING LEGACY:
-DOUGLASS, AMERICAN HERO INSPIRATION
4. DOUGLASS FAMILY:
-PARTNERS: ANNA AND FREDERICK
-CHILDREN'S ONGOING SUPPORT
-LEGACY
5. SERVICE ELEVATOR
6. CHANGING GALLERY:
-COMMUNITY CURRATED
-HISTORICAL SOCIETIES
-SPECIAL EXHIBITS
7. TIMELINE
8. KITCHEN
9. STORY BOOTH
10. INSPIRED BY THE TUCKAHOE:
-NATURAL ENVIRONMENT
-HISTORIC AND TODAY
11. TOWER EGRESS
12. ELEVATOR
13. BUILDING EGRESS

LOWER LEVEL

Scale: 1/16" = 1'-0"

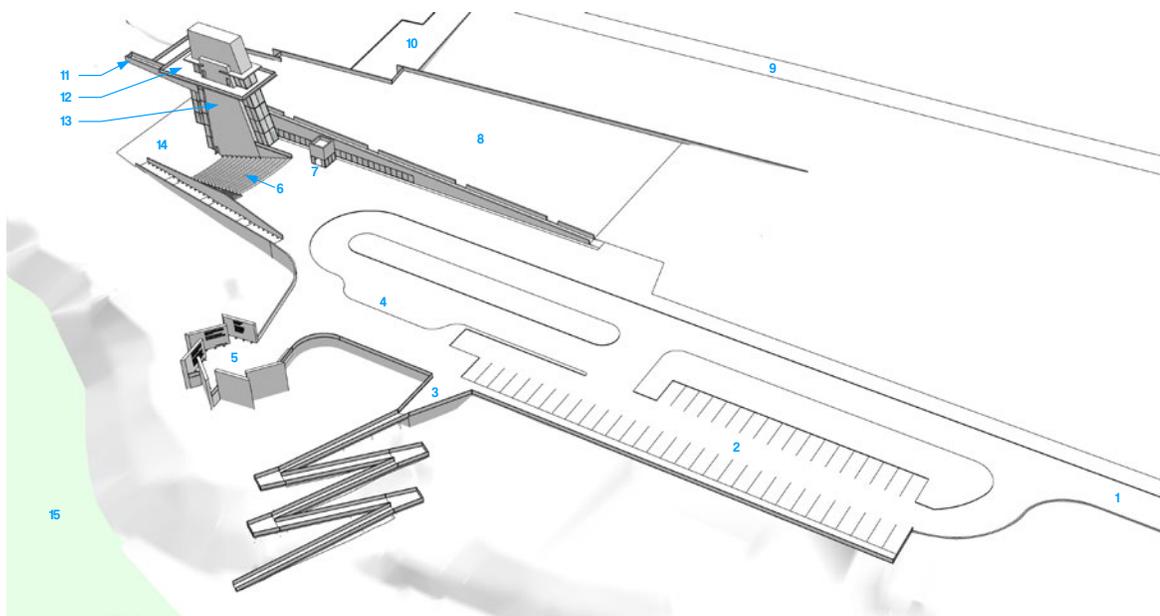
Visitor Center
Michael Marshall Design



Visitor Center
Michael Marshall Design

A service and loading dock is positioned on the southern side of the center, accessible via Norwich Creek Drive. A freight elevator is provided within proximity of the service area connecting to the lower-level exhibition hall.

The lower level and observation tower is reached by stairs and a glass-enclosed elevator that will allow visitors to have vistas of the Tuckahoe, the nearby wooded landscape with distant views of adjacent farmland. The lower level will continue the exhibition space with high ceilings and a flexible layout for ease of use and planning that can be multi-purpose. Adjacent to the lower level exhibition space, the large format freight elevator is positioned at the service/loading dock for use not only for the changing of exhibits when necessary, but for catered events that will be held in the great hall with a full-service catering capacity kitchen.



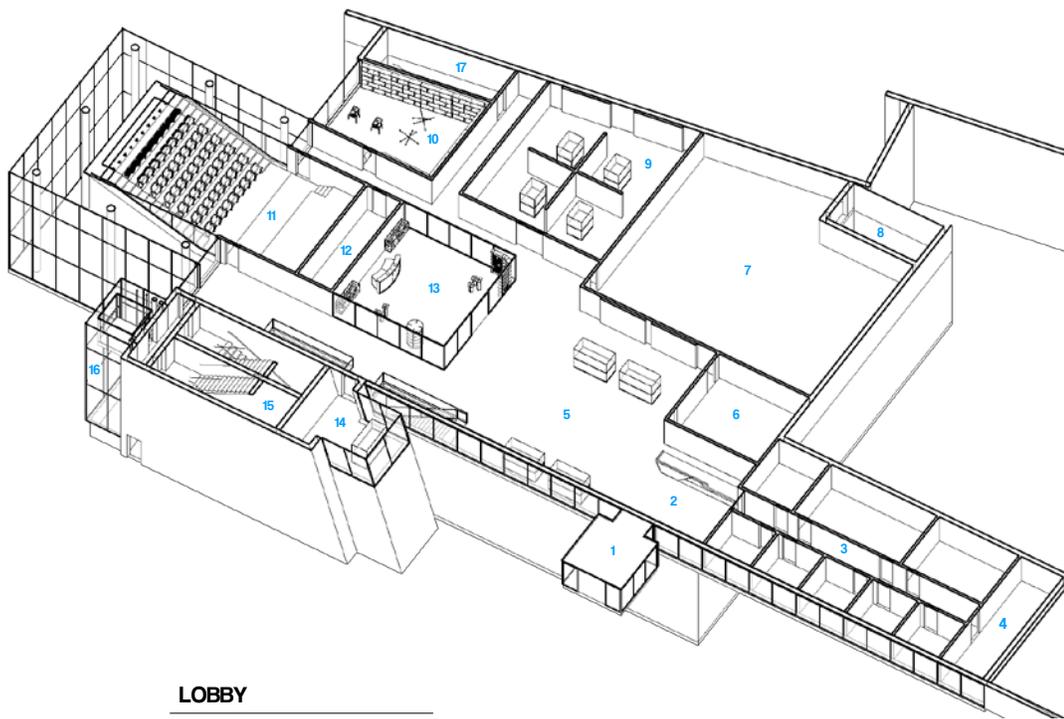
- KEYNOTES**
1. NEW ROAD
 2. PARKING
 3. RAMP TO CANOES
 4. DROP OFF AREA
 5. FD MEMORIAL
 6. AMPHITHEATER
 7. VISITOR'S CENTER ENTRY
 8. GREEN ROOF
 9. NORWICH CREEK RD
 10. LOADING DOCK
 11. OBSERVATION DECK
 12. TOWER
 13. TOWER DECK
 14. LOWER PLAZA
 15. TUCKAHOE CREEK

Visitor Center
Michael Marshall Design

The great hall has views out to the lower-level terrace and access to the amphitheater at the north of the visitor's center. The materials used in the visitor's center are proposed to be cast in place concrete with white aggregate, insulated glass panels and polished concrete floors throughout the interior.



Visitor Center
Michael Marshall Design

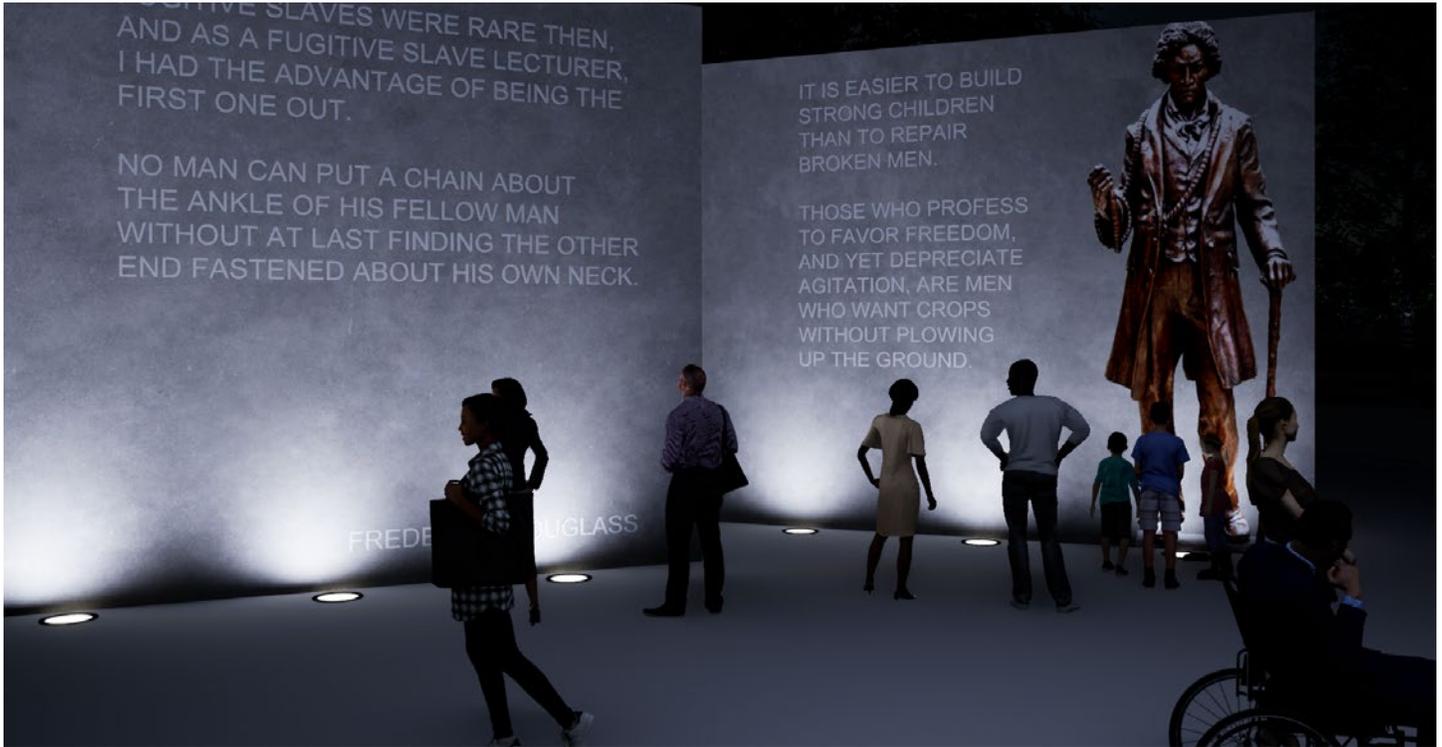


- KEYNOTES**
1. VESTIBULE
 2. RECEPTION
 3. OFFICES
 4. CONFERENCE ROOM
 5. LOBBY:
-COMMISSIONED ARTWORK
REPRESENTING DOUGLASS FAMILY
AND THE TUCKAHOE
 6. RESTROOMS
 7. LOADING DOCK
 8. SERVICE ELEVATOR
 9. INTRODUCTION AND ORIENTATION:
-DOUGLASS
-EXPERIENCE THE PARK
 10. LIBRARY:
-DOUGLASS FAMILY PORTRAITS
 11. AUDITORIUM
 12. A/V ROOM
 13. GIFT SHOP:
-INTEGRATE INTERPRETATION
INTO RETAIL ITEMS
 14. CHANGING GALLERY:
-COMMUNITY CURATED
-HISTORICAL SOCIETIES
-SPECIAL EXHIBITS
 15. TOWER EGRESS
 16. ELEVATOR
 17. BUILDING EGRESS

LOBBY
Scale: 1/16" = 1'-0"

Visitor Center
Michael Marshall Design

The memorial plaza is nestled within the existing tree line along the Tuckahoe, respecting the 100-foot setback from the water's edge. Comprised of matte granite surfaces with carved images of Douglass along with his quotes on civil rights and freedom from slavery, we see this space as a place of contemplation and deep thought on what he fought for with his life's work. The panels are spaced apart with views through to the Tuckahoe, revealing the landscape of Douglass' youth and his life in Talbot County. Once inside the memorial plaza, a statue of Douglass is positioned, facing north to represent his fight for freedom from the south that he sought for himself and for all people who suffered the injustice of enslavement as Douglass was a champion for universal freedom for all mankind.



Memorial Plaza
Michael Marshall Design

Section 6: Implementation

6.1 Park Development Phasing

The full development of the Frederick Douglass Park on the Tuckahoe will be a phased process. This recognizes both the need to raise funds for the ultimate construction of the visitor center and the need to allow for the incremental process of preparing for and securing the various required approvals. Many of these incremental steps have already begun, and the Park already provides opportunities for interpretation and immersion in nature, although with limited facilities. Paralleling the recommendations of the Interpretive Plan, the development process has been divided into three phases. Each Phase has three components:

Site Infrastructure (S) – general activities to stabilize and secure the site and provide basic services to support its interpretive and passive recreational program;

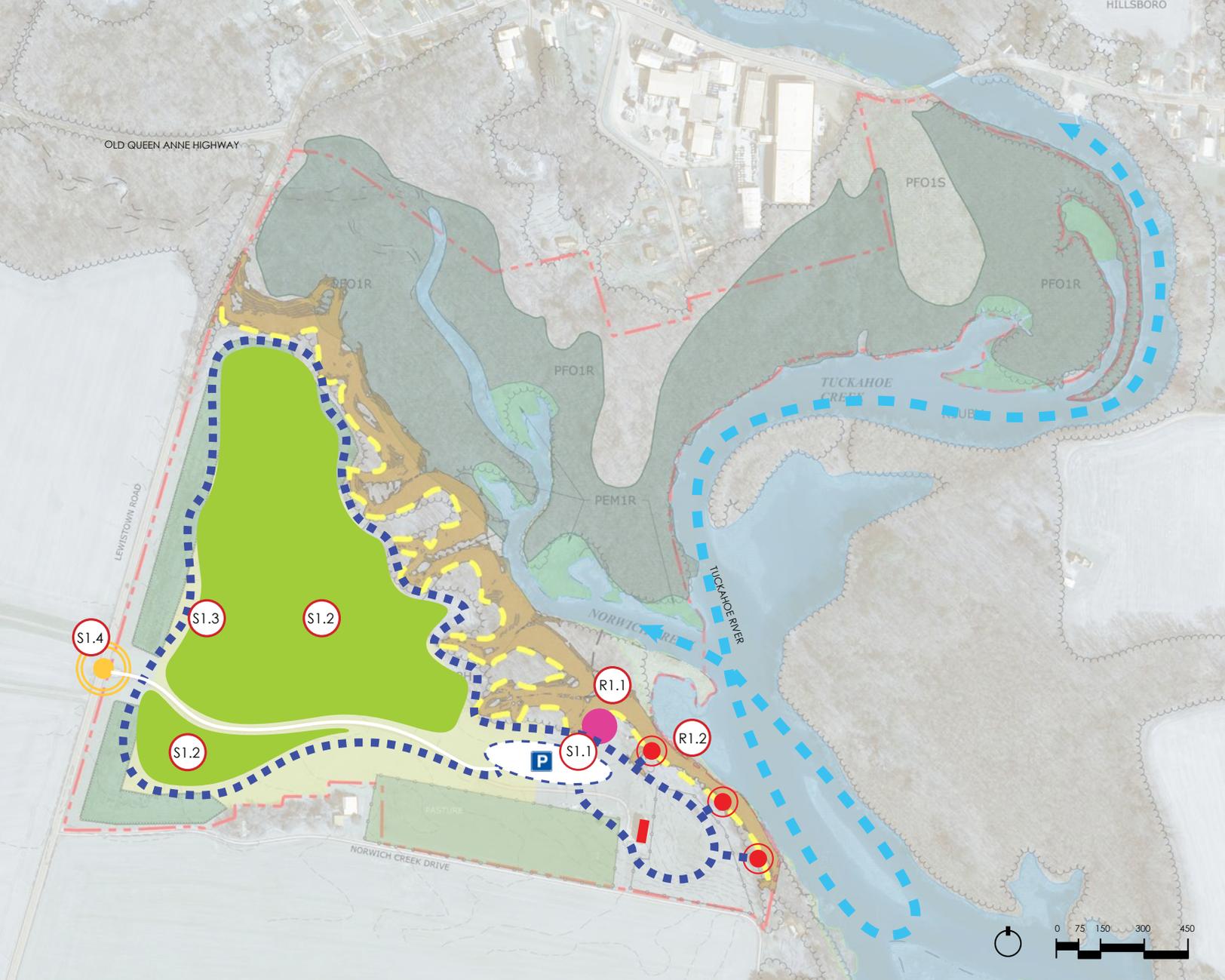
Interpretive and Passive Recreational Program Elements (R) – actions to construct specific facilities that provide interpretive and passive recreational activities on site;

Process (P) – design, engineering, permitting, grant funding application preparation, use agreements and similar tasks that facilitate the development of the park over time.



*Visitor Center
Michael Marshall Design*





Phase I

Site Stabilization and Park Opening. This phase, already begun, should support the initial visitation and use of the park, while beginning preparation for a broader range of interpretive and other amenities to be offered. The success of early use will encourage further visitation and create support for the development of more extensive facilities in later phases.

Site Infrastructure

S1.1 Parking and Access - Improve parking and access to new interpretive area on site. Paved accessible parking spaces and a paved route to the initial cluster of interpretive signs has been completed. Over time, additional parking spaces may be improved.

S1.2 Pollinator Meadow - Create pollinator meadows in 21.6-acre fallow field at the entrance to the project. Meadow construction would require soil preparation and the removal of all perennial weeds or unwanted foliage from the site. A minimum of three separate applications of non-selective systemic herbicide through one growing season should be adequate to effectively sterilize the surface soil of viable weed seed. Seeding with a commercially available meadow mix should be accomplished with no-till drill seeding, using a drill seeder to get the seed into the ground, inserted at approximately ¼-inch depth.

S1.3 Trail Connections – Continue to maintain and improve informal trail system through site to support passive use for nature observation, contemplation, and appreciation of the site's history.

S1.4 Entrance Signage - Develop a new, captivating sign at the park entrance on Lewistown Road. The sign may include a representation of a young Frederick Douglass.

S1.5 Additional site infrastructure efforts

Interpretive and Passive Recreational Program Elements

R1.1 Complete the installation of the initial interpretive signage on site. Provide additional interpretive signage as the pollinator meadow and Tuckahoe Creek overlooks are established.

R1.2 Tuckahoe Creek Overlooks – Develop three overlooks along the Tuckahoe, providing views up and down stream. Based on slope sensitivity, vista overlooks should be built as wooden or other raised observation decks with safety rails.

R1.3 Interpretive Outreach - Update the design of FrederickDouglassBirthplace.org to reflect the brand elements used at the park and new map guide.

R1.4 Bench by the Road – Seek a designation as a 'Bench by the Road' location, a memorial history and community outreach initiative of the Toni Morrison Society. Install the six-foot bench and bronze plaque in a prominent location on site and connected to the accessible spaces by an accessible route.

R1.5 Additional Recreational Program Element development

Process

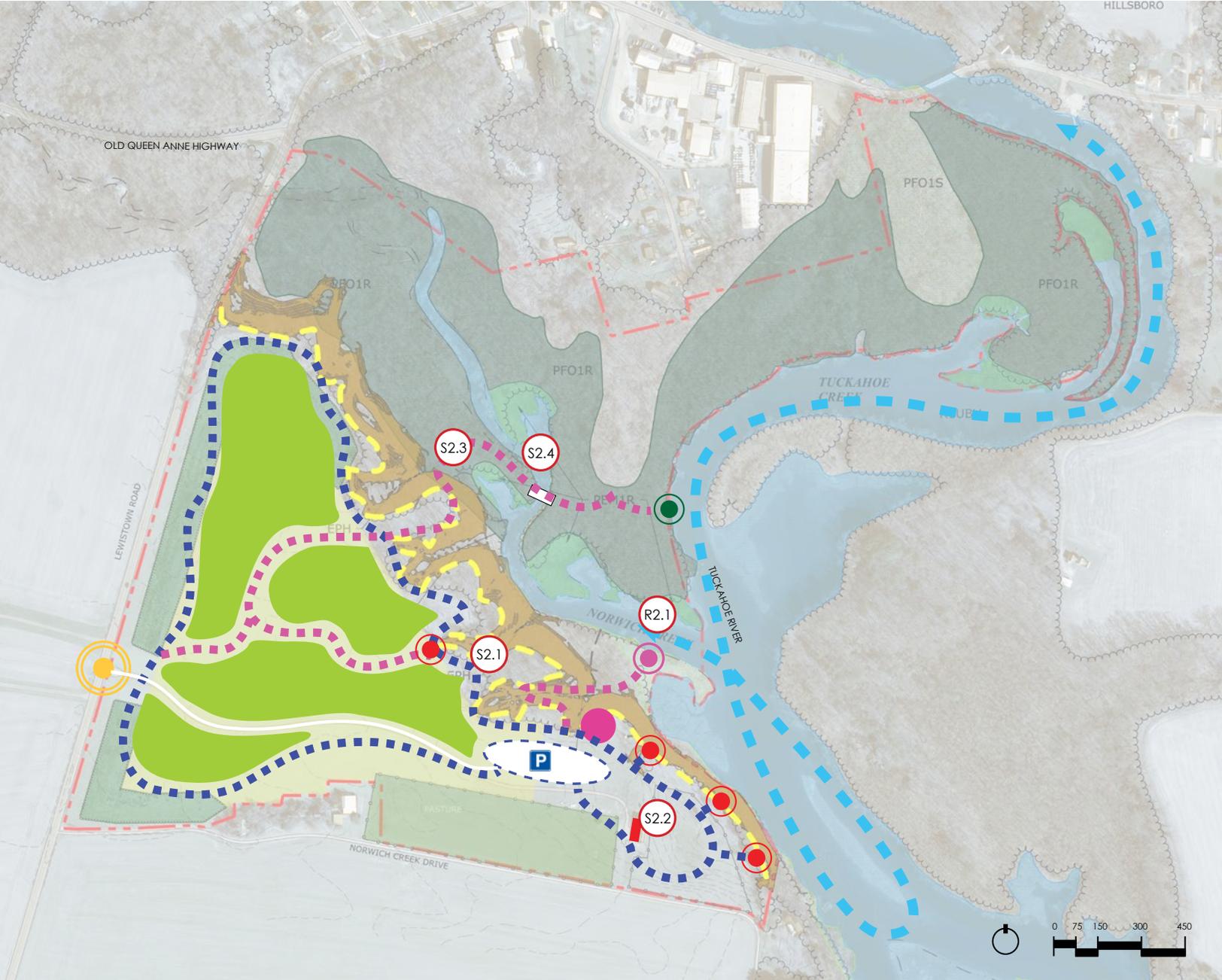
P1.1 Archeological Studies - Complete Phase 1 Archeological Study of development areas of site, a survey of portions of the park considered to have high or medium potential for historic or archeological resources. This will complete the inventory of archeological resources that the county will have to consider and will enable assessment of effects concerning these resources prior to project implementation.

P1.2 Initiate Fundraising - Apply for grant funding to advance the design and planning of the proposed Visitor Center and site features.

P1.3 Design and engineering of initial development program – Prepare plans and permit documents necessary to secure approvals to construct initial improvements, particularly efforts within the Critical Area.

P1.4 Complete design and engineering of Phase 2 initial development program.

P1.5 Additional process activities.



Phase II

Park Development

Site Infrastructure

S2.1 Group Picnic Shelter – Construct a medium to large capacity shelter able to host large families, school tours or other groups for orientation sessions or for reserved use for gatherings and meetings. Ideally, the shelter could hold 100 to 200 persons (20 – 40 tables). Connect the shelter to accessible parking spaces with a paved accessible route. Develop additional parking as required.

S2.2 Create an Interim Visitor Center – Renovate the existing building on the site as a small visitor center with limited public amenities. These could include restrooms, drinking fountain, and exhibit and storage spaces. Create sufficient hard surface plaza area surrounding the building to allow it to function as the meeting place for any organized site interpretive activities.

S2.3 Trail Expansion – Expand on site trails including both natural surface ones accessing more remote parts of the park and additional paved trails that connect close in interpretive elements and spaces.

S2.4 Norwich Creek Bridge – Access to the complete site and in particular, areas of the George C. and Naomi H. Moore Nature Preserve are not possible without crossing Norwich Creek. Create at least one bridge and boardwalk crossing to allow visitors easier access to the natural areas to the north and eventually to Queen Anne and to the Hillsboro Boat Ramp.

Interpretive and Passive Recreational Program Elements

R2.1 Canoe and Kayak Launch – Construct an accessible canoe and kayak launch. Waterfront access trails that descend off of the steep slopes, and down to the waterfront should include the same type of compliance standards as that issued by the Critical Areas Commission (CAC), and as afforded to any waterfront landowner. CAC standards include minimal slope clearing and the installation of steps with landings or ADA compliant ramps with switchbacks that minimize points of impact on the ground and avoid disturbing existing trees and vegetation.

R2.3 Create Interpretive Elements for Use in Renovated Building – Develop static panels or other interpretive materials to be exhibited within the existing structure.

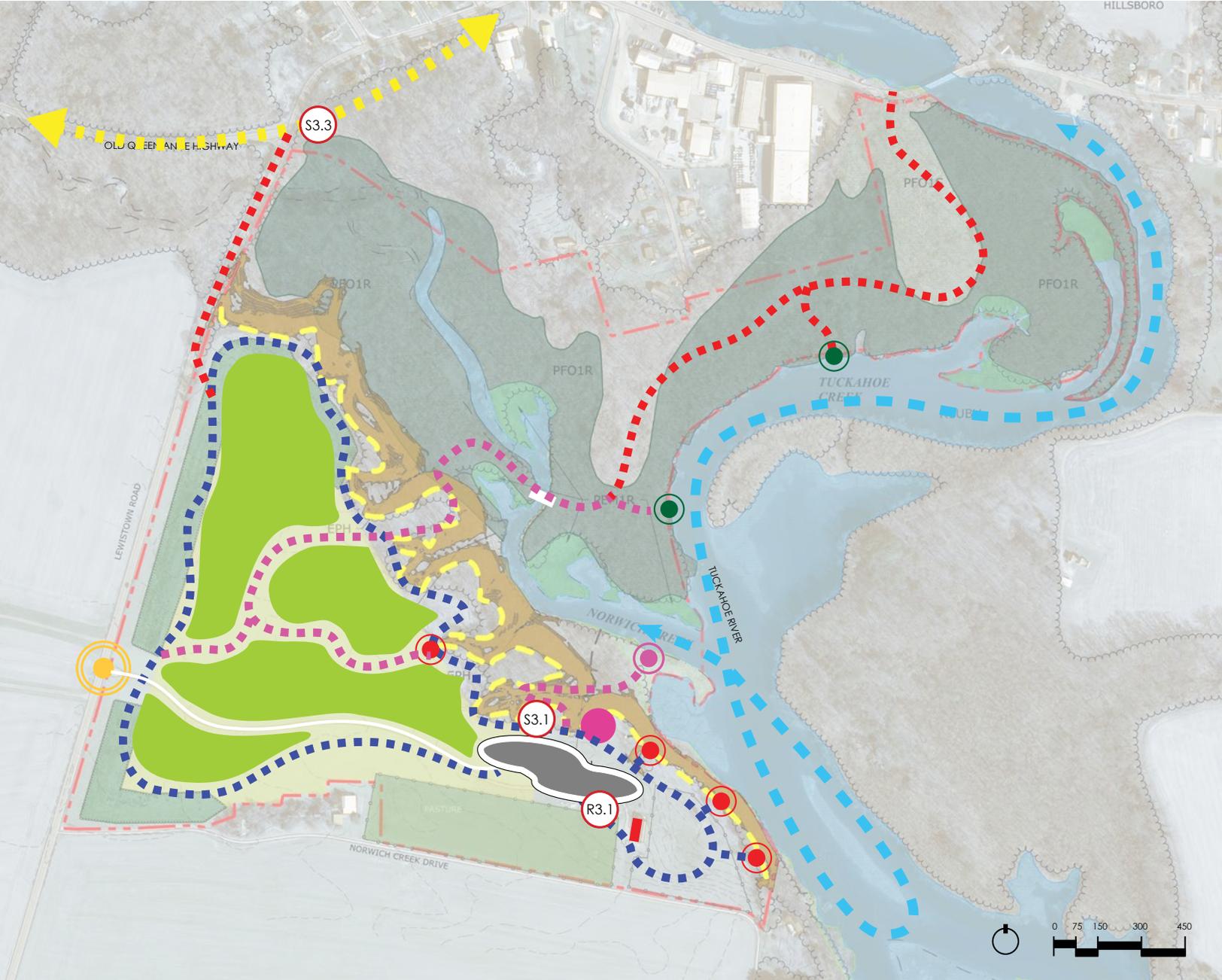
R2.3 Additional Interpretive Elements – Continue to develop interpretive media and exhibits for location on site. New artwork depicting Douglass in his youth will need to be commissioned for future media. Develop additional digital media and make available through social media.

Process

P2.1 Complete Environmental Permitting for Phase 2 and 3 Development – Most efforts in Phases 2 and 3 may directly or indirectly impact the Critical Area and thus require approval by Talbot County and possibly State of Maryland authorities. This process should address all potential impacts including the stream crossing, non-motorized boat launch, any other trail boardwalk wetland crossings, utility crossings, and the development of the visitor center.

P2.2 Design and engineering for Phase 2 bidding and construction. The elements in this phase — trails, waterfront access, a pedestrian bridge, and additional interpretive materials — may be delivered separately or in combination. It may be possible to execute some using County or volunteer labor.

P2.3 Begin preliminary design and engineering for the creation of the visitor center. At the same time, commence development of management plans for the center including staffing requirements.



Phase III

Visitor Center Development and Continuing Development

Site Infrastructure

S3.1 Improve Site Vehicular Access – Construct adequate bypass lanes to allow queuing for access to the site by buses and other vehicles. On site, expand parking facilities commensurate with visitor center size. Provide from one to three bus parking spaces to serve school and tour groups. Provide separate loading and service entry for building service.

S3.2 Provide Upgraded Utilities to Serve the Building – The proposed visitor center will require an expanded and likely relocated septic drain field, well, and possibly a fire pump for fire protection. Additional dry utilities (electric and telecommunication) would also need to be upgraded.

S3.3 Improve Pedestrian and Multi-Modal Trail Connection – Construct link from the site to the potential rail trail route following the abandoned railway corridor that connects Clayton, Delaware to Easton. Formerly part of the Pennsylvania RR's Delmarva peninsula line, it survived as part of the Maryland & Delaware (MDDE) and then the Chesapeake RR (CHRR) before abandonment. A 2.25-mile section in Easton, known as the Easton Rail Trail, was opened in 1998 and connects North Easton Park at the city's north end with Idlewild Park near its southern boundary. The remainder of the line is 'rail-banked' for possible future use. The opening of the Frederick Douglass Park on the Tuckahoe Visitor Center would create a popular and important waypoint along its route.

Interpretive and Passive Recreational Program Elements

R3.1 Construct a new visitor center of approximately 12,000 gross square feet. The center should provide basic visitor amenities including an orientation area, restrooms, and some food service function. Most of the space should be devoted to interpretive facilities including an auditorium, exhibition space, classroom/workshop space, and a library. Supporting areas should include office space for staff, volunteers or visiting scholars. Ideally, the center would be useable as an event venue for community meetings or events, particularly those supporting the visitor center's goals.

Process

P3.1 Design and engineering for Phase 3 bidding and construction.

6.2 Development Costs

The project's planning team developed budgetary cost estimates for each general phase of development, from initial limited site improvements to support initial interpretive activities to the final realization of a visitor center and memorial space befitting the stature of Frederick Douglass and his importance to Talbot County, Maryland and the world. All elements and costs proposed in this plan are subject to available funds.

In general, most initial phase elements including trail construction, additional interpretive signage, the construction of a kayak launch, and other improvement are similar to improvements typically undertaken at public parks focused on passive recreation. Typical construction unit costs for those elements are widely understood and are included in the budget estimate. Similarly, those in the second phase – the possible renovation of the structure for use as a temporary visitor center and the addition of a shelter for family gatherings – do not represent complicated construction activities.

Construction costs in the third phase are more difficult to assess, given the possible time that may elapse before design and construction and the likely evolution of the building's program as the park grows in popularity and visitation. To assess potential construction cost for the visitor center and memorial site, the team researched the costs of similar projects, though the uniqueness of the mission for this building and site place it in a category with few comparables. As discussed in the previous section, the building is envisioned as more than a typical visitor center at a historic site or state or local park. While the interpretive elements of the program reflect those of the very successful Harriet Tubman Underground Railroad Visitor Center, this building is envisioned as also fulfilling a singularly important memorial purpose. In that, its form, architectural elements and treatment are more similar to the recently completed expansion of the Kennedy Center for the Performing Arts.

This addition, known as the Reach, shares a number of similar formal and material characteristics with the proposed Frederick Douglass on the Tuckahoe Visitor Center. Both buildings arise out of the landscape, meaning that a significant part of each structure is under a green roof, with extensive functional below grade spaces. The visible parts of both buildings are or are envisioned to be constructed of very high-quality cast in place concrete with precisely executed finishes (board-formed concrete surfaces infused with titanium white pigment in the case of the Reach). Both have or require building services distributed out of sightline, preserving the integrity of the design. Both buildings have been or will be constructed with highly efficient energy systems and achieve green building certifications such as LEED gold.

Based on discussions with contractors associated with the Reach, a total square foot cost for the building portions of the project was identified as \$1,500 per gross square foot. This is reflected in the completed cost estimate. In addition, because of the unique systems involved, a separate cost for the tower is provided. Key architectural site features – the memorial space and the outdoor amphitheater – are also listed separately.

The complete estimate is included in the Appendix.



6.3 Potential Funding Sources

With the establishment of an independent non-profit organization early in the process, it will be possible to engage in the level of fundraising that will be necessary to fully complete the park vision. It is likely that outside funds could come from multiple sources. These include individuals, corporations, foundations and others. To better understand and access such donors, the non-profit organization should consider using professional fundraisers, who would be better suited to creating a successful capital campaign.

Significant funds are already available from a number of public agency and non-profit institutional grant programs. Many of these align closely with the goals and objectives of the Frederick Douglass Park on the Tuckahoe. Many require or prefer that the receiving organization is a non-profit entity. Please note that the deadline dates noted are as of the preparation of this document. Organizations should be contacted for current deadlines if the noted dates have passed.



FORD FOUNDATION

Ford Foundation

- Deadline: Rolling.
- Focus: Building social justice intuitions and supporting programs and institutions that help overcome racial barriers, intolerance, and hate.
- Matching: Not required.
- Link: <https://www.fordfoundation.org/work/our-grants/>
- Supported Improvements:
 - Future Visitor Center and exhibits (with focus on understanding Douglass' past and work and how it relates to today)
 - Memorial Space



National Park Service – African American Civil Rights (AACR) History Grants

- Deadline: Rolling
- Focus: Creation of interpretive and education materials around significant sites related to African American history. Can also apply for research and documentation grants. Projects must connect with the African American Civil Rights Movement (not limited to 20th century, so Douglass fits well). \$15,000 - \$50,000.
- Matching: Not Required
- Link: <https://www.nps.gov/preservation-grants/civil-rights/application.html>
- Supported Improvements:
 - Interpretive signage for meadow, pullout locations, or trails
 - Water tour programming development
 - Additional research on Douglass in Talbot County for future interpretation
 - Future exhibits and programming at the Visitor Center (temporary or final)



Maryland Heritage Area Authority Grants

- Deadline: January 29, 2021 for Intent to Apply.
- Focus: Capital and non-capital projects located within a Heritage Area. Grants can support projects involving historical, cultural or natural resources, sites, events or facilities. Eligible projects must have a heritage tourism component or contribute to research that will directly inform a heritage tourism product.
- Matching: 100% match required.
- Link: https://mht.maryland.gov/heritageareas_partners.shtml
- Supported Improvements:
 - Non-Capital (up to \$50,000)
 - Interpretive signage at meadow, pull-out locations, or trails
 - Tuckahoe Water Tour
 - Temporary interpretive exhibits at existing building
 - Additional Douglass research and the development of new Douglass artwork
 - Capital (up to \$100,000)
 - Development of pollinator meadow
 - Rehabilitation of current on-site building as temporary Visitor Center or for development and construction of the brand-new Visitor Center
 - Planning and Construction for Douglass Memorial
 - Development of pull-out locations and associated trails
 - Development of water access point



The Monuments Project (Mellon Foundation)

- Deadline: Project is a five-year initiative. As with most of the Foundation's programs, proposals are accepted by invitation only.
- Focus: The Monuments Project is a five-year, \$250 million commitment to reimagine and rebuild commemorative spaces and transform the way history is told in the United States. Program staff will work with potential grantees to identify appropriate grant amounts.
- Matching: Not required
- Link: <https://mellon.org/initiatives/monuments/>
- Supported Improvements:
 - New monuments, memorials, or historic storytelling spaces



National Endowment for the Humanities

- Deadline: Currently passed
- Focus: Planning and implementation grants focused on exhibitions, historic sites, or humanities discussions/programming. \$30,00 - \$80,000
- Matching: Required
- Link: <https://www.neh.gov/grants/public/public-humanities-projects>
- Supported Improvements:
 - Interpretive signage for meadow, pullout locations, or trails
 - Website improvements or app development
 - Memorial space



Institute of Museum and Library Services

- Deadline: Not currently open, will be due in Nov. 2021.
- Focus: Focused on helping African American museums by implementing recommendations or action plans from planning activities; exhibit development, design, and fabrication; interpretive and educational programs; design and printing of educational materials; gathering and incorporating collections, information, and artifacts from stakeholders and community members; audience research. \$5,000 - \$250,000
- Matching: If between \$5,000 - \$50,000, no matching required. \$50,001 - \$250,000 must match amount or greater.
- Link: <https://www.ims.gov/grants/available/museum-grants-african-american-history-and-culture?GrantId=12>
 - Supported Improvements:
 - Interpretive signage for meadow, pullout locations, or trails
 - Future brochures, audio tours, water tour, etc.
 - Exhibits for Visitor Center (temporary or permanent)
 - Gathering community artifacts and stories for future exhibits
 - Additional planning needs for permanent Visitor Center



National Trust *for* Historic Preservation™

National Trust for Historic Preservation – Bartus Trew Providence Preservation Fund

- Deadline: Closed currently. Due Summer 2021.
- Focus: Encourage preservation at the local level for the acquisition, maintenance, and preservation of historic landmarks and memorials on the Eastern Shore of Maryland. These grants enable local groups to respond proactively to a preservation challenge by providing funding for property acquisition, bricks and mortar preservation, and technical assistance, while building public awareness of the value of preserving the Eastern Shore's unique heritage. \$5,000 - \$25,000
- Matching: 100% match, at least 50% cash match.
- Link: <https://forum.savingplaces.org/build/funding/grant-seekers/specialprograms/bartus-trew>
- Supported Improvements:
 - Memorial Space
 - Pollinator Meadow and interpretive signage
 - Pullout locations and interpretive signage
 - Visitor Center and exhibits



PRESERVATION MARYLAND

Preservation Maryland – Heritage Fund Grants

- Deadline: Friday, March 19, 2021
- Focus: Stabilization or acquisition of endangered historic properties; Feasibility studies, architectural plans, structural assessments, and historic structure reports; Projects benefiting archeological resources including curatorial services; Repair and restoration of historic materials; Educational, research, and planning efforts related to resource preservation; Organizational development for local preservation organizations. \$1,000 - \$10,000.
- Matching: Match of 10% required.
- Link: https://www.preservationmaryland.org/programs/heritage-fund-grants/?gclid=CjwKCAiAl4WABhAJEiwATUnEF1BsyXD3egsZCXJUH9ywNcsPXIbie2HDB44mxqn__dNCDCgyeL7Q6RoCqHQQAvD_BwE
- Supported Improvements:
 - Continued archeological work.
 - Interpreting and preserving the Tuckahoe Creek (Could tie into historic marker for Tuckahoe Creek/ Tuckahoe Community)



Bench by the Road Project – The Toni Morrison Society

- Deadline: Open applications.
- Focus: The Bench by the Road Project is a memorial history and community outreach initiative of the Toni Morrison Society, placing Benches and plaques at sites commemorating significant moments, individuals, and locations within the history of the African Diaspora. Since 2006, the Toni Morrison Society has placed 20 Benches at sites, including Sullivan's Island, South Carolina; Walden Woods in Lincoln, Massachusetts; The 20th Arrondissement in Paris, France; Fort-de-France, Martinique; and, most recently, the Schomburg Center in Harlem, New York.
- Cost: \$3,500
- Link: <https://www.tonimorrisonociety.org/bench.html>
- Application Link: https://www.tonimorrisonociety.org/forms/bench_application.pdf
- Supported Improvements:
 - This item was recommended by community members and supported in the site's Interpretive Plan.







Appendix A

The Design Minds



Interpretive Plan
Location Plan

Appendix B

Environmental
Systems Analysis



Natural Resource Inventory

Appendix C

The Ottery Group



Archeological Assessment

Appendix D

LSG Landscape
Architecture



Cost Estimate



