

# **White Paper: Assessment of Anne Arundel County's Existing Historic Preservation Program**

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## *I. Introduction*

As one of the oldest counties in Maryland and the nation, Anne Arundel County has **a rich history that is locally and nationally important**. Preserving relics of the diverse archaeological and architectural past reinforces the County's identity and **benefits its communities and residents**. Preservation deepens the understanding of physical, cultural, and ecological heritage, drawing people to explore and learn about the past. Rehabilitation of historic structures **fosters economic development by creating jobs** for local labor and by **enhancing the tax base** with improved properties. Investing in historic neighborhoods and managing the kind of development that occurs within them reinforces the **authentic places** that locals and visitors seek, leveraging **"sense of place" as an economic asset** to promote a high quality of life. Preserving and repurposing old buildings is **environmentally sensitive** because it reduces demolition waste sent to landfills, **maximizes the use of existing infrastructure** serving established neighborhoods, and thus **conserves undeveloped land**. Rehabilitated properties **improve property values** in the surrounding area and spur other private sector investments.

Anne Arundel County has been supporting historic preservation for decades. Indeed, historic resource preservation is **a key goal in the County's 2009 General Development Plan (GDP)**, with policy recommendations that promote incentives, land use policies, improved coordination between County agencies, and education and outreach to enhance preservation efforts. Cultural Resources Division staff within the Office of Planning and Zoning (OPZ) work with state and federal agencies, as well as local civic groups, to advance preservation efforts in the County. At present, the County is in the process of updating the GDP for the next iteration, **Plan 2040**. In addition to the goals and action items stated above, one new recommendation that the Cultural Resources Division will be making is to develop a Historic Preservation Master Plan. The need and purpose of such a plan is discussed further in this paper.

This document examines the County's preservation efforts and how policies and processes surrounding historic preservation can be improved. Section II offers an overview of federal, state, and local programs and the County's current efforts in historic preservation. Section III examines some of the barriers to more efficient, substantive preservation efforts by the County and potential process and policy measures the County could undertake to improve the preservation program. Case studies of various preservation efforts by local governments are provided throughout. Finally, Section IV offers recommendations for how the County can further innovate and offers next steps in implementing effective measures to advance preservation in the County.

## ***II. Overview of Existing Programs***

Historic preservation is truly a community effort, and is most effectively implemented at the local level. Successful programs rely upon efforts and partnerships within both the

public and private sectors. Below is an overview of the key public policies and actions at federal, state and local levels.

### **Federal Programs**

Historic preservation at the federal level is fundamentally shaped by the 1966 National Historic Preservation Act. Among other things, this Act established the National Park Service (NPS) as the lead Federal agency in historic preservation, and required that Federal projects consider impacts on historic properties (commonly referred to as the “Section 106 process”).

The NPS supports historic preservation with a range of incentives and guidance. The NPS manages the National Register of Historic Places. Historic resources listed on the National Register are eligible for certain financial incentives, and federal projects must consider potential impacts to these resources. However, listing on the National Register is largely honorific, and does not place Federal restrictions on what property owners can do with their property, except where tax credits or easements are in place. The NPS administers various financial incentives for preservation, including federal tax credits for rehabilitation and easements. In addition, the NPS provides expert guidance for work with historic properties, principally through the Standards for Rehabilitation and technical briefs to advise property owners, contractors and developers.

### **State Programs**

The Code of Maryland Regulations identifies preservation as a public purpose and outlines the role of the state and localities in regulating historic properties. Localities can identify and regulate historic sites and structures, set standards for rehabilitation and new construction involving these resources, and establish a commission with specific powers to help advance preservation objectives.

The Maryland Historical Trust (MHT) is the lead state agency for historic preservation planning and administration, managing state and federal project reviews, heritage tourism programs, and archaeology efforts. MHT manages the Maryland Inventory of Historic Properties, a non-regulatory archive of the state’s historic resources, as well as the

Maryland Register of Historic Properties, which includes state resources listed on or eligible for the National Register. MHT provides support and enhanced funding opportunities to local governments in the Certified Local Government (CLG) program. MHT also administers a number of financial incentives for historic preservation, including:

- Maryland Heritage Structure Rehabilitation Tax Credit Program, which offers 20% state income tax credits for certain historic rehabilitation expenses on properties which have been designated in the National Register of Historic Places;
- Maryland Heritage Areas Authority Program, which are 50/50 matching grants up to \$100,000 for economic development projects within State Heritage Areas, including the Four Rivers Heritage Area;
- the African American Heritage Preservation Program Grants for capital projects up to \$100,000; and
- the MHT Capital Loan Program, which offers low interest loans for capital projects on properties eligible for the Maryland Register and typically within a Priority Funding Area.
- Capital and Non-Capital Historic Preservation Grants

The State Highway Administration (SHA) administers the Maryland Scenic Byways program, which designates corridors throughout the state as thematic heritage tourism trails, with the objective of promoting economic development and historic preservation. State Byways that achieve National Scenic Byways status are eligible for federal grants for projects, including preservation efforts along the corridor. Within Anne Arundel County, the *Roots and Tides* Scenic Byway extends through South County, while the *Star Spangled Banner* Byway encompasses the Baltimore-Washington Parkway.

## **County Policies**

Anne Arundel County's preservation commitment starts with the current General Development Plan (GDP) adopted in 2009, which outlines a long-term Community Vision that includes preserving and enhancing the character of the County's unique communities. The GDP specifically calls for protecting the County's cultural heritage by balancing the County's growth and development with a respect for the built heritage. Additionally, the GDP lists retaining and improving housing in older neighborhoods as a key objective.

The County Code addresses historic preservation principally in regulations found in Article 17 (Subdivision and Development) and Article 18 (Zoning). Broadly, these provisions establish that

- development plans must identify historic resources to facilitate review of potential development impacts,
- demolition of a historic resource that is important to the County's history must meet a high threshold of review and approval,
- significant archaeological sites and cemeteries must be protected,
- there are requirements for sensitively developing lands located on designated Scenic or Historic Roads,
- density bonuses may be offered for easements on historic properties, and
- certain conditional uses and special exception uses are restricted where they could impact historic resources.

*Anne Arundel County's historic resources include:*

- *the County Inventory of Historic Properties:*
  - *600+structures (excluding Annapolis), with 57 on the National Register and 3 considered National Historic Landmarks*
  - *26 historic districts, with 4 listed on the National Register*
- *1,650 archaeological sites*
- *nearly 500 cemeteries*
- *237 miles of Scenic & Historic Roads*

The Cultural Resources Division, located within the Office of Planning and Zoning (OPZ) administers the County's role in the preservation of historic resources. With three full-time staff members, the Cultural Resources Division:

- identifies, surveys and documents historic sites for listing on the County Inventory of Historic Properties which contains properties listed on the Maryland Inventory of Historic Properties, the National Register of Historic Places, and the National Register of Historic Landmarks;
- reviews site development plans, demolition permit requests, telecommunications tower requests, and State Community Development Block Grant (CDGB) projects, and assists MHT with reviews of federal projects for impacts to historic resources;
- responds to citizen inquiries and requests for information and assistance;
- provides education and outreach, including archaeology programming at County Parks and managing internship/volunteer programs;
- maintains a public Archaeology Laboratory and curation facilities to curate more than 7 million artifacts; and
- supports civic groups dedicated to historic interpretation, archaeological work, and maintaining specific sites, including helping many local affinity groups that support historic research and preservation activities in the County.

### ***III. Needs Assessment and Alternatives***

There are a number of challenges facing historic preservation efforts in Anne Arundel County. This section examines the County's current preservation tools and procedures, as well as ways to improve the efficiency and effectiveness of historic preservation efforts. Alternatives to better support historic preservation include improving the County's internal capacity and processes; strengthening local policies through stronger regulations and substantive preservation incentives; and expanding outreach, education, and support to citizens and civic groups.

#### **A. Internal County Processes and Alternatives**

##### ***1. Inventory of Historic Properties***

The Anne Arundel County Inventory of Historic Resources includes over 600 resources. The quality, accuracy and level of information on file about each resource varies dramatically. Some are fully developed National Register nominations, while others may have a single photo with no other data. Many resources have outdated site forms or in many cases, forms are missing all-together.

For County regulatory purposes, the Inventory excludes properties within the City of Annapolis jurisdiction and those that are either state or federally owned. As defined in **Article 17 Subdivision and Development**, the "County Inventory of Historic Resources" means *properties listed on the Maryland Inventory of Historic Properties, the National Register of Historic Places or the National Register of Historic Landmarks. Historic resources consist of properties, buildings, structures, districts, and archaeological sites that represent County history, that are associated with the lives of historically significant persons, that have historically significant architectural value, or that are capable of yielding information important to the County's history or prehistory.*

An Inventory based on documentation that started 60 years ago means that many of the Inventory properties have not been surveyed recently or fully, making it a challenge to explain how they fit within the significant historic themes of the County, or whether they retain the historic integrity and ability to convey significance to warrant remaining on the County Inventory.

**Potential Actions:** Update and disseminate the County Inventory. Continue a work program to:



- update survey information on listed resources;
- develop a framework of the major themes of County history and assess the degree to which each resource fits within this framework;
- categorize resources by level of integrity, priority, and significance for further work, with a tiered classification system and relaxed local regulations for lower tier resources;
- remove resources on the County Inventory that no longer meet criteria for County recognition,
- share updated information on resources with MHT for inclusion in the non-regulated Maryland Inventory of Historic Properties;
- Continue efforts to improve the quality, level of documentation and data accessibility for the County's Historic Cemetery Inventory
- explore technological and digital data management techniques to make resource information more easily accessible to the public ;
- coordinate with property owners, neighborhood groups, and MHT to prepare National Register nominations for significant individual resources or districts, and;
- identify additional resources to assess for potential listing on the County Inventory.

## 2. *County Development Review Process*

Currently, Cultural Resources (CR) staff reviews hundreds of site development proposals and demolition permit requests for potential impacts to historic resources annually; they do not currently review building permit applications for improvements/alterations to existing buildings. Work outlined in some building permit requests may compromise the historic integrity of significant historic resources, propose activities that threaten archeological sites, violate terms of existing easements on properties, or comply with strict building codes that could be relaxed for historic structures.

Potential Actions: Adjust the County development review process for proactive consideration of historic resources. Improve coordination between CR staff and the Department of Inspections and Permits (DIP) and incorporate CR staff in the review of building permits for historic properties. Share with DIP the georeferenced digital files of historic properties and properties with historic easements. Upon receipt of a permit request, DIP should determine if the request involves a historic property and include CR staff in permit review.



### 3. *Staff Resources*

To carry out the County's historic preservation work program, the County's Cultural Resources Division has three full-time staff, two of whom focus largely on development review and oversight of current projects. The team relies heavily upon grant funding and financial partnerships with local affinity groups to undertake special projects, and many day-to-day County responsibilities are often taken on by part-time consultants serving on an "as needed" basis. The reliance upon contractual services is unsustainable, and a more concrete system for developing staff and providing professional continuity and growth potential within the department is needed.

Potential Actions: Increase staff and staff resources to rely less upon consultants and grant-funding programs.

- a) Establish a new Planner III level staff position in FY21 that will focus on integrating Historic Preservation issues with economic development, community revitalization, and sustainable communities initiatives, reinvigorate the HP Tax Credit Program, and develop a strategy and execute and implementation plan to inventory and produce a management plan for County-owned historic assets.
- b) Establish a Planner I level position in FY21 to transition management of the Archaeological Lab and Curation Facilities from part time consultants and volunteers so the County-owned assets can be managed to a County staff member. Provide a line item in the budget for materials and supplies to support archaeology lab operations.
- c) Establish a permanent staff position at the Planner Technician level to support public outreach and education programs in FY22.
- d) Establish a Planner I level position for a historic sites and district surveyor in FY22 to address the extensive backlog of incomplete, outdated or un-surveyed historic resources across the County Inventory and Maryland Inventory of Historic Properties.
- e) Upon completion of the new General Development Plan (currently on schedule for Council action and adopting in the Fall of 2020,) we anticipate that a primary recommendation will be to initiate the development of a Historic Preservation Master Plan. (see next entry) We propose establishing a Senior Planner position in coordination with the Long Range Planning Department beginning by FY22, to take on that 30 month public engagement process. Depending on staffing allocations, the CR staff will then be responsible for implementing the Plan in the following years.

#### 4. *Historic Preservation Master Plan*

The County's preservation efforts are based in the broad vision for preservation established in the 2009 General Development Plan, and by various provisions in the County Code adopted over time in response to different preservation needs. A comprehensive planning document for historic preservation in Anne Arundel County is needed to outline goals, priorities, and strategies to improve the effectiveness and efficiency of County efforts, and is vital to ensure that historic preservation remains a priority in land use and development decisions.

A codified Historic Preservation Master Plan would help to correct systemic underlying problems that exist with the current preservation program. Existing policies and legislation have proven to be ineffectual in multiple ways. For example, the current regulations concerning cultural resources in the County Code are inconsistent which makes implementation challenging. Incompatible zoning and limited building permit review by the Cultural Resources Division present challenges for the program reaching its maximum potential. The process of bringing about a Master Plan would also allow for public participation and would require the support of the County Executive and the County Council, thus firmly establishing a legal foundation on which the County's Historic Inventory is formed and its regulations enforced.

A Historic Preservation Master Plan could also be integral in achieving other goals that are outlined in the GDP. One such goal is community revitalization. The County has programs and initiatives in place to facilitate and promote reinvestment in some of the County's older communities which happen to be local and National Register eligible districts and ones that have the potential to be a historic district. There are a total of nine Commercial Revitalization Areas in Anne Arundel County; and one of them being Glen Burnie. The National Register-eligible Glen Burnie Historic District makes up a part of this area. With both the State and County historic rehabilitation tax credit programs, historic property owners could take advantage of these incentive programs in addition to others to invest in their historic property which will lead to better stewardship and would counteract two situations that are detrimental to preservation success: deferred maintenance and demolition by neglect.

In addition to the Commercial Revitalization Areas, there are also three Sustainable Communities in the county, including Odenton, Glen Burnie, and Brooklyn Park. Two of these being National Register eligible historic districts, and one (Brooklyn Park), possibly having the potential to be an eligible historic district, as is the opinion of the

Cultural Resources Division. As defined by the State, Sustainable Communities are places where public and private investments and partnerships achieve **protection and appreciation of historical and cultural resources**, among other things. While historic preservation is clearly an element of these programs, it has not been fully integrated into implementation strategies and the Cultural Resources Division has not had the staffing capacity to be an active participant in these programs. The Master Plan would clearly express the benefits of historic preservation and the role it can play in community revitalization and sustainability. It could also reinforce the Cultural Resources Division's necessary involvement in such programs and outline strategies of how to highlight and integrate preservation as a tool to implement revitalization and sustainability projects.

The new GDP is currently under development, and will supersede the 2009 plan when it is adopted in late 2020 (anticipated date of Council review and action.) We anticipate that one of the primary recommendations of the new GDP will be to formally develop and adopt a County-wide Historic Preservation Master Plan. In addition to the aforementioned, the Master Plan could contain recommendations for establishing design guidelines for historic properties in the county and how and where to implement historic overlay zoning, for example. At present, only the National Register-eligible Odenton Historic District is subject to specific design guidelines, which are included in the Odenton Town Center Master Plan.

Potential Actions: If directed by the new GDP, develop a County-wide Historic Preservation Master Plan to prioritize and guide County resources in preservation efforts. The plan should include a thematic framework specific to the County's history to guide the evaluation of historic resources, and prioritized recommendations for the use of County resources in preservation and education efforts. The Plan should be developed with robust and meaningful public input and would need to be adopted by the County Council.

Maryland County jurisdictions with model Historic Preservation Master Plans:

- Frederick County
- Howard County
- Prince George's County
- Charles County

##### 5. *Stewardship of County-owned historic properties and projects.*

The County manages a number of historic structures and properties at parks and other publically-owned areas throughout the County. The County should model good stewardship in the upkeep of its historic properties, and should actively promote

heritage preservation and education. Office of Planning & Zoning/ Cultural Resources staff guides and assists the County's Department of Recreation & Parks, and the Department of Public Works in preservation matters concerning County-owned historic properties; however, more can be done to proactively maintain the historic resources within the County's care. Examples of historic properties with ongoing preservation projects include: Hancock's Resolution; Linthicum Walks; Ft. Smallwood Park; Wilson House and Hot Sox Baseball Field; Child's Residence; Earleigh Heights Station; and Kinder Farm Park.

Potential Actions: Improve stewardship of County-owned historic properties and projects.

- a) Develop a County-wide Inventory, status report and management plan for all County-owned or managed historic assets to include prioritizing maintenance, management and rehabilitation.
- b) Continue to work with County agencies on historic property rehabilitation, such as in housing projects by Arundel Community Development Services, Inc. Work with Cultural Resources staff to ensure proposed work meets Secretary of Interior standards. Publicize these efforts to educate County residents and property owners of proper maintenance techniques for historic properties.
- c) Expand partnerships with local preservation groups to manage maintenance of historic properties. Existing successful models include Friends of Hancock's Resolution (Pasadena), Friends of Historic Linthicum Walks (Gambrills), and the community-driven preservation of the Wilson House (Galesville) through the Galesville Heritage Society, Galesville Community Center and the West River Improvement Association..

## **B. County Policy Issues and Alternatives**

### *1. Clarity for County Code Provisions*

Article 17 Section 6 Subtitles 501-504 contains the primary regulatory tool for protection of cultural resources within the County Code and fall under the Subdivision and Development regulations. These subtitles include regulations for **Historic Resources (501)**, **Archaeology Sites (502)**, **Cemeteries (503)**, and **Scenic & Historic Roads (504)**. Unclear or non-effective language within subtitles 501 and 504, specifically, have come to light in recent years, as applying them to project reviews has at times been challenging or not as effective as intended.

Section 17-6-504, for example, regulates development along scenic and historic roads in the County, but the language is broad and appears to apply uniformly to all designated

roads. Every scenic and historic road is not the same and development projects vary, so applying all of the regulations/criteria in this section stringently is not appropriate, but as currently written, the Code language does not account for these differences, and has made the understanding and application of these regulations difficult among developers and internally within other County review agencies.

Under the Historic Resources (17-6-501) provisions, the Code language poses a potential loophole to achieve the best preservation outcome. Provision number three (3), for example, states that *“grading, filling, construction, and landscaping on a commonly owned adjacent lot shall be designed to enhance views to and from the historic resource and to buffer views of new development.”* In a recent case, regulation of new development located adjacent to a historic property was avoided when the owner/developer changed the LLC ownership of the adjacent property just days before the application was submitted for review of the proposed development property.

Potential Actions: Existing Code provisions for Scenic and Historic Roads should be clarified to facilitate easier interpretation by property owners, developers, and County staff. Establish by code a three-tiered classification system of Scenic and Historic Roads, as well as clearer criteria for evaluation of proposed development projects, based on recommendations of the 1997 Scenic and Historic Roads Commission Report to the County Council. Include the list of designated road segments and each segment’s classification in the Code. In addition, Code language under the Historic Resources provisions should be thoroughly vetted and changed in order to be most effective. Work with OOT and DPW to identify and address inconsistencies between the Road Design Manual typical sections, incompatible road classifications, and requirements for multi-modal transportation.

## 2. *Additional County Code provisions needed*

Anne Arundel County adopted its first preservation measures decades ago, based on a “Section 106 Model” as established by the National Historic Preservation Act. This allows for the review of a historic sites integrity at the time an application is submitted. Being on the County Inventory does not de facto require preservation, but rather listing becomes the review ‘trigger’ for CR staff to evaluate and assess the extent to which a historic site can be protected based on its historic and physical integrity at the time of application. Extant provisions for protection of such a broad array of site types are necessarily broad, so that professional judgment can be applied to achieve the best possible preservation outcome across varied scenarios. Practical application by staff over the past 14 years has however identified loopholes that are commonly exploited



by the development community, a lack of clarity and consistency in certain definitions, as well as the need for more stringent requirements that rely upon federally recognized standards.

Potential Actions: Add provisions to strengthen preservation authority and effectiveness.

- a) Consider establishing a higher threshold for allowing the demolition of important historic structures, including a clear “economic hardship provision” and addressing “demolition by neglect cases”. Include a reference in Article 15 to other provisions within the Code limiting demolition of a historic property to situations threatening health and safety. *(See sidebar note)*
- b) Codify objective criteria for development review based on the Secretary of the Interior’s Standards. Adopt a local process similar to the federal Section 106 process, where projects identify historic properties, assess potential impacts of the project, and are then required to explore options to avoid adverse effect with all stakeholders.
- c) Clarify the various definitions found across the code that references historic assets and clarify the implications for each designation for the purposes of regulatory action.

Baltimore County will deny a demolition permit for a resource on the County Inventory if the structure contributes to the architectural or historic heritage of the County, state, or nation in one of the following ways:

- through association with a personality, group, or event(s) of historic importance,
- is a distinct example of architectural style or period,
- is a work of notable artistic merit,
- is a work of noted architect or master builder, or
- if the resource has yielded (or is likely to yield) historically important information

### 3. *Overlay Districts*

The County uses overlay districts to improve regulation of environmental resources, promote revitalization of certain commercial districts, and to promote sensitive development controls in Town Center areas. No overlay districts currently exist for historic areas or resources, but this is a model that has been effective in other jurisdictions in the United States.

Potential Actions: Consider developing overlay district regulations for historic districts or individual resources, to include their viewshed, and historic/ environmental settings. Community engagement to identify what makes that community historically important, and to develop district-specific development criteria would be an important element of implementation.

#### 4. *Local Preservation Incentives*

Peer localities in Maryland and beyond have enacted a number of programs and policies to incentivize historic preservation. Anne Arundel County should develop its own incentives or tailor existing policies to enable more opportunities for preservation.

Baltimore County's Landmark Structures regulations protect more than historic buildings. The "historic environmental setting," which is the property or lot (or portion of it) linked to the historic significance of a landmark structure.

Potential Actions: Improve local incentives for preservation.

- a) Consider adaptive reuse provisions in the zoning code for historic buildings. Potential provisions could allow a wider range of land uses, density bonuses, reduction in parking requirements, and waiving limits on nonconforming structures.
- b) Allow one additional principal use on lots with historic properties.
- c) Study the potential for new financial incentives to encourage preservation of historic properties. In addition to the County's Historic Rehabilitation Tax Credit program, consider a revolving loan fund (in partnership with a preservation foundation) for purchase/resale, easements, options, and rehabilitation; fee waivers for building permits, development reviews, and other local fees. Require work to meet or exceed Secretary of Interior standards; and a competitive preservation grant program for historic property owners.
- d) Explore opportunities for preservation incentives within existing County programs, such as higher standards for historic property improvements using the Arundel Community Reinvestment Fund or larger tax credits for sensitive work on historic structures in the Commercial Revitalization program.
- e) A local grant program, like Prince George's County's Historic Property Grant Program, would also be beneficial, as more historic property owners could take advantage of it. As non-property tax payers, the historic tax credits are not available to non-profit organizations or religious institutions, for example, yet many are stewards of historic resources within the county. In some instances too, a historic property owner might not have the necessary funds available upfront for the preservation project, which they would need to under the tax credit program. A grant program though could be a major incentive to promote good stewardship of our historic resources.



## 5. *Historic Resource Buffers*

Article 17-3-402 of the County Code requires that historic resources, including buildings, structures, and landscape features that are integral to the historic setting be on a separate lot of suitable size to ensure protection when the property is subdivided. Buffer and landscaping requirements for development near historic properties or settings are limited and inadequate to achieve positive preservation outcomes. In addition to protections specifically for historic structures, sites, and properties, the area adjacent to and surrounding historic resources should also be protected to ensure nearby development does not diminish the historic and environmental setting and integrity of important historic resources.

### Potential Actions:

- a) Expand buffer regulations to protect better the physical setting and historic character of resources.
- b) Define and protect the setting of a historic resource; establish regulations that require compatible design for new development within an area surrounding historic structures or within the viewshed or setting of a resource. Allow for flexibility depending on the type of resource, its integrity and importance to County history.

## 6. *Transfer of Density Provisions*

Existing transfer of density provisions (17-6-104) are narrowly focused and underutilized. The Anne Arundel County Code allows for potential development density to be transferred from one zoning district to another, more intense district, in exchange for a protective easement. However, the provision only allows the transfer within the same lot, limiting opportunities for this provision to be used effectively.

Potential Actions: Expand provisions to allow for transfer of density between different lots and in different parts of the County. Actively promote the tool as an incentive for historic resource protection.

## 7. *Heritage & Preservation Advisory Council.*

While historic preservation within the development context has risen in stature over the past decade in Anne Arundel County, a small staff is often left to conduct rapid assessments, and make significance evaluations of historic properties under review. The CR team often informally reaches out to local history experts in the community to help formulate significance statements, and to gauge the relative value of certain site

types to the community. Local non-profit and affinity groups have been important sounding boards for staff, but they operate ad hoc, with no public voice. Such partners would be invaluable to help spread the message of the value and benefits of historic preservation in the County.

Potential Actions: Establish a Heritage & Preservation Advisory Council, comprised of qualified citizen members representing the diversity of the County to provide guidance and advice to the County Executive and his or her Administration on Historic Preservation matters. Duties may include;

- a) Advise and report to the Administration on topics and issues related to cultural heritage and historic preservation County-wide, including providing legislative, policy, or regulatory recommendations to further or enhance the County's preservation program;
- b) Advise County agencies on heritage preservation matters, including providing comment on issues that may have an adverse effect on sites on the Anne Arundel County Inventory of Historic Properties. This may include courtesy reviews on development projects or demolition of historic properties, proposals for designation of new Inventory properties or historic districts, and providing comments on National Register/Landmark nominations;
- c) Assist the Office of Planning and Zoning, and other County Agencies in meeting the goals and recommendations of the GDP and applicable planning documents;
- d) Facilitate the development of programs and activities that increases public awareness, appreciation and preservation of the cultural heritage of Anne Arundel County.

#### 8. *Certified Local Government status*

State Code enables localities to establish a historic preservation commission to guide and regulate preservation efforts. Many Maryland counties have working commissions, which delegates historic designations, and review and approval of preservation projects. This model also expands opportunities for public engagement and buy-in for preservation efforts.

Without a formal historic preservation commission that is vested with the authority to deny or approve development applications, the County cannot attain Certified Local Government status with MHT, leading to missed opportunities for technical support, training, and funding.

**Potential Actions:** Determine if Anne Arundel County’s regulatory framework can (or should) delegate the approval process and authority needed for the State to recognize an HPC, and to attain Certified Local Government status. Discuss internally if this is advisable with regard to the continuation of the existing County preservation program. *(It is unclear if an Advisory Council structure would be accepted by the MHT as meeting the threshold needed to become a CLG.)*

Maryland Counties with Certified Local Government status:

- Baltimore County
- Calvert County
- Charles County
- Frederick County
- Montgomery County
- Prince George’s County
- St. Mary’s County
- Talbot County
- Washington County
- Wicomico County

### C. Expanding Outreach

#### 1. Outreach to Historic Property Owners, Developers and Residents

Local governments are key to reinforcing a vision that values historic resources and districts, recognizing them as assets that boost the community’s quality of life. Supporting owners of historic properties in understanding the value of their properties and how to maintain them helps raise the community’s consciousness for preservation.

**Potential Actions:** Expand outreach to owners of historic properties, developers and residents.

- a) Gather and maintain materials for a Preservation Resource Library that is accessible to the public. Add information and links about preservation techniques, research materials, and financial resources on the County website. Consider other platforms and technologies to disseminate information.
- b) Partner with heritage groups to develop and host workshops for property owners and contractors on sensitive maintenance of historic properties.
- c) Support the development of annual awards programs for excellent rehabilitation and preservation efforts. Support efforts to raise awareness of important historic resources in the County that face threats from development, demolition, or other hazards.
- d) Consider creating visual development design guidelines for specific communities, neighborhoods, or building types within the County. Guidelines may include an overview of the target area’s historic building types, patterns for historically sensitive additions and new construction designs for common dwelling and building types, and guidelines for development of adjacent properties.

## 2. *Support Heritage Stakeholder Organizations*

Civic heritage groups and educational institutions lead a number of educational and historic interpretation efforts in coordination with and on behalf of the County. Area tourism stakeholders promote heritage to draw visitors to the area. The County should continue its support of these efforts.

Potential Actions: Support civic heritage groups, schools, and State actors in developing and promoting history education, interpretive programs, and heritage tourism.

- a) Support and coordinate with heritage education and tourism efforts led by other groups.
- b) Work with non-profit and affinity heritage groups to develop interpretive media and educational programming for County historic properties.

## 3. *Develop and Implement Innovative Preservation Initiatives Across other County Departments*

There are financial, management, and technical experts across County Government that could bring to bear their expertise on the challenges and benefits of preserving both public and privately owned historic resources. The Cultural Resources Division should aggressively reach out across Departments to see if programs and initiatives supporting community revitalization, workforce housing, adaptive reuse, and economic development initiatives could be applied to meet larger historic preservation goals.

Potential Actions: Meet with Agency representatives in County government to explore potential partnership opportunities. Agencies may include;

- a) Arundel Community Development Services
- b) Anne Arundel Economic Development Corporation
- c) Anne Arundel Workforce Development Corporation
- d) Office of Central Services Real Estate Division
- e) Office of Finance
- f) Office of Inspections and Permits
- g) Anne Arundel Community College
- h) Conservation, Natural Resources and Agricultural Preservation Groups

## IV. Recommendations

The Table of Recommendations is organized by timeframe of implementation. Short term recommendations are readily implementable in the coming year. Medium term recommendations may require further policy study, greater buy-in from various stakeholders, or other steps to set the stage for action in one to two years. Long term recommendations require further consideration, greater investment, more groundwork and/or more coordination from various parties. For each recommendation, key stakeholders involved in implementation are listed, and the related discussion in Section III is referenced for more background information.

	Recommended Action	Key Parties	Notes
<b>Short Term (immediate) Recommendations</b>			
1)	Continue updating resource surveys and revising the County Inventory.	CR staff, consultants, interns	see Section III.A(1); ongoing effort
2)	Revise the review process for building permits to historic properties to include CR staff.	DIP, CR staff	see Section III.A(2)
3)	Strengthen provisions for demolition of a historic resource.	CR staff, OPZ, Cty Council	see Section III.B(2)
4)	Clarify and/or strengthen existing Code provisions for Scenic/Historic Roads and Historic Resources.	CR staff, OPZ, Cty Council	see Section III.B(1)
5)	Incorporate sensitive maintenance and preservation techniques on County-owned properties and in County agency projects.	DRP, AACPS, ACDS, DPW, CR staff	see Section III.A(5); ongoing
6)	Establish and maintain a Preservation Resource Reference Library for property owners and developers.	CR staff, MHT	see Section III.C(1); ongoing effort
7)	Support heritage education and tourism efforts.	heritage groups, CR staff, OPZ, CVB, AACPS	see Section III.C(2); ongoing effort
8)	Pursue the formation of a Heritage & Preservation Advisory Council	CR staff, OPZ, Administration, Cty Council	see Section III.B(7).

Medium Term Recommendations (1-3 years)			
1)	Develop interpretive/educational media for County historic properties.	Preservation groups, CR staff	see Section III.C(2)
2)	Expand CR staff and resources.	OPZ, Cty Exec, Cty Council	see Section III.A(3)
3)	Develop a Historic Preservation Master Plan.	CR staff, OPZ, heritage stakeholders, public, Cty Council	see Section III.A(4)
4)	Review and revise definitions in the Code for consistency and clarity. Develop criteria for review of development proposals, with clear review criteria based on Secretary of Interior Standards. Use the Section 106 process as a model.	CR staff, OPZ	see Section III.B(2)
5)	Review, re-assess and draft revised development criteria along Scenic and Historic Roads.	CR staff, OPZ, OOT, DPW, Cty Council	see Section III.B(1);
6)	Develop and adopt adaptive reuse provisions to promote preservation.	OPZ, Cty Council	see Section III.B(4)
7)	Develop regulations to protect the setting and view sheds of historic resources. Consider whether buffer regulations, overlay provisions, direct regulation of the setting or defined viewshed, or some combination of these will be most effective.	CR staff, OPZ, Cty Council	see Section III.B(3) and III.B(5)
8)	Partner with preservation groups for maintenance/advocacy of historic properties.	Preservation groups, CR staff, DRP	see Section III.A(5)



Long Term Recommendations (3+ years)			
1)	Study ways to adopt expanded transfer of density options.	OPZ, Cty Council	see Section III.B(6)
2)	Determine if, how or whether the County should have a historic preservation commission.	CR staff, OPZ, Cty Council	see Section III.B(7)
3)	Engage with the MHT to assess whether the County should pursue Certified Local Government status.	CR staff, Cty Council, MHT	see Section III.B(8)
4)	Consider additional local financial incentives for preservation (grant program, revolving loan fund, fee waivers).	OPZ, Office of Finance, Cty Council	see Section III.B(4)
5)	Consider ways to modify existing programs to better encourage preservation (Arundel Community Reinvestment Fund, Commercial Revitalization, others?).	OPZ, AAEDC	see Section III.B(4)
6)	Develop design guidelines for historic building types and common development needs	CR staff, OPZ, Cty Council	see Section III.C(1)
7)	Work with preservation groups to develop technical workshops for property owners and contractors. Support heritage awards and endangered sites programs.	CR staff, heritage preservation groups	see Section III.C(1)



## V. *Proposed Heritage Themes for Anne Arundel County, Maryland.*

In taking steps towards creating a comprehensive preservation plan, a critical first step is to identify and define key heritage themes and resource types that can help tell the County's unique history. Having such a framework will be important to establish and justify the County's historic preservation goals and initiatives. Having a well-researched and documented explanation of the thematic range of the County's historic resources will enable staff to better advocate for why certain heritage resources are significant and should be preserved. While a planning document would ultimately provide the guidance, tools, and authorization to pursue policies and regulations that can better protect our resources, first placing them within well-defined and easily understood historic contexts is necessary to better protect these resources from adverse impacts. Having such supporting documentation will make it easier to clearly translate the value of historic assets, and make a compelling case for preserving the County's heritage sites to developers, consultants, citizens, and other agencies within County government.

In establishing the County's heritage themes, we intend to begin by reviewing the National Register's "Data Categories for Areas of Significance," the "Areas of Significance" as found on the MIHP forms, and as detailed in *Standards and Guidelines for Architectural and Historical Investigations in Maryland*, and we will review the Maryland Archaeological Site Forms to consider how temporal periods are divided, and how Site Class, Site Type, and Ethnic Association are categorized. We will also carefully review adopted and draft preservation plans from nearby local jurisdictions such as Prince George's County, Calvert County, Montgomery County, Baltimore County, etc. to gather both inspiration and ideas. The *PreserveMaryland* Plan (2014 and 2019-2023) will also be consulted to most efficiently frame the selection of Heritage Themes. Once a list of potentially relevant heritage themes is compiled, the team will refine that list by exploring primary and secondary resources, and placing that against a backdrop of currently known and recorded MIHP sites and Archaeological resources. In developing the key heritage themes for the County, the bulk of the research will be gathered from secondary sources, such as scholarly books or other works that have been written on the many different aspects of Anne Arundel County's history, including but not limited to Native American studies, Colonial history, agricultural and transportation history, African American history both pre-and-post antebellum period, maritime history, Civil War history, Religion, and 20<sup>th</sup> century history. We will also be cognizant of the expansive "local history" publications that have been written and published by local historians, both avocational and professional.

The themes that are listed below are a preliminary list of key heritage themes that the Cultural Resources Division has identified. Our office intends to reach out to key stakeholders and representatives to gather their input and perspective on whether the preliminary heritage themes list is fully inclusive, adequately diverse, and capable of

capturing a vast temporal and topical range of heritage resources present across Anne Arundel County. A final version of this White Paper will incorporate their input and may result in a modified or expanded Heritage Themes list. In determining the following themes, our office focused on the most significant patterns of history that influenced the growth of Anne Arundel County and shaped it into what it is today. Other local jurisdictions' historic contexts were referenced for organizational purposes; however, organizing Anne Arundel County's themes temporally proved problematic, as many of our themes span over multiple periods of time. This is especially true for the theme related to immigration and migration, and the first theme chosen to conduct an in-depth study on for the FY2018 Maryland Historical Trust Non-Capital Grant project. This theme has been titled, "A Diverse Melting Pot: Immigration & Migration". It was decided to also use the word "migration" which refers to the movement of people because it allows for a broader perspective of this theme as it relates to Anne Arundel County history. This theme goes beyond just immigration, or the moving of people from one country to another. It has to take into account origins of people, from pre-historic times into the 20<sup>th</sup> century, and thinking in terms of migration as well as immigration will allow us to address these different historical time periods. The working list of themes is as follows:

- 1) Growing a County: Agricultural Heritage in Anne Arundel
- 2) Economic History: Commerce, Trade, & Industry
- 3) Government, Politics, & the Military Presence in Anne Arundel County
- 4) The Basis for a Community: Social, Religious, & Civic Life
- 5) A Landscape Evolves: Settlement & Development Patterns in Anne Arundel County
- 6) Gone but not Forgotten: Archaeology, Cemeteries, & Lost Places
- 7) Horses, Boats, Trains, Cars, and Planes: Transportation in Anne Arundel County
- 8) A Diverse Melting Pot: Immigration & Migration