

7. Historic & Cultural Resources



VISION

The County honors its past, is a faithful steward of its historical and cultural heritage, and respects historical and cultural concerns when planning growth areas and transportation avenues. The County pursues smart growth that includes preservation and promotes a unique, predominantly rural, extensively agricultural, traditionally maritime, and always small-town way of life.

KEY ISSUES

Lack of information about the condition and extent of County resources.

See pages [to be added for final]

Lack of accountability and monitoring of progress on historic preservation.

See pages [to be added for final]

Lack of voluntary action to invest in the rehabilitation of privately owned historic properties, especial residential properties.

See pages [to be added for final]

Loss of historic and archaeological resources.

See pages [to be added for final]

Lack of resources to sustain historic sites open to the public (i.e. the Historic Sites Consortium).

See pages [to be added for final]

PLAN THEMES



FISCAL RESPONSIBILITY

Description of how this Chapter addresses Fiscal Responsibility.



SUSTAINABLE GROWTH

Description of how this Chapter addresses Sustainable Growth.



COMMUNITY REVITALIZATION

Description of how this Chapter addresses Community Revitalization.



RESOURCE PRESERVATION & CONSERVATION

Description of how this Chapter addresses Resource Conservation & Preservation.



HEALTH & RESILIENCE

Description of how this Chapter addresses Health & Resilience.

RELEVANT STATE VISIONS



GOALS

The overarching goal for historic and cultural resources is to save more of these resources, including historic sites and districts, and incorporate them—and their stories—into the life, growth, and future of Queen Anne’s County.

- 7-1 Build wide public appreciation for the County’s historic and archaeological resources and its deep and varied history and ensure greater knowledge of those resources.
- 7-2 Encourage more voluntary preservation actions on the part of private and nonprofit owners.
- 7-3 Add more local public resources to the tasks of preserving and maintaining publicly accessible sites.
- 7-4 Minimize the loss of historic and archaeological sites.

The County's heritage dates to the early 1600s with many historic sites and landmarks still evident today in small towns and villages across the County. Museums, historic churches, courthouses, train stations, and one of the oldest working grist mills in the nation stand as monuments to the rich and diverse history of Queen Anne's County.

This chapter identifies key issues related to historic and cultural preservation with respect to a variety of types of valued community resources. The loss of some historic and cultural resources through decay and demolition has brought the topic of historic and cultural resource preservation to the forefront. Sustainable communities include those that have a unique sense of place based upon the history and culture of the region and preserve those important resources to create a connection from the past to the present.

Preservation planning is the rational, systematic process by which a community develops a vision, goals, and priorities for the preservation of its historic and cultural resources. Preservation is the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. A historic property is a district, site, building, structure, or object significant in history, architecture, engineering, archaeology, or culture at the national, state, or local level.

COUNTY HISTORY

Queen Anne's County emerged in its present shape on the landscape about 12,000 years ago, when the Chesapeake Bay was formed following the last ice age, at the beginning of the Holocene Epoch. Although the shoreline continues to shift due to a variety of factors, Kent Island was formed by that time. And the Susquehanna River, ancestral to the bay, was deeply submerged beneath the strait bridged today by the Gov. William Preston Lane Jr. Memorial Bridge, known to most county residents simply as the Bay Bridge.

Indigenous inhabitants of this landscape were here before the Bay was fully formed and occupied it well into the 17th century, when Kent Island was occupied in 1629 by English trader William Claiborne and subsequently colonized beginning in 1631. In [1608], John Smith wrote of a native village of "Ozinies" he heard about, but did not visit, on the south side of the Chester River. Native Americans in the Upper Shore, affected by indigenous population shifts and competition with warlike Susquehannocks from the north and depopulated by the incursion of European diseases, did not persist in the region as they did elsewhere in Maryland (especially Southern Maryland and the Lower Shore). By the end of the seventeenth century Eastern Shore tribal residents of Queen Anne's County had essentially vanished, at least in the written record. It is possible, however, that their horticultural fields, pathways, and water crossings determined the pattern of the landscape as Europeans spread across the land; Route 404 and Route 213 both follow native trails, for example.

Prehistoric archaeological sites existing beneath the Bay's waters and their terrestrial counterparts span the entirety of the Holocene on the Eastern Shore, divided according to age into Paleoindian (10,000–8,000 years BCE), Archaic (8,000–1,000 BCE), and Woodland (1,000 BCE–1700 CE). According to the Chesapeake Bay Program, "Scientists estimate there are at least 100,000 archaeological sites in the Chesapeake Bay watershed. Just a small percentage of these are documented." Predictive modeling for locating prehistoric sites in the County was developed by Washington College during the first decade of the 21st century; the process suggested many sites across the County but further testing is needed to refine the methodology. Few archeological investigations have taken place in the County, with most concentrated on Kent Island. On the island, development affecting the Critical Area and other state investments (in roadbuilding, for example) have triggered state requirements for archeological surveys.

Queen Anne's County was favorably located on the Chesapeake Bay, one of the great maritime trading routes during the Age of Sail. Early settlers sought to raise tobacco and exploited the forest and marine resources of the area. They built wealth through their ability to send their goods to markets far away and prospered in general thanks to good soils (fertile even in an age before extensive fertilization) and a well-watered, mild climate. Just enough waterpower in this flat landscape was available for minor industrial use, primarily mills that ground wheat and corn or sawmills.

As with the rest of Maryland, enslavement of African American laborers was a part of the economic picture of the county until emancipation in Maryland at the end of the Civil War (as a border state Maryland was not subject to the earlier federal Emancipation Proclamation). The development of a trade in wheat and flour on the Upper Shore that began in the mid- eighteenth century reduced the need for the intensive farm labor that tobacco had required, leading to manumissions and the development of a free African American population. Maryland as a whole had the second largest free Black population in the country (after Virginia) in 1790. In Queen Anne’s County in that first United States census, more than half the total population was Black but only 4% were free. The County Clerk’s office has digitized all County records of manumissions, available through a computer station at the courthouse.

Although Queen Anne’s County was settled by English colonizers in the first half of the 17th century, there are no 17th century buildings known to remain in the County (and few if any in the state as a whole); however, by the early 18th century, a wide range of structures were being built that reflected the County’s wealth built through agriculture, slavery, maritime pursuits (e.g., shipbuilding, trade), and the usual town occupations (i.e. commerce, law, government, artisans). Queen Anne’s County is known for its collection of surviving 18th century structures, pre- Revolution assets that will play well in the upcoming celebration of America’s 250th anniversary in 2026.

The cultural landscape that is Queen Anne’s County as a whole, however, reflects a panoply of trends across all centuries—economic pursuits, technological changes, religion, the evolution of architectural styles (e.g., Colonial, Federal, Greek revival, Victorian, Craftsman), availability of materials. Explorers of the County’s physical heritage will find a mix of the expected and the rare, dominated outside settlements by the landscape itself, whose patterns also reflect those same trends. One of the nation’s earliest Methodist chapels, Dudley’s Chapel (1783), still stands in Queen Anne’s County west of Sudlersville, evidence of the “Garden of Methodism” that spread across the Delmarva Peninsula beginning in the late 18th century. Brick structures have tended to survive more than wooden ones (stone is virtually unknown in this sandy landscape, generally shipped in as

ballast and employed in foundations). Thus, residential and farm buildings constructed cheaply by less wealthy landowners or for enslaved workers have tended not to survive. Balloon frame construction that began in the mid-19th century was less expensive, but also more ephemeral. Once gas service and electrification began, fire became an even greater hazard and many small towns on the Eastern Shore had experienced fires by the end of the 19th century.

Over time in any landscape, transportation is one of the most dramatic triggers for change as it stimulates greater trade and exchange of ideas and cultural influences. Early settlements were close to water or, as in the case of Church Hill, wherever a mill dam provided an opportunity for a road crossing. The development of railroads in the 19th century had a dramatic influence in county house-building, as farmers gained more access for shipping their goods to market and thus had the funds to improve their residences. Today, those with some experience in “reading the landscape” can detect the influence of the 1868 railroad (still operational to Centreville and today eligible for listing in the National Register of Historic Places). More easily, anyone with a feeling for mid-20th century architecture can readily see patterns of change across Kent Island that have occurred since construction of the first Bay Bridge span in 1952 and especially after 1973 with the completion of the second span. The improvement of the Narrows crossing with a high bridge paralleling the older drawbridge in the early 1990s in Maryland’s “Reach the Beach” transportation improvement initiative meant that additional intensive residential development spread to the mainland around Grasonville, Queenstown, and Centreville.

Thus, the pattern of historic resources across Queen Anne’s County is an expression of its historical evolution as a rural county dominated by its water and land. Even though it is quite close to the high-population parts of Maryland (i.e. Annapolis, Baltimore, and the suburbs of Washington, DC), until the building of the Bay Bridge, the County saw few effects of that nearby urbanization (unlike, for example, Howard and Frederick Counties, which had no Chesapeake Bay as a barrier to growth). Similarly, industrialization that began after the American Revolution also did not affect Queen Anne’s County. The lack of waterpower mentioned earlier influenced a singular lack of manufacturing as a part of the

County's culture. When the availability of coal freed manufacturing from having to scatter across landscapes to find fast-running water for power, there was little motivation to import coal and add industrial development to the County's persistent economic mix of farming and working the water. Today, the County remains a predominantly rural

county whose deep roots are readily apparent. Those roots lie in a primeval natural and indigenous landscape that shaped subsequent colonization and economic growth, and in the unbroken continuity of farm, marine, and small-town life built across nearly four centuries.

GUIDING PRINCIPLES & LEGISLATION

The following is a brief description of general principles and context related to historic and cultural preservation, including preservation planning in general and Maryland's Smart Growth and Statewide preservation plan. Description of legislation and programs at the federal, State, and County levels then follow.

PRESERVATION PRINCIPLES

As defined by the National Park Service's Historic Preservation Planning Program, "Preservation planning is the rational, systematic process by which a community develops a vision, goals, and priorities for the preservation of its historic and cultural resources. The community seeks to achieve its vision through its own actions and through influencing the actions of others. Goals and priorities are based on analyses of resource data and community values."

Historic preservation planning should:

- Strengthen the integration of historic preservation into broad public policy and land-use planning and decision-making;
- Increase local public and private resources devoted to historic preservation and maximize its economic and other benefits;
- Expand knowledge and skills in historic preservation and assist property owners, neighborhoods, organizations, and communities in carrying out historic preservation that is responsive to their own needs and concerns;
- Increase opportunities for inclusive public participation in planning for historic and cultural resources;
- Reinforce public appreciation for historic resources and the experience of community history through historic sites and programs; and
- Result in community action to save more historic and archeological resources, including historic districts and cultural landscapes, and incorporate them into the life, growth, and future of the community.

SMART GROWTH CONTEXT

Maryland began shaping its policies and programs to support Smart Growth in 1992 and, over the years, has created plans, requirements, and incentives to support local government in achieving more development within existing communities and their designated growth areas and less development beyond those places. Historic preservation is a critical approach that supports the pursuit of the visions and principles of the State's land use planning; the Maryland Heritage Structure Rehabilitation Tax Credit available to owners of historic residences and large and small commercial properties was explicitly designed to support the State's growth management goals. Maryland's most recent statewide development plan, *A Better Maryland* (2019), includes an entire section on protecting historic and cultural resources.

The plan observes, "At the heart of smart growth, for which Maryland is a leader, is dedication to the success of existing communities. Not only does this yield benefits in Maryland's historic towns, it also supports the agricultural economy and protects our natural resources...The goal is nurturing local capacity for preservation initiatives that benefit Maryland's jurisdictions, quality of life, tourism, and cultural legacy." The State's strategies to help protect historic and cultural resources include:

- Enhancing education and access to information about Maryland's heritage and cultural resources.
- Researching, documenting, and developing preservation strategies for historic properties and archaeological sites in State ownership.
- Promoting the inclusion of historic preservation and cultural heritage concerns in local planning

for recreation, tourism, community development, and climate adaptation.

- Building capacity in historic preservation and strengthening network connections through regularly scheduled training and networking opportunities.
- Assisting local governments in the identification, survey, and evaluation of historic and cultural properties.

There is an interrelationship and interdependency between sustainable development and historic and cultural preservation. The following describes those principles that define that relationship and dependence.

- Historic properties represent a significant investment of resources. Smart Growth principles maximize on past resource investments through preservation and rehabilitation. Deterioration and demolition represent a total loss of investment while adding demand on increasingly expensive and scarce resources.
- Historic neighborhoods, communities, towns, and cities embody Smart Growth principles. These places are pedestrian friendly and transit friendly. Historic communities provide needed housing for all income levels.
- Historic properties may be rehabilitated, updated, or converted to housing. For each historic housing unit preserved and rehabilitated, one less housing unit will be built on undeveloped land.
- Preservation means economic development. Preservation increases employment and income as well as increases tourism. Preservation of historic resources strengthens our connection to the past.

STATEWIDE PRESERVATION CONTEXT

A part of the Maryland Department of Planning (MDP) and participant in *A Better Maryland*, the Maryland Historical Trust (MHT) recently issued its own Statewide plan, *Preserve Maryland II*. This plan is revised periodically as part of the national historic preservation system of which the MHT is also a part: “As Maryland’s State Historic Preservation Office (SHPO), MHT is mandated to produce a state historic preservation plan, pursuant to Section 101(b)(3)(c) of the National Historic Preservation Act, as amended. Regulations require a plan ‘that provides guidance for effective decision making about historic

property preservation throughout the state.’ In this way, the plan serves the broader preservation community, not just MHT. In addition to historic preservation, which typically refers to architecture, the plan includes archaeology and cultural heritage.”

The vision explained in *Preserve Maryland II* is summarized as: “Preservation, archeology and cultural heritage enrich the lives of Marylanders by helping us learn from our past, strengthen local economies, revitalize our communities, connect our past to our future, tell the stories of all Marylanders, and save the places that make our state vibrant and beautiful.” MHT’s goals to achieve the vision are:

- Connect with broader audiences
- Improve the framework for preservation
- Expand and update documentation
- Build capacity and strengthen networks
- Collaborate toward shared objectives

The statewide preservation plan is a vibrant and robust document with many goals and objectives designed to include representatives of local historic preservation commissions and organizations among others. It also features an invaluable summary of all federal and Maryland legislation related to historic preservation and a directory of key agencies and organizations at the state level.

LEGISLATION & PROGRAMS

This section describes legislated programs at the State and federal levels that provide important context (and sometimes grants) for local action, as well as those found in the *County Code*.

FEDERAL

The federal government has established historic preservation programs in recognition of its responsibility to protect historic and cultural resources on federally owned lands and on other lands where federally sponsored activities are undertaken. Together, these programs have evolved into a comprehensive national program. Key elements include:

- ***National Historic Preservation Act (NHPA)***— Passed by Congress in 1966, NHPA provides the legal framework for a variety of historic preservation programs at all levels. NHPA, as amended, created the National Register of Historic Places, State Historic Preservation Officers, and Certified Local Governments.

- ***National Park Service (NPS)***—As the lead federal agency for NHPA program, NPS is responsible for administering:
 - The National Register of Historic Places, including the National Historic Landmarks Program;
 - Federal Historic Tax Credits for qualified rehabilitation expenditures on income-producing properties listed in the National Register or contributing to National Register-listed historic districts;
 - The Secretary of the Interior’s Standards for the Treatment of Historic Properties;
 - The Save America’s Treasures grant program for historic properties of national significance; and
 - The Certified Local Government Program and various technical assistance programs.
- ***Advisory Council on Historic Preservation (ACHP)***—ACHP is responsible for ensuring that other federal agencies meet obligations under the NHPA and administering the Preserve America Program. When “Section 106” consultation to review impacts of federal funded or licensed projects on historic resources under the NHPA cannot be resolved through an agency’s direct efforts and the SHPO’s participation, the ACHP coordinates a Council-level review.
- ***Federal Archeology Program***—This is a collaborative multi-agency program supported by the National Park Service and based on enforcement of federal archeological acts, including the *Archeological and Historic Preservation Act of 1974* and the *Archaeological Resources Protection Act of 1979*.
- ***America’s Byways Program***—This is a non-regulatory Federal Highway Administration program, whose national recognition can be a significant motivation for heritage development and preservation to support high-quality visitor experiences along byways.

LIMITATIONS OF FEDERAL PRESERVATION LAWS

There are no federal historic preservation laws or regulations that limit what private property owners can do to their properties, including properties listed on the National Register of Historic Places. The only situation in which private

property owners may be impacted by federal historic preservation laws and regulations is when the owners have applied for or received a Federal Rehabilitation Tax Credit or require a permit, license, or funding from a federal agency.

STATE

The following is a brief description of the variety of state programs related to historic and cultural preservation, several of which are described in more detail in the following section on historic resources.

MARYLAND HISTORICAL TRUST

MHT is a government agency under the Maryland Department of Planning dedicated to the preservation and interpretation of the legacy of the State of Maryland. The director of the MHT serves as the Maryland State Historic Preservation Officer (SHPO) pursuant to the *National Historic Preservation Act of 1966*. The following are key programs administered by MHT:

- ***Maryland Inventory of Historic Properties (MIHP)***—A listing of all properties in the State that have been surveyed and recorded. A property that has been surveyed and recorded and included in the MIHP is not necessarily historically significant nor is it subject to any restrictions or regulations.
- ***Historic Revitalization Tax Credit Program***—This program supports community revitalization through the rehabilitation of historic commercial and owner-occupied residential properties. The purpose of state and federal preservation tax incentives is to encourage private sector investment in the rehabilitation and re-use of historic buildings and to promote investment in local economies. An owner of a certified historic property in Maryland may have the opportunity to earn a state income tax credit on qualified rehabilitation expenditures and should contact the MHT early in project planning to learn about program requirements.
- ***Section 106 Reviews***—Historic preservation laws require state and federal government agencies to consider the effects of their projects on historic and archeological resources through a consultation process (involving communities, nonprofit organizations, and other stakeholders as

well as project proponents) known as "Section 106" review. The process covers not only properties listed in the Maryland and National Registers of Historic Preservation, but those found to be eligible for listing.

- ***Monuments and Markers***—MHT administers both the Governor's Commission on Maryland Military Monuments, involving both public and donated funds, and the State's roadside marker program.
- ***Grants***—MHT administers grant programs that assist in a wide variety of historic preservation-related activities:
 - ***African American Heritage Grants***—This program provides grants of up to \$100,000 to assist in the preservation of buildings, sites, or communities of historical and cultural importance to the African American experience in Maryland. It is administered as a partnership between MHT and the Maryland Commission on African American History and Culture (MCAAHC). The program typically receives an annual appropriation of \$1,000,000 for grants per year.
 - ***Historic Preservation Non-Capital Grants***—This program provides "support for a wide variety of research, survey, planning, and educational activities involving architectural, archaeological, or cultural resources. Eligible activities may include preservation plans, historic and cultural resource surveys, educational outreach programs, and National Register nominations. In recent years, funding totaling \$300,000 has been distributed from Maryland Heritage Areas Authority funding to the Maryland Historical Trust for non-capital grants."
 - ***Historic Preservation Capital Grants***—This program "promotes the acquisition, restoration, and rehabilitation of historic properties in Maryland. Eligible properties are limited to those which are listed in or determined eligible for the National Register of Historic Places, either individually or as a contributing structure within a district. The program typically receives an annual appropriation of \$600,000 for grants per year." Grant recipients are expected to

convey a preservation easement to protect the public interest in the investment, to assure long-term preservation of the recipient structure. Grants of up to \$100,000 are provided to nonprofits, local governments, businesses, and individuals for eligible projects. All applicants except for nonprofit organizations are required to provide a dollar-for-dollar match. State and federal government entities are eligible to apply as nonprofits; however, projects involving state and federally owned properties cannot comply with the requirement to convey a preservation easement to MHT and therefore are not expected to rank highly enough for funding.

- ***Grants for Certified Local Governments***—The ability to compete among a limited pool of applicants for ten percent of the federal funding from the national Historic Preservation Fund provided annually to MHT is one of the greatest benefits of achieving Certified Local Government (CLG) status. The Certified Local Government program recognizes local governments that have made a special commitment to preservation, including but not limited to establishing a qualified historic preservation commission to designate and review historic properties. In Maryland, 22 jurisdictions are CLGs, including 11 counties; on the Eastern Shore, Talbot and Wicomico counties are CLGs.

MARYLAND HERITAGE AREAS AUTHORITY

The Maryland Heritage Areas Program was created by the Maryland General Assembly in 1993; it is run by the Maryland Heritage Areas Authority (MHAA) and administered by MHT. Certified Heritage Areas are locally designated and state-certified regions that contain high concentrations of historical, cultural and natural resources. Public and private partners are committed to preserving historic, cultural, and natural resources for sustainable economic development of the area through heritage tourism. Program goals are to:

- Enhance visitor appeal and enjoyment
- Increase economic activity associated with tourism

- Encourage preservation and adaptive reuse of historic buildings, conservation of natural areas, cultural arts, heritage attractions, and traditions indigenous to the region
- Encourage greater access to and understanding of history and traditional cultures for residents and visitors
- Foster linkages among and between heritage attractions
- Balance the impact of tourism with quality of life enjoyed by residents
- Accomplish goals via public-private partnerships

OTHER STATE PROGRAMS

In addition to MHT, there are other State agencies that assist with programs designed to protect and revitalize historic and culturally significant properties. The following identifies agency responsibilities or programs, all of which are also represented on the MHAA:

- The *Maryland Office of Tourism Development* helps to promote historic communities and heritage areas.
- The *Maryland Department of Housing & Community Development* offers funding and technical assistance programs that support historic preservation projects, especially those related to Arts & Entertainment Districts and Main Street programs.
- The *State Highway Administration* helps to protect and preserve historic places through project planning, funding, and educational programs. It administers the National Scenic Byway program for the state, including the Chesapeake Country National Scenic Byway.
- The *Maryland Department of Natural Resources (DNR)* administers programs that support historic preservation such as the *Maryland Environmental Trust*, which was created by the Maryland General Assembly in 1967 to conserve land in working cultural landscapes such as farmland, forest land and significant natural resources through conservation easements. Similarly, the Rural Legacy Program (a program that combines other state preservation programs, including MALPF as described below) conserves such lands in areas designated by counties. A *Resident*

Curatorship Program secures private funding and labor for the restoration and maintenance of historic properties owned by the Department of Natural Resources. Curators pledge to restore the historic property and maintain it in good condition in exchange for a lifetime lease. (This program may be one of interest to Queen Anne's County as well, as it may better serve to maintain historic structures located on public lands.)

- The *Maryland Department of Agriculture* administers the *Maryland Agricultural Land Preservation Foundation (MALPF)*, a program established by the General Assembly in 1977. As described thoroughly elsewhere in this Comprehensive Plan as it relates to Queen Anne's County planning for agricultural preservation, MALPF supports the county purchase of conservation easements on farmland, which also preserve working cultural landscapes, rural historic districts, and the historic contexts of individual properties and farms.

STORIES OF THE CHESAPEAKE HERITAGE AREA

The Stories of the Chesapeake Heritage Area (SCHA) was certified in 2005 and includes Queen Anne's County along with Caroline, Kent, and Talbot counties. The SCHA is managed by Eastern Shore Heritage, Inc. (ESHI), a private non-profit organization working to promote economic enhancement and development through heritage tourism on the Eastern Shore. ESHI represents a successful partnership of community organizations, private businesses and citizens, and the interests of public agencies at all levels. A Management Plan serves to present SCHA's vision and goals and recognizes the projects, programs, actions, and partnerships that are needed to achieve them. The Management Plan for the Stories of the Chesapeake Certified Heritage Area (2005), along with its goals and recommendations, is incorporated by reference into [PlanQAC](#).

The heritage area itself and its partners individually or in groups are eligible for grants from MHAA for planning, design, and interpretation of historic, cultural, and natural resources, up to \$50,000 for noncapital grants and up to \$100,000 for capital

grants; Statewide, the program awards approximately \$6 million annually. SCHA also offers small matching grants from a fund of approximately \$25,000 per year.

In a recent economic impact statement, the Stories of the Chesapeake offers this description of its work:

The Stories of the Chesapeake Heritage Area...acts as a conduit through which large and small, public and private organizations connect. Acting as a catalyst for regional marketing, one of our initiatives “Maryland’s Tastiest Catch” showcases the Eastern Shore’s culinary traditions and connects our culture and heritage destinations. The heritage area continues to identify creative marketing opportunities.

In cooperation with local governments, land trusts, and other conservation organizations, the Stories of the Chesapeake supports efforts to maintain the region’s special sense of place. Encouraging expanded use of historic preservation incentives and regulations where necessary helps to maintain the historic character of our region’s communities, waterways, and landscapes. Extending our knowledge through careful surveys of below-ground historic and prehistoric deposits encourages archeological conservation and research.

As a trusted resource, we make projects happen. The Stories of the Chesapeake convenes workshops on grant writing, accessibility, social media, volunteer management, and virtual exhibits and tours, which have resulted in an increase in grant funding for our partners and other economic investments in our region. The heritage area acts as a clearing house for funding sources, training, and innovation techniques to help our partners tell their stories.

As communities and economies change, Stories of the Chesapeake Heritage Area works to celebrate past traditions, encourage events that build a sense of community, and offer new venues and markets to support artists, craft workers, and performers. The Stories of the Chesapeake celebrates our Cultural traditions enrich the quality of life

and are part of what makes living and visiting the area a distinctive experience.

PRESERVATION IN THE COUNTY CODE

Official County regulation of historic properties covers only delay of demolition in order to document properties to be demolished. Best practice in historic preservation planning is to build in enough time in the process for outside parties to intervene and persuade the owner not to demolish (or to buy the property, in all likelihood for re-sale to a preservation-minded buyer).

County Code, *Article XVI, Historic Structure Review*, requires that “applications for approval of all site plans and major and minor subdivisions that involve any historic structures proposed for demolition, and building permits that propose demolition of any historic structure(s)” include documentation of structures 50 years or older.

In practice, applicants generally learn of these requirements at the permits counter, where staff are able to check the County GIS system for any buildings recorded in the Maryland Inventory of Historic Properties and otherwise undertake a real property data search under the State Department of Assessments and Taxation (SDAT) interface. The SDAT search for any parcel will generally yield information about buildings on-site and their date(s) of construction.

The Department of Planning and Zoning has not had a trained Heritage Coordinator for some time and has in recent years delegated the review of potential historic structures to an informal committee of knowledgeable volunteers, called the “Heritage Partners.” These volunteers generally undertake site inspections, photography, and recordation for both the first and second tier reviews, if required, as established in the *County Code*.

The first tier review ordinarily takes place during the three-day review period for the permit. If it is determined that a property may have historic or cultural significance, second-tier documentation may be required. This step requires an additional 30 days. In addition, the property owner is encouraged to consider alternatives to demolition such as rehabilitation, selling the structure to be moved to another location, or selling or donating architectural elements.

PUBLIC INPUT

We will continue to revise this section throughout the remainder of public input opportunities.

The public had several opportunities to provide input related to the County’s historic and cultural resources, including the community survey, visioning workshops, and Historic and Cultural Resources Special Topic Workshop. Highlights from these events are listed below. Relevant results from the community survey related to community facilities and services are found in **Figures 7-1** through **7-3**. A detailed public outreach summary can be found in **APPENDIX C—PUBLIC OUTREACH SUMMARY**.

Opportunities	Challenges	Priorities
Historic Sites	Heritage taken for granted	Heritage Tourism & Education
Maritime Heritage	Loss of Historic Structures	Historic District Commission
Working Waterfronts	Preservation Progress & Accountability	Property Documentation

Figure 7-1. Importance of Historic & Cultural Resources to Quality of Life

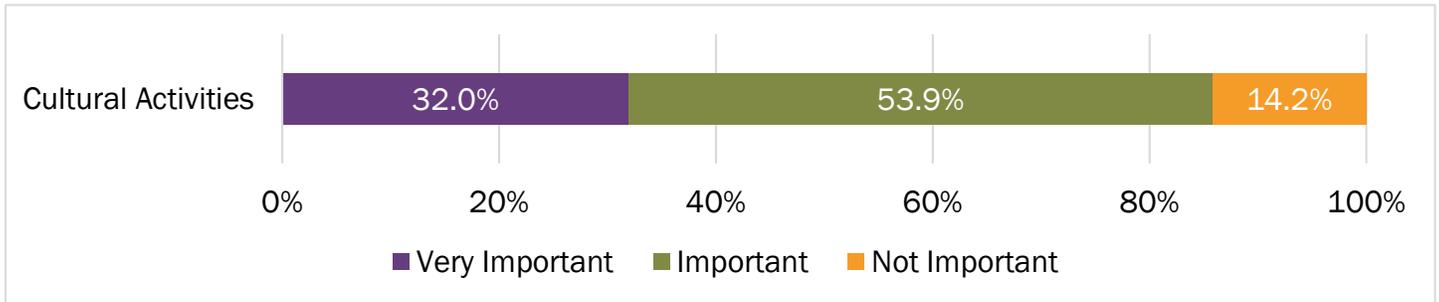


Figure 7-2. Importance of Historic & Cultural Resources to Future Development

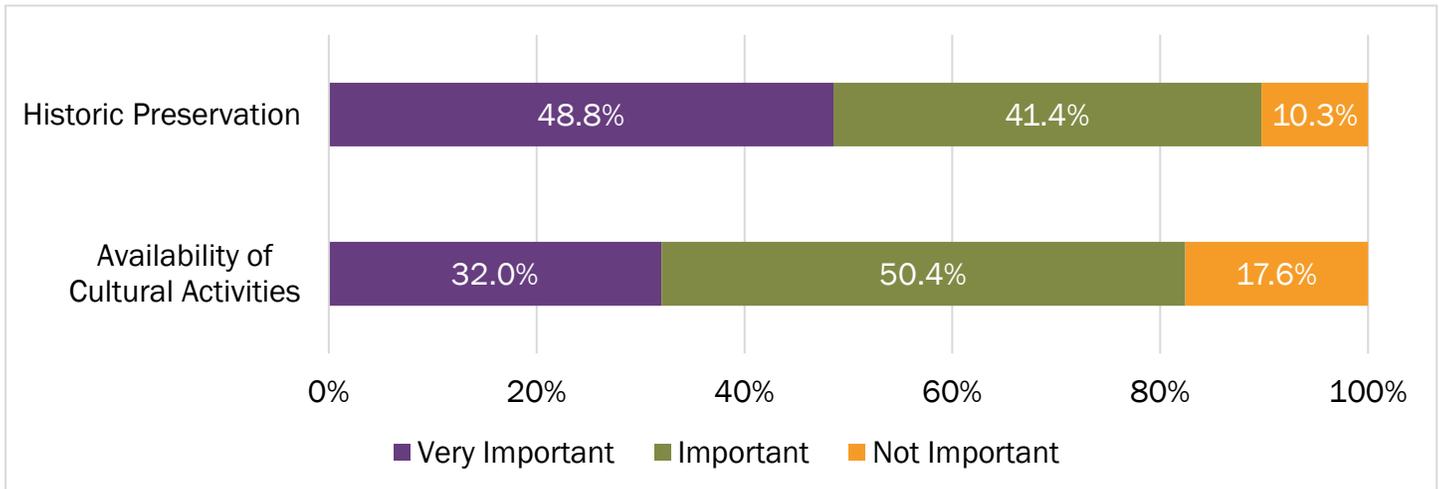
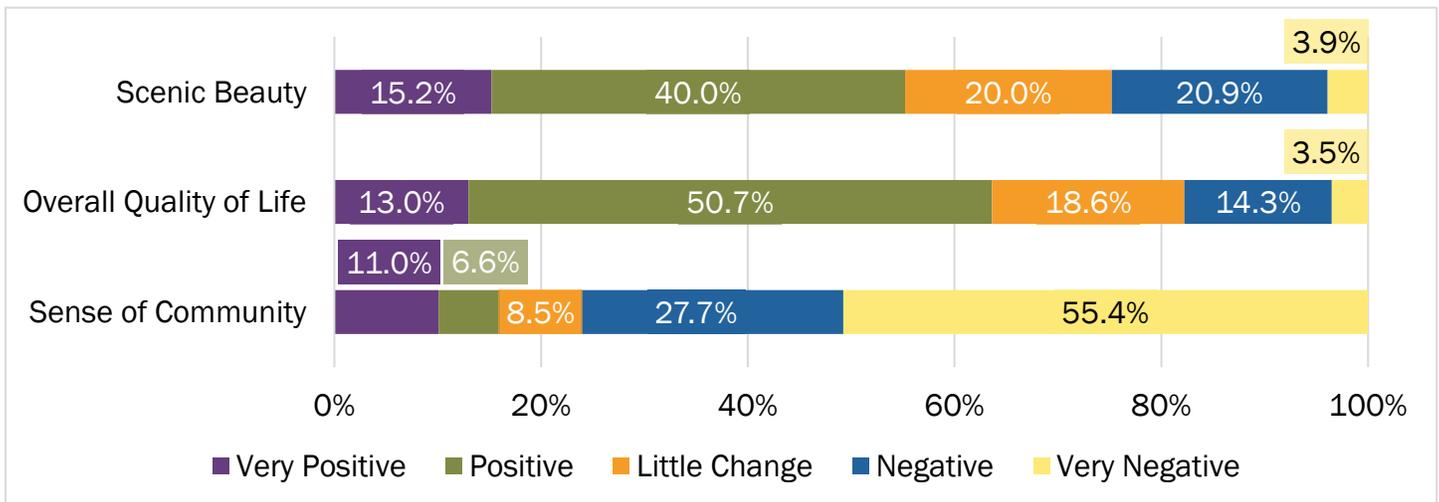


Figure 7-3. Local Impacts of Development



BENEFITS OF HISTORIC PRESERVATION

The benefits of historic preservation to a community can be extensive, but they do not happen by accident. Following is a brief discussion of the major benefits concerning economic impacts, heritage tourism, community history, and simple environmental advantages.

RELATIONSHIP TO JOBS, ECONOMIC DEVELOPMENT & SUSTAINABILITY

Historic and cultural preservation are important components of any community’s effort to promote sustainable development and a high quality of life through creation of a sense of place. A lack of preservation efforts, initiatives, and principles has a direct impact on land use and economic vitality of a community. While historic places are traditionally valued for their contribution to cultural heritage, their economic importance should not be ignored. Historic preservation offers the following sustainability benefits:

- Increases local governmental revenues
- Increases property values
- Plays a role in heritage tourism that encompasses lodging, restaurants, entertainment, retail, and service businesses
- Creates jobs associated with preservation activities

JOBS & THE REHAB TAX CREDIT

Over 20 years ago, the Maryland Historical Trust (MHT) sponsored a study of historic preservation’s economic impacts by noted preservation analyst Donovan Rypkema. He introduced the study with this broad statement: “Why do historic preservation projects have such a dramatic impact on a local economy? Very simple—historic rehabilitation is a

labor intensive activity, significantly more labor intensive than new construction. The dollars spent renovating an historic building are largely paid as wages to skilled tradespeople, including carpenters, plumbers, and electricians—each of whom in turns spends his or her paycheck in the local community. The value of economic development is the creation of jobs, and the value of historic preservation is the creation of well-paying local jobs throughout Maryland.”

In 1999, Rypkema found, \$1 million spent rehabilitating a historic building in Maryland meant:

- 16.3 construction jobs
- 15.4 jobs elsewhere in the economy
- \$761,300 increase in household income
- 3.2 more jobs than the same amount in new construction

According to the National Trust, “Historic preservation stimulates the local economy. Over three quarters of the economic benefits generated by rehabilitation remain in the local communities and states where the projects are located. This reflects the fact that the labor and materials for historic rehabilitations tend to be hired or purchased locally.” Studies by Rypkema and others elsewhere around the country have consistently borne out these figures from Maryland.

From 1999 through 2017, the County saw more than \$1 million in Maryland rehabilitation tax credits awarded to residential and commercial historic property owners for qualified rehabilitation projects involving designated historic structures. This means that roughly \$5 million was spent in that period on documented projects. Most of these were for residences, where homeowners can earn a state income tax credit equal to 20% of qualified rehabilitation expenses for projects costing \$5,000 or more. Across Maryland in FY2019 alone, the Maryland Historic Revitalization Tax Credit Program approved 205 proposed residential projects worth more than \$2.2 million in tax credits.

This does not count the federal tax credit for rehabilitation of income producing properties. If the federal credit had been applied to that \$5 million (if all projects in Queen Anne's County had been commercial), not \$1 million but \$2 million would have been returned to the pockets of the County's historic property owners, which could be returned to the local economy in the form of more residents spending more dollars on more projects.

Elsewhere in Maryland, this is happening widely. In just 2017, federal rehabilitation tax credit projects "resulted in \$85.3 million in total rehabilitation costs and in the creation of 1,318 jobs. Historic preservation projects are local economic drivers and in 2017, federal [historic tax credit] projects resulted in a positive tax impact of \$2.8 million to local governments and \$2.5 million in positive state tax impact." From FFY2016 through FFY2020 in Maryland, 189 projects spent \$658,468,390 on qualified rehabilitation expenditures. Rypkema's formula from 1999 means that those expenditures across the State conservatively generated more than 10,700 construction jobs, 10,100 other jobs, and nearly \$501 million in additional household income.

HERITAGE TOURISM & PLACEMAKING

Visitors to Queen Anne's County are drawn in part by the opportunity to enjoy land, water, and communities in harmonious relationship. Even the act of dining in the County is profoundly place based, with local foods and seafoods featured on many menus and at local farmers' markets.

The National Trust for Historic Preservation, which pioneered community planning for heritage tourism nearly 30 years ago, defines heritage tourism as "traveling to experience the places, artifacts, and

activities that authentically represent the stories and people of the past and present." The federal Advisory Council on Historic Preservation says, "Each year, millions of travelers visit America's historic places...A high percentage of domestic and international travelers participate in cultural or heritage activities while traveling, and those that do stay longer spend more and travel more often. Heritage tourism creates jobs and business opportunities, helps protect resources, and often improves the quality of life for local residents.

Heritage tourism in its own right is a serious business on the Eastern Shore and across Maryland. Programs of the Maryland Heritage Areas Authority and the Stories of the Chesapeake Heritage Area, which serves Queen Anne's County together with Caroline, Kent, and Talbot counties, support the heritage development required to support such travel. Thousands of jobs across the region are supported directly and indirectly by visitors' spending, and local governments collect important revenues directly and indirectly from tourism. Tourism provides a variety of jobs complementary to other sectors of the community and a place with healthy heritage tourism also advertises its benefits as a place to invest in or move to for new residents and business owners.

Historic buildings are integral to an excellent visitor experience. They reinforce a community's unique sense of place and carefully maintained historic architecture expresses the longstanding artistic and entrepreneurial spirit of a place. Taking care of existing community fabric and character to the highest standards is an act of creative placemaking. Moreover, respect for the historic context of a place can inspire complementary new construction and compatible infill that supports a creative past and present.

In 2019, the last year for which figures are available, Queen Anne's County collected \$649,625 in lodging taxes, \$168,220 in admission and amusement taxes, and \$3,470,037 in Tourism Promotion Act sales taxes, for a total direct impact of tourism spending in the county of nearly \$4.3 million. This does not include the indirect and induced impacts of such spending as it circulates through the local economy, ultimately supporting non-tourism jobs and businesses.

In 2020, the Maryland Heritage Areas Authority (MHAA) released an "economic contribution

analysis” of the State’s 13 certified heritage areas. The Statewide bottom line number was \$2.4 billion in annual economic impact. Governor Hogan, in issuing the report, observed that “Maryland’s investment in MHAA is generating a valuable economic impact on the region and helping support the development of livable communities across the state. Through our rich network of heritage organizations, we are able to connect visitors—and Marylanders—to the stories and places that helped compose and conserve the Maryland experience.” For the Stories of the Chesapeake Heritage Area, including Queen Anne’s, Caroline, Kent, and Talbot Counties, it was estimated that the total number of heritage visitors in 2019 was 824,800. The bottom-line numbers for the heritage area are \$98.4 million in economic impact, 1,397 jobs, and \$13.1 million in State and local tax revenue. Nearly \$97 million in economic impact is attributed to heritage tourism.

HISTORY & COMMUNITY CONNECTIONS

The Historic Hawai’i Foundation states that historic preservation “connects people with their past, and with one another. History is a great educator and coming to know the history of a community and its historical sites fosters an individual’s sense of belonging and community pride. Old structures and historic spaces often present the human scale of history. Their design and construction tell us much about the cultures that created them and about the traditions and events from which our society grew....Historic buildings provide a sense of stability and provide a tangible link with the past that all can experience.”

The act of preservation respects the legacy of those who worked to build their communities. Preserved historic buildings provide a sense of continuity and memory—they provide an awareness of accomplishment and lasting value significant to sense of community. The County’s courthouse, the oldest in continual use in Maryland, is an example of how preserved buildings contribute to community pride.

ENVIRONMENTAL BENEFITS

Preservation not only reduces the amount of waste that goes into nearby landfills but also reduces the amount of energy needed to produce and transport new materials. According to the National Trust for Historic Preservation, “Historic rehabilitation is green. Recycling old buildings reduces landfill waste and saves energy by reusing existing materials rather than manufacturing new building components such as doors, windows, roofing, and framing. Reusing existing buildings almost always offers environmental savings over demolition and new construction, even if that new construction is energy efficient.”

A thorough and groundbreaking study by the National Trust’s Preservation Green Lab concluded that “building reuse almost always offers environmental savings over demolition and new construction. Moreover, it can take between 10-80 years for a new, energy efficient building to overcome, through more efficient operations, the negative climate change impacts that were created during the construction process.” The study used life cycle analysis to compare the relative environmental impacts of building reuse and renovation versus new construction over the course of a building’s 75 year life span, examining four environmental impact categories (i.e. climate change, human health, ecosystem quality, and resource depletion). The study tested six different building types in four American cities representing different climates.

HISTORIC & CULTURAL RESOURCES

HISTORIC SITES INVENTORY

Many structures within the County are rich in architectural heritage. The *2010 Plan* estimated more than 1,000 such structures might exist. *Preserve Maryland II* states that the County has 4,139 standing structures constructed prior to 1967 (employing a 50-year cutoff at the time the plan's update was initiated). Just 17% of these structures have been surveyed, although Queen Anne's County is in good company with only four counties exceeding that percentage (the best, Calvert, has achieved 30%) and another three tying at 17%.

An initial 1970s survey of the County's historic sites documented most of the pre-Civil War era buildings and others of high interest to the surveyors—at least 350 by 1980. According to the Statewide plan, Queen Anne's County has 724 historic sites listed in the MIHP. This list of sites can be referenced through the MHT's online digital mapping interface, known as Medusa. Listing in the MIHP means that a property has been surveyed and recorded, but does not necessarily mean that it is of historic significance or is subject to regulation under local, State, or federal law.

In 2005, the County, with grant assistance from MHT, began working to survey more historic resources, focusing on post-Civil War structures and planning a five-phase work program to undertake approximately 80 sites at a time. Phases I and II of the inventory added approximately 160 properties to the MIHP through the combined efforts of two different contractors and County staff. The County returned a grant of \$60,000 awarded by MHT for the third phase and did not pursue Phases III-V.

The design of the surveys undertaken and proposed for the County was generated soon after 2003, when an MHT contractor went back to properties surveyed prior to 1980 to examine their condition. Fully 20% were found to be demolished or so neglected and in such disrepair that they could not be saved.

NATIONAL REGISTER OF HISTORIC PLACES

According to MHT, “the National Register of Historic Places recognizes districts, buildings, structures, objects, and sites for their significance in American history, archeology, architecture, engineering, or culture, and identifies them as worthy of preservation.” A program of the National Park Service, it is administered at the state level by MHT. In Maryland, the register includes more than 1,500 listings, including approximately 200 districts. MHT notes that “listed properties span a wide variety of types and periods, ranging from prehistoric archeological sites to buildings of the recent past, and include rural landscapes, urban and suburban neighborhoods, bridges, sailing vessels, and more.”

Queen Anne's County has 39 properties listed in the National Register, including two districts, Stevensville and Centreville. Until 2015, when Wye Hall in Queenstown was listed, no nominations had been made since 2004; most (21) were listed before 1990. Another 68 properties (buildings and districts) have been determined to be eligible for listing.

Table 7-1. National Register Listed Properties

MIHP #	Property Name	Address	Community
QA-224	Bachelor's Hope (Phares Morris Farm)	201 Bachelors Hope Farm Ln	Centreville
QA-18	Bishopton	305 Pinder Hill Rd	Church Hill
QA-4	Bloomingtondale (Mount Mill)	Bloomingtondale Rd & Ocean Gateway	Queenstown
QA-7	Bowlingly	111 Bowlingly Cir	Queenstown
QA-201	Captain John H. Ozmon Store	114 Corsica St	Centreville
QA-541	Centreville Historic District	—	Centreville
QA-23	Chester Hall (Rye Hall)	Round Top Rd & Church Hill Rd	Chestertown
QA-457	Church Hill Theatre (Community Building)	103 Walnut St	Church Hill
QA-11	Content (C.C. Harper Farm)	842 Hope Rd	Centreville
QA-258	Female Seminary (Female School, 1876)	205-207 S Commerce St	Centreville
QA-163	Friendship	Kent Point Rd	Stevensville
QA-92	Hawkins Pharsalia (Franklin Gannon Farm)	Ruthsburg Rd	Centreville
QA-257	Jackson Collins House	201 S Commerce St	Centreville
QA-33	John Embert Farm	Baxter Rd	Sudlersville
QA-153	Keating House (Covington House)	208 S Liberty St	Centreville
QA-3	Kennersley	Southeast Creek Rd	Church Hill
QA-87	Lansdowne (Upper Deale)	Hope Rd	Centreville
QA-206	Legg's Dependence	200 Long Creek Ct	Stevensville
QA-107	Lexon (Burriss-Brockmeyer Farm)	Corsica Neck Rd	Centreville
QA-422	Log Canoe	Round Top Rd	Chestertown
QA-165	Mattapex	Shipping Creek Rd	Stevensville
QA-5	Reed's Creek Farm	Wrights Neck Rd	Centreville
QA-179	St. Andrew's Episcopal Chapel	104 Maple Ave	Sudlersville
QA-51	St. Luke's Episcopal Church	Church Ln	Church Hill
QA-209	St. Peter's Roman Catholic Church	5319 Ocean Gateway	Queenstown
QA-264	Stevensville Bank	Love Point Rd	Stevensville
QA-463	Stevensville Historic District	—	Stevensville
QA-90	Stratton	3102 Ruthsburg Rd	Centreville
QA-8	Thomas House	2231 Ruthsburg Rd	Centreville
QA-124	Wye Hall	505 Wye Hall Dr	Queenstown

Table 7-2. National Register Listed Properties (MHT Easement)

MIHP #	Property Name	Address	Community
QA-198	Captain's Houses	200-212 Corsica St	Centreville
QA-330	Centreville Armory	S Commerce St	Centreville
QA-212	Christ Church	121 E Main St	Stevensville
QA-259	Cray House	109 Cockey Ln	Stevensville
QA-178	Dudley's Chapel	Benton Corners Rd	Sudlersville
QA-9	Readbourne	Lands End Rd	Centreville
QA-488	Skipjack ELSWORTH	Truslow Rd	Chestertown
QA-127	Wilton	Wye Mills Rd	Wye Mills
QA-462	Wye Mill (Old Wye Mill, Wye Grist Mill)	Centreville Rd & Wye Mills Rd	Wye Mills

LIMITATIONS OF THE NATIONAL REGISTER

Under federal law, the listing of a property in the National Register places no restrictions on what a non-federal owner may do with their property up to and including destruction, unless the property is involved in a project that receives federal assistance (usually funding or licensing/permitting). Contrary to popular belief, listing a property on the National Register will not stop any private, local, or federally funded projects or require review for any privately funded projects with no federal or state involvement. Listing does not require the owner to provide public access to the property. Listing will not restrict the rights of private property owners in the use, development, or sale of their property, nor will it lead automatically to the creation of a regulated historic district.

MHT EASEMENTS

MHT manages the State’s preservation easements. More than 650 encompassing approximately 9,200 acres statewide, safeguard such historic properties as residences, homes, farmsteads, archeological sites, or historic landscapes. MHT staff work with property owners to develop easement terms, review and approve any changes or alterations to the property, and advise owners on the best preservation methods. A historic preservation easement is a contractual agreement between a property owner and a qualified organization such as MHT that ensures that a property’s historic and cultural value will be protected in perpetuity. Donated preservation easements sometimes carry tax benefits for the property owner. In some cases, conveyance of an easement is a requirement to receive financial support from the State.

Among the 68 properties in the MIHP that have been officially determined eligible for listing in the National Register, two are under MHT easement.

Table 7-3. Unlisted Properties under MHT Easement

MIHP #	Property Name	Address	Community
K-696	Annie D Buyboat	Chester River	Coleman
QA-297	Bloody Point Bar Light	Chesapeake Bay	Chestertown
QA-372	Church Hill Store and House	324 Main St	Church Hill
QA-702	Old Kennard School	210 Little Kidwell Ave	Centreville
QA-115	Queenstown Courthouse	100 Del Rhodes Ave	Queenstown
QA-272	Robert White House (Earickson House)	Kent Point Rd	Stevensville
QA-300	Sudlersville (or Pennsylvania) Railroad Station	101 S Linden St	Sudlersville
QA-139	Tucker House	124 S Commerce St	Centreville

DISTRICTS

A historic district is defined by the National Register of Historic Places as “a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.” Examples of historic districts suggested by the National Park Service, which administers the register, include central business districts or civic centers; residential areas; commercial areas; rural villages; and large farms, ranches, estates, or plantations.

There are two kinds of historic districts, those listed in the National Register (and in Maryland these are also listed in the state register) and those recognized

by local government under land use zoning law. Both the Town of Centreville and Stevensville districts are listed in the National Register.

The historic district of Centreville was listed in the National Register of Historic Places in 2004. The County seat of Queen Anne’s County, Centreville is defined by a historic public square and a late 18th century courthouse that still functions as the oldest operating courthouse in the state. The district is significant for its association with the development of the County and as the historic commerce and governmental center over more than 200 years. The district is composed of residential, commercial, and institutional buildings representative of various architectural types and styles that characterize

towns within the region during the 18th and 19th centuries.

The historic district of Stevensville, listed in 1986, comprises a cohesive group of houses, churches, commercial structures, and schools reflecting the development of a rural crossroads town founded in 1850 with development of historic significance spanning to the Great Depression. The district is significant for its architecture and for its association with the development of transportation and commerce on Maryland's Eastern Shore during the late 19th century and early decades of the 20th century.

A number of rural historic districts have been inventoried in Queen Anne's County, with at least two determined as eligible for the National Register but not listed, in the vicinity of Church Hill. Church Hill itself is also eligible as a historic district.

CHESAPEAKE COUNTRY NATIONAL SCENIC BYWAY

The Chesapeake Country National Scenic Byway (Routes 213 and 18 in Queen Anne's County from Chestertown/Kingstown to Stevensville) was part of a three-county scenic byway that included Kent and Cecil counties. In 2021, the National Scenic Byway Program of the Federal Highway Administration awarded recognition to an extension of the byway throughout the entire Eastern Shore and designated the entire network as All-American Road (see **Chapter 6—Transportation**, for more information).

PRESERVATION ORGANIZATIONS

The County has several private, nonprofit membership organizations that own and maintain many significant historic sites:

- The Kent Island Heritage Society (KIHS) was established in order to discover, identify, restore, and preserve the heritage of Kent Island. KIHS owns and operates historic sites on Kent Island, in Stevensville (Cray House (c. 1809), Old Stevensville Post Office (c. 1877), Stevensville Train Depot (1902)) and in Chester (James E. Kirwan Museum (1889)). KIHS recently took over management of Historic Christ Church (1880) in Stevensville, which is owned by the County, and is now seeking to raise the funds to buy the Stevensville Bank (1909), which KIHS has leased and opened to the public for many years.
- The Queen Anne's County Historical Society (QACHS) was established to recognize, promote, and preserve historic and cultural sites throughout the County. QACHS owns and operates two historic sites in Centreville—Tucker House and Wright's Chance.
- The Sudlersville Betterment Club, Inc., is a civic organization organized in 1916 and devoted to managing and maintaining historic and cultural resources in the Town of Sudlersville; it owns the Sudlersville Train Station Museum (1885).

Single-purpose organizations, or those focusing on just one site, include:

- Church Hill Theatre (1929), an active community theater space
- Friends of Dudley's Chapel (1783)
- Friends of Wye Mill, Inc. (1682)
- Kennard African American Cultural Heritage Center (1936)
- Museum of Eastern Shore Life (not a historic site)
- Queen Anne's County, which owns its original courthouse (1792)
- St. Luke's Episcopal Church (1732), an active congregation
- Town of Queenstown, which owns the Queenstown Colonial Courthouse (1708)

THE HISTORIC SITES CONSORTIUM OF QUEEN ANNE'S COUNTY

The Historic Sites Consortium (HSC) of Queen Anne's County, founded in 1995, is an alliance of 11 managing organizations of 17 historic sites throughout the County, the first of its kind in Maryland, which now has three other such county-based alliances. The HSC works to educate and involve the County's residents and visitors in the

history of Queen Anne's County. It was staffed by the Queen Anne's County Heritage Coordinator for the first decade or so of its existence, a position eliminated in the budget cuts that followed the Great Recession of 2008. Now operated solely by volunteers and through donations including an annual grant from the County of \$1,000, the HSC promotes heritage tourism through a website and a brochure distributed at outlets across the County.

Table 7-4. Historic Sites Consortium Interpretive Sites

MIHP Ref #	Property Name (year of construction)	Street Address	Community
QA-457	Church Hill Theatre (Community Building) (1929)	103 Walnut St	Church Hill
QA-259	Cray House (c. 1809)	109 Cockey Ln	Stevensville
QA-178	Dudley's Chapel (1783)	Benton Corners Rd	Sudlersville
QA-212	Historic Christ Church (1880)	121 E Main St	Stevensville
QA-550	James E. Kirwan Museum (1889)	641 Dominion Rd	Chester
—	Museum of Eastern Shore Life	126 Dulin Clark Rd	Centreville
QA-702	Old Kennard School (1936)	210 Little Kidwell Ave	Centreville
QA-265	Old Stevensville Post Office (c. 1877)	408 Love Point Rd	Stevensville
QA-462	Old Wye Mill (1682)	Centreville Rd & Wye Mills Rd	Wye Mills
QA-146	Queen Anne's County Courthouse (1792)	Courthouse Square	Centreville
QA-115	Queenstown Colonial Courthouse (1708)	100 Del Rhodes Ave	Queenstown
QA-51	St. Luke's Episcopal Church (1732)	401 Main St	Church Hill
QA-463	Stevensville Train Depot (1902)	Cockey Ln	Stevensville
QA-300	Sudlersville Train Station Museum (1885)	101 S Linden St	Sudlersville
QA-264	The Stevensville Bank (1909)	Love Point Rd	Stevensville
QA-139	Tucker House (c. 1794)	124 S. Commerce St	Centreville
QA-85/140	Wright's Chance (c. 1744)	119 S. Commerce St	Centreville

ROLE OF PRIVATE PROPERTY OWNERS

Historic preservation programs focus on encouraging the preservation of historical and cultural resources so that the stories of significant places, individuals, and buildings can be enjoyed in the present and preserved for the future. Individual property owners are perhaps the most important players in this vision, in Maryland as everywhere else.

Most historic properties are in the hands of private individuals. Even though the County has perhaps more than its fair share of significant historic buildings beautifully preserved and interpreted by private nonprofit organizations, no community (regardless of its population and tax base) can save

all significant historic buildings and their landscape contexts. Only by encouraging private owners is it possible to achieve extensive preservation. This is the reason for Maryland's generous rehabilitation tax credit, to provide financial encouragement for preservation.

Private property owners can enjoy the rewards of preservation; for example, by reusing and extending the life of existing resources, they contribute to environmental sustainability and smart growth. And by respecting the historic and architectural character of their buildings as they maintain them, they preserve their property's value, contributing to community sustainability and the likelihood that the property will survive into the future even under different owners. As noted elsewhere, those who

elect to donate a preservation easement to a qualified recipient, in order to assure legally a historic property's survivability into the future, may be able to take a charitable contribution tax deduction for the diminution of the property's value.

In addition to dedicated owners who work to maintain their historic properties, local history authors and enthusiasts also contribute leadership and information. All are a source of energy for historic preservation and the interpretation of the county's historic and cultural resources.

BMPs, TOOLS & TECHNIQUES

Historic preservation is integral to good community planning. Following are key approaches recommended for Queen Anne's County.

HISTORIC PRESERVATION

HISTORIC PRESERVATION COMMISSION

Article 8 of the Maryland Land Use Code allows the County to establish a historic district commission or a historic preservation commission. As the responsibilities of a historic preservation commission (HPC) can be construed to be somewhat broader than a commission focused on a single designated area, an HPC would be best for the County. In general, such a commission should have the following responsibilities:

- Providing accountability to the public on historic preservation in the County
- Reporting annual progress in implementing **PlanQAC** to the County Commissioners
- Developing and following an annual work program, utilizing public participation that enlists nonprofit historical organizations, volunteers, and other interested parties
- Surveying and documenting historic resources within the community and maintaining a publicly accessible inventory of those resources
- Reviewing impacts of County actions on historic resources
- Encouraging the development of treatment and capital plans for historic buildings and landscape resources within County parks and other properties in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*
- Working closely with, and making recommendations to the County Commissioners, Planning Commission, and other boards, commissions, and staff that are likely to have an impact on the physical character of the community regarding historic preservation issues and advocacy for the appropriate treatment of historic resources
- Conducting demolition review

- Recommending voluntary recognition of certified historic structures to the Commissioners and the revocation of recognition when necessitated by inappropriate treatment of a historic structure
- Awarding grants
- Approving grant applications to request funding from outside agencies for activities supporting County history and historic resources
- Conducting public education programs to build local skills and knowledge of historic preservation
- Conducting an awards program to recognize exemplary actions supporting historic preservation.
- Collaborating with Queen Anne's County Tourism on developing and marketing events and public programs
- Collaborating with the Historic Sites Consortium (HSC)
- Representing the County in Section 106 negotiations and other environmental reviews
- Updating **PlanQAC's** preservation section from time to time, possibly to undertake a full-fledged County preservation plan at an appropriate time
- Participating in training provided by the Maryland Historical Trust and the Maryland Association of Historic Districts

Note: The HPC should be designed to vigorously pursue public appreciation for historic resources and county history. This recommendation specifically does not include the responsibilities unilaterally for the county to designate historic properties, deny demolition, or review property owners' changes to their structures. Voluntary designation would qualify owners for the state historic tax credit of 20 percent, a key strategy for historic preservation.

To effectively carry out the roles of an HPC, a staff position should be established to:

- Staff the HPC and HSC
- Carry out demolition review
- Supervise contracts for surveys
- Write grant applications to request funding from outside agencies for activities supporting County history and historic resources
- Coordinate grants (both incoming to the county and outgoing to grant recipients)
- Coordinate with the county school system for visits to historic sites and other history education activities
- Participate in resilience and hazard-mitigation planning for historic resources
- Represent the county on the board of the Stories of the Chesapeake Heritage Area (Note: We are assuming that the county tourism director serves on the board of the Stories of the Chesapeake Heritage Area. The recommendation for the Historic Preservation Coordinator to serve is in addition.)
- Participate in the development of a county wayfinding system

HISTORIC PRESERVATION SURVEYING

Lack of information about the condition and extent of County resources is a critical issue. As described under **Historic Sites Inventory**, the most extensive surveying occurred in the 1970s; in 2003, it was found that about 20% of these properties were no longer standing or were neglected past the point of return. In the 2000s, the County undertook two phases of a five-phase survey, supported by MHT grants.

In the County, surveying should be designed to cope with a large number of resources across an extensive rural landscape. While the ultimate goal must be to document properties properly following MHT standards for information to be submitted to the MIHP, currently it is urgent to gain reconnaissance-level knowledge of the scope of the surveying required. This will first and foremost support staff and Heritage Partners' review of demolition proposals. This will also support a cogent design of further in-depth surveying that will capture not only individual properties but identify rural historic districts and cultural landscapes and help to associate resources thematically.

Best practice in surveying is to develop context statements, which help surveyors understand the

historic significance of resources found in a given area. In the County, agriculture, transportation, and religious properties are obvious themes; others should emerge from reconnaissance. With a reconnaissance study in hand, the County can take the necessary time to develop the proper context statements.

Best practices for surveying recommended for Queen Anne's County:

- Conduct a Countywide reconnaissance survey
- Develop a survey design to:
 - Identify useful context statements to support effective surveys
 - Cover areas of the county that were not included in the most recent surveys, supplement those recent surveys, and update older surveys (all of which should be used to add to or update MIHP entries and be keyed into the state's and county's GIS)
 - Phase intensive surveys by geographic areas, perhaps keyed to the Stories of the Chesapeake Heritage Area's delineation of cultural landscape districts
- Update the existing inventory of historic cemeteries
- Seek MHT technical advice and grant support for this work

LIMITATIONS OF INVENTORIES & SURVEY DATA

The Maryland Inventory of Historic Properties (MIHP), MHT's Medusa database and other GIS databases, and the survey work that leads to entries in the MIHP and GIS are solely for research and documentation. A property that has been surveyed and recorded and included in the MIHP is not necessarily historically significant nor is it subject to any restrictions or regulations. While Maryland state law provides mechanisms separate from the MIHP giving both the State and local jurisdictions the authority to regulate appropriately designated historic resources, assembling information and data about historic resources does not require the use of those mechanisms and inclusion in the MIHP is not considered designation.

NATIONAL REGISTER LISTINGS

With well over 700 entries in the MIHP, yet only 39 properties and districts listed in the National

Register of Historic Places, a disproportionately large number of properties in the County are not listed. Talbot County, which has 42% more buildings built since 1967, has 60 properties listed, or 54% more.

At the least, this is an indicator of a lack of pride and cultivation of that pride through publicity about the National Register. The lack of information plays out in planning and development review, and is an undercurrent in the general lack of enthusiasm for preservation over the years by various owners and some public officials—those who have the greatest ability to influence the direction of preservation in the County.

Properties listed in the National Register are not protected by local ordinance and therefore can be neglected, be poorly maintained, or experience ill-advised changes made by their owners without penalty (unless changes are so adverse that the property is “de-listed”). Protection for National Register-listed properties is only from the ill effects of State- or federally funded or licensed projects, and even then, properties can be lost to such projects after the proper review procedure is followed. The protection applies not just to listed properties but to any properties determined to be eligible, reducing the urgency of pursuing actual nominations. Because of these limitations, many communities have not emphasized attaining more listings as a part of their preservation programs. Owners need not go through local government to make nominations, but frequently find they need professionally qualified assistance to do so, so cost and finding the right help are both barriers.

Nevertheless, there are several benefits. National Register-listed properties can qualify for state and federal rehab tax credits (only income-producing properties in the case of the latter), thus receiving public support toward the expense of rehabilitation and as described elsewhere, providing a substantial boost to local economic development. This is a major incentive that has prompted many owners to pursue actual listing.

Listing in the National Register, moreover, can be a source of pride for both owners and communities. In Queen Anne’s County, enhancing public knowledge of such “bragging rights” and extending more national recognition to more sites may help to change public perception that Queen Anne’s County is not special enough to merit the application of various preservation methods.

Finally, well-written nominations are among the best sources for learning more about the local history of a place and developing in-depth interpretive programs to tell community stories. Local historians and owners should collaborate more in pursuing nominations and the county, preferably through an HPC, should develop a capacity for grants and technical assistance to encourage such work.

COMMUNITY DESIGN STANDARDS

In 2009, the General Assembly adopted 12 “Planning Visions” that reflect Maryland’s ongoing goals to develop and implement sound growth and development policy. *A Better Maryland* continues to rely on these statements, which are incorporated into its Topics & Strategies. The *2010 Plan*’s historic preservation element emphasized one of these visions, concerning community design: “Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources, and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural and archeological resources.”

The best approach to community design recognizes the preservation needs of historic structures. While they often do not conform to modern zoning, subdivision, construction, and design standards, today it is recognized that “smart growth” principles that call for mixed-use and walkability, among other desirable community characteristics, have always been features of historic communities. Where appropriate, modifications of modern standards should be carried out, including the crafting of incentives that encourage the preservation of older buildings and the reuse of existing buildings of any age.

Moreover, governmental management of the public domain, including not only buildings but also parks, roadways, and other landscape assets, should recognize and build upon the contexts of historic resources and support wayfinding and outdoor interpretation that increases public appreciation of local history and resources.

A variety of community design standards can be used to promote historic preservation that reinforces the County’s identity and character. Best practices include:

- Scenic Corridor Guidelines that address setbacks, signage, landscaping, infrastructure location, and lighting
- Scale and Architectural Integrity standards to ensure compatibility of infill development and redevelopment projects
- Site Design standards to ensure integration of structures with surrounding community, existing landmarks, and historic districts
- Sign Standards compatible with community character
- Underground utilities to lessen impacts
- Landscaping Standards compatible with natural and built environments
- Create prominent gateways at town and village entrances with landscaping and signage
- Green design principles applied to preservation, rehabilitation and adaptive reuse of historic structures
- Design cultural amenities and structures that incorporate public space and with private space

INDICATORS & MEASURES

The following indicators may be measured and evaluated over time to determine community impact with respect to meeting historic and cultural preservation goals as a factor affecting the County's overall sustainability.

- The number of historic resources lost annually measured through demolition permits and demolition due to neglect or fire damage.
- The number of permits issued for historic renovations/rehabilitations.
- The number of resources inventoried annually.
- The number of recognized historic resources throughout the County.
- The number of historic resources preserved or rehabilitated utilizing tax credits, heritage area, or other federal or State programs.
- The number of visitors and open days at publicly accessible historic sites.
- The number of schoolchildren, trips, and schools involved in visiting the County's historic sites.
- The amount of funding devoted to repair, maintenance, and major capital development for members of the Historic Sites Consortium.

STRATEGIES & ACTIONS

The overarching goal for historic and cultural resources is to save more of these resources, including historic sites and districts, and incorporate them—and their stories—into the life, growth, and future of Queen Anne's County.

GOAL 7-1: Build wide public appreciation for the County's historic and archaeological resources and its deep and varied history and ensure greater knowledge of those resources.

STRATEGY 1: Establish a Historic Preservation Commission to pursue a range of actions and programs that will build public appreciation for historic preservation, encourage voluntary preservation and reuse of old buildings by property owners, develop local public resources to be directed toward historic preservation, and minimize the loss of historic and archaeological resources.

RECOMMENDATIONS:

1. Establish a Historic Preservation Commission (HPC) under Title 8 of the Maryland Land Use Article.
2. Provide County planning staff to support the Historic Preservation Commission and its programs.
3. Update the County's surveys and its GIS-based inventory of historic properties in collaboration with MHT's Medusa program.

4. Offer matching grants for National Register nominations and other history research, interpretation, and commemoration projects.
5. Initiate a qualified history-book project (an illustrated volume about the County's historic resources, communities, and landscapes) in connection with the upcoming 250th anniversary of the American Revolution.
6. Investigate fund the HPC, its programs, and the recommended staff position with a portion of the marriage license fee and over time, seek other funding from such sources as grants, donations, and major mitigation for past and future impacts on historic resources due to the construction of the Bay Bridge.

GOAL 7-2: Encourage more voluntary preservation actions on the part of private and nonprofit owners.

STRATEGY 1: Establish financial incentives to encourage and support property owners in maintaining and rehabilitating their historic structures.

RECOMMENDATIONS:

1. Establish a voluntary designation program for private and nonprofit owners to allow them to qualify for Maryland historic tax credit for qualified rehabilitation expenditures Include this recommendation as a key rationale for the creation of the HPC under Goal 7-1.
2. Establish a local tax benefit to property owners of designated properties (local, state, or national designation). This could be in the form of local rehabilitation tax credits resembling and reinforcing the state's program.
3. Develop a brochure for property owners and developers on planning for the future to accommodate the needs of historic properties, including simple design recommendations for site planning and existing buildings based on the Secretary of the Interior's Standards for the Treatment of Historic Properties, and include this brochure in all packets issued to applicants seeking development permits.
4. Develop a brochure for property owners explaining local (if passed), state, and federal rehabilitation tax credits for historic preservation and explain qualified rehabilitation expenditures as related to the Secretary of the Interior's Standards for the Treatment of Historic Properties and market it all property owners.

GOAL 7-3: Add more local public resources to the tasks of preserving and maintaining publicly accessible sites.

STRATEGY 1: Support the Historic Sites Consortium and expand its role in the county's heritage tourism.

RECOMMENDATIONS:

1. Breathe new life into the Historic Sites Consortium through a formal planning process enlisting site nonprofit managers and volunteers and other interested parties, including the Stories of the Chesapeake Heritage Area, County agencies, and the school district's curriculum coordinators, addressing marketing, capital planning, public support, interpretation, and curriculum development.
2. Encourage the Historic Sites Consortium and member sites to develop touring guides based on broad themes and categories (e.g., farming, schools) that lead users to multiple sites and explain the county's heritage and cultural landscapes related to the themes and categories.

STRATEGY 2: Raise the profile of publicly accessible sites served by the Historic Sites Consortium.

RECOMMENDATIONS:

1. Provide County staff time for coordination and marketing. Ideally, the county would establish a historic preservation coordinator position that would provide coordination and technical assistance (including grant-writing assistance) for the consortium and its members on a part-time basis.
2. The county tourism office should provide additional marketing support on a part-time basis from a separate member of county staff based on an annual work program developed in collaboration with the HPC.
3. Establish a County line item for marketing and treat the Historic Sites Consortium as a valued partner in presenting the County and its history to the public.
4. Spend staff time and grant funding on encouraging relationships of all schools with all sites within the Historic Sites Consortium.
5. Establish a major fund for capital and program-development grants for historic sites open to the public.
6. Develop a County-led wayfinding system or “cultural heritage trail” with signage and other wayfinding media, bringing more local recognition for historic sites and guiding visitors around the County.

GOAL 7-4: Minimize the loss of historic and archeological sites.

STRATEGY 1: Strengthen regulatory support for the task of protecting historic and archeological resources.

RECOMMENDATIONS:

1. Revive the effort to pass an ordinance protecting archeological resources, tabled by the Commissioners in 2018.
2. Establish a fund to research and document archeological sites, particularly those threatened by flooding and erosion, in collaboration with the Maryland Historical Trust’s Archeology Program and academic programs.
3. Strengthen the County’s procedures for review of development involving historic structures, particularly permit applications that request or will lead to the request for the demolition of historic structures.
4. Ensure that the County’s inventory of historic resources in its GIS system includes the most up-to-date data so that it can be used in association with County planning, zoning, subdivision, and development.
5. Collaborate with Preservation Maryland to utilize its statewide Endangered Properties Program to work on a voluntary basis with owners of threatened and neglected properties with high historic value to the county.