

# Maryland Historical Trust

## Preservation, Survey, and Museum Funding Needs

Report to the Chairmen of the  
Senate Budget and Taxation Committee and  
House Appropriations Committee

October 15, 2016



*Ridgley Rosenwald School  
Prince George's County*



*Sotterley Plantation  
St. Mary's County*



*Catoctin Furnace  
Frederick County*



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In my travels around the state I am always impressed by the incredible work our local preservationists, museums and municipalities are accomplishing to protect, promote and save their history and heritage. But my attention is also drawn to the places we aren't saving or have lost. The number one question our organization receives is where to find the necessary funding to help preserve important places. Unfortunately, the current answer is that there are very few sources and it's our hope that we can work collaboratively with our state partners to change that and make Maryland a model once again for historic preservation.

-Nicholas Redding,  
Executive Director,  
Preservation Maryland



## Executive Summary

Historic preservation puts the power of history to work, prompting communities to identify what is important to them and to use these sites and stories to enrich people's lives today. State government plays an invaluable role in preserving our state's history and our collective sense of place. Through our partnerships with local communities, the Maryland Historical Trust (MHT), Maryland's State Historic Preservation Office (SHPO), assists with the identification, protection, and re-use of those sites that represent the many people, places, and events that have shaped our state identity.

For many years, Maryland was a national leader in providing support for the preservation and interpretation of our irreplaceable heritage. Historic preservation and history museum assistance programs were supported by the MHT Grant Fund, a continuing, non-lapsing special fund authorized under State Finance and Procurement Article §5A-328 of the Annotated Code of Maryland. Despite demonstrated demand for these programs, appropriations to the MHT Grant Fund were suspended beginning in fiscal year 2012.

At the close of the 2016 session of the Mary-

land General Assembly, the Chairmen of the Senate Budget and Taxation Committee and House Appropriations Committee directed MHT to work with partners to evaluate the state of its historic preservation and museum grant programs. The following report addresses specific issues identified by legislators including need and demand for this type of State support, funding options, staff capacity to administer these programs, and the experience of other states.

As this report demonstrates, the unmet needs of the state's historic preservation and history museum community are substantial. Threats to our tangible and intangible cultural heritage continue to grow. State and federal sources of funding for cultural resource preservation have all but disappeared, leaving our local government and private sector partners with few options.

The findings of this report are clear - our local partners can't do it alone. Recommendations for how we can help Marylanders to identify and protect our shared heritage include:

- Restoring funding to the MHT Grant Fund as soon as possible;

- Exploring diversification of funding streams for the MHT Grant Fund;
- Prioritizing funding for threatened resources;
- Supporting State Agency and local community research and survey needs; and
- Leveraging partnerships with affinity organizations to streamline the delivery of State funding.

## About this Report

The *Report on the Fiscal 2017 State Operating Budget (SB190) and the State Capital Budget (SB 191) and Related Recommendations* by the Chairmen of the Senate Budget and Taxation Committee and House Appropriations Committee (otherwise known as the Joint Chairmen's Report, or JCR) requested that the Maryland Department of Planning work with the Department of Budget and Management and preservation advocates to identify the need and demand for preservation, survey, and museum (operating and capital) grant funding and future plans to address these statewide needs. The report was to also address potential innovative funding options available, the experience of nearby states, and the staff capacity necessary to administer these programs.

In response, the Maryland Historical Trust (MHT), a division of the Maryland Department of Planning and Maryland's State Historic Preservation Office (SHPO) for the purposes of the National Historic Preservation Act, convened a working group comprised of the Department of Budget and Management and representatives from the following organization to collaboratively address preservation and museum funding issues.

- The Archeological Society of Maryland

- Coalition of Maryland Heritage Areas
- Council for Maryland Archeology
- Main Street Maryland Program
- Maryland Advisory Committee on Archeology
- Maryland Association of Historic District Commissions
- Maryland Commission on African American History and Culture
- Maryland Commission on Indian Affairs
- Maryland Department of Natural Resources
- Maryland Department of Housing and Community Development
- Maryland Humanities
- Maryland Museums Association
- Maryland State Arts Council
- Preservation Maryland
- Small Museum Association

Representatives of these statewide historical and cultural organizations were invited to meet in May 2016 at the MHT offices in Crownsville, Maryland to discuss funding needs, growing threats to Maryland's historic and cultural resources, and opportunities to reimagine State support for sites and landmarks. Based on their input, MHT staff developed an online survey instrument that was sent directly to MHT stakeholders and

through our partners' distribution lists to solicit feedback more broadly, with excellent results. Observations gathered from survey respondents, both quantitative and anecdotal, are highlighted throughout this document. Outreach to SHPOs across the country yielded information on funding programs nationwide and provided both alternative models and a context for understanding Maryland's approach to historic preservation and museum funding. MHT presented a draft report to partners in early August and held teleconferences to review the findings. The draft report was adjusted based on these conversations and the final document was prepared for submission to the General Assembly.

The success of MHT's programs and projects has always relied on a broad base of support, both on the statewide level and within local communities. Our partners' input and involvement in the development of this report attests to the continued strength of that network and the incredible need that remains unfulfilled.

## Background: MHT's Grant Programs

Thanks to widespread support for historic preservation both in local communities and among elected officials, the Maryland Historical Trust has offered grant funding since FY1978, beginning with grants for bricks-and-mortar preservation activities. Over the years, the MHT Grant Fund expanded beyond physical preservation and grew to encompass a broad range of projects including survey and documentation of historic properties, preservation and disaster planning, National Register nominations, and support for history and heritage museums. Demand for these programs consistently and overwhelmingly exceeded the availability of funds.

Today, the MHT Grant Fund is a continuing, non-lapsing special fund authorized under State Finance and Procurement Article §5A-328, Annotated Code of Maryland, primarily consisting of money appropriated to the MHT Grant Program (Historic Preservation Grant Program) or the Historical and Cultural Museum Assistance Program. MHT utilizes the Grant Fund for the Historic Preservation Grant Program, which was two distinct categories based on the governing statute: (1) the Capital Grant Program, and (2) the Non-Capital Grant Program. In addition, by statute, the MHT Grant Fund also funds the

Historical and Cultural Museum Assistance Program (Museum Assistance Program).

Despite demonstrated need, appropriations for the Grant Fund were suspended by FY2012. MHT does still offer capital grants through the African American Heritage Preservation Program (AAHPP) and supports heritage tourism projects within areas designated under the Maryland Heritage Areas Authority (MHAA). However, both programs are extremely competitive, and many projects which would have been eligible for grants from MHT's Grant Fund are simply not eligible for these programs.

State funds were vital in making Maryland the national leader in protecting America's heritage. If these funds were re-instated, they would provide essential support for historic and archaeological sites, places, and museums that currently do not have any source of funds to expand preservation efforts throughout the entire State. Research and survey of our lost and hidden past once benefited from State support. Reinvestment in the full array of preservation funding for all of Maryland's history and heritage is incumbent on our decision-makers.

-Donna Ware,  
Senior Vice President,  
Historic Annapolis

## Non-Capital Historic Preservation Grant Program: Survey, Planning, and Education

### A. Program Overview

The Non-Capital Grant Program is one of three grant programs funded through the MHT Grant Fund. Non-capital grants provide support for research, survey, planning and educational activities involving architectural, archeological or cultural resources—the tangible remains of our past. Eligible activities include preservation plans, historic and cultural resource surveys, and National Register of Historic Places nominations. The primary goal of the Non-Capital Grant Program is to fund broad-based and comprehensive historic site surveys to identify and document previously unknown historic structures and archeological sites in a systematic and scholarly manner. Historic properties cannot be preserved, enhanced or interpreted until they have first been identified and evaluated.

Non-profit organizations and local jurisdictions are eligible to compete for Non-Capital Grant Program funding. All project proposals are evaluated competitively. Funding recommendations are made by the MHT Board of Trustees to the Secretary of the Maryland Department of Planning who takes final action on funding awards. Individual project awards



*In FY2008, a non-capital grant of \$6,600 made possible a statewide survey to identify all Rosenwald schools surviving in Maryland. Julius Rosenwald, president of Sears, Roebuck & Co. from 1908 to 1924, was one of America's great philanthropists. Encouraged by Booker T. Washington, in 1917 he established the Julius Rosenwald Fund to support construction of school buildings in black communities, providing state-of-the-art architectural plans and seed money; local governments and the black community invested cash, labor, and building materials. By Rosenwald's death in 1932, the Fund had contributed more than \$4 million toward building approximately 5,000 new schools in 15 southern states. In Maryland, 156 schoolhouses were constructed in 20 counties; only 52 survive. Representing affirmation and opportunity, Rosenwald schools have great historical importance and symbolic value to their communities. However, obsolescence and lack of resources for maintenance have taken a heavy toll, and the National Trust for Historic Preservation has designated them among the nation's Most Endangered Buildings. **The comprehensive study of Rosenwald Schools in Maryland has paved the way for their rehabilitation, listing in the National Register of Historic Places, and commemoration with roadside historical markers.***

typically range from \$5,000 to \$50,000. Matching fund requirements leverage local support, both in terms of funding and actual participation.

### B. Funding History and Staff Capacity

Beginning in 1969, federal funding was made available for research and survey activities on a limited basis. Over time, State funds matched and ultimately exceeded federal support for this fundamental State responsibility. General obligation (GO) bonds provided the source of funding for State research and survey grants.

After the State of Maryland placed new limits on how GO bond revenues could be used, these activities began to be funded with general fund appropriations. It was at this time MHT distinguished the Capital Grant Program and the Non-Capital Grant Program within the Historic Preservation Grant Program. While technically correct, this nomenclature has never effectively communicated the purpose of the program.

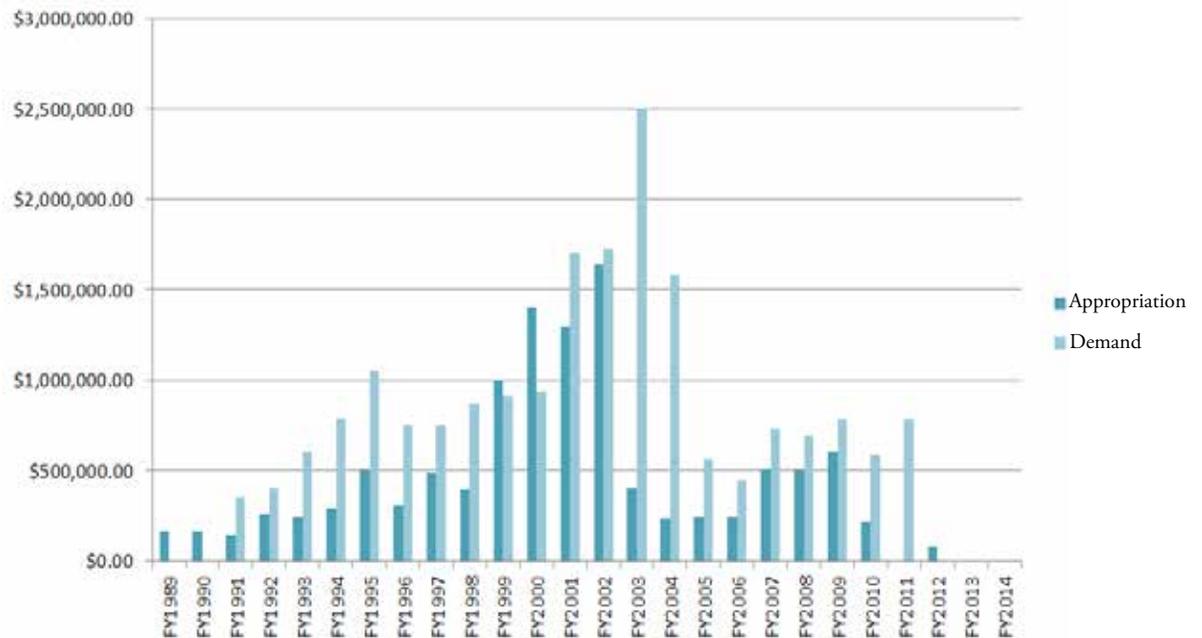
Funding for the Non-Capital Grant Program has fluctuated over the years. At its funding peak in FY2002, MHT made \$1.6 million in grant funds available to eligible applicants. In FY2012 - the last year in which an appropriation for the Non-Capital Grant Program was included in MHT's operating budget - fund-

ing for grants had shrunk to \$40,000. Agency efforts to reinstate the program have so far been unsuccessful due to many years of State budget challenges.

As of June 2016, existing staff are sufficient to administer the Non-Capital Grant Program since successful projects are distributed among multiple program staff members based upon scope of work and project discipline. Filling key positions will be beneficial to the success of the program.

### C. Current Conditions

The Non-Capital Grant Program is the only significant source of funding for comprehensive historic resource identification, evaluation, and education projects in Maryland. This historic sites survey work lays the groundwork for all other preservation activities within the state. Without survey and documentation, historical sites vanish before Maryland's citizens have the opportunity to understand the part they played in the growth and development of our communities. This is



*The non-capital grant program awarded over \$12 million to over 450 projects during the years it received funding.*

## Understanding Maryland's Architectural Heritage: How Non-Capital Grants Created a Model Survey Program

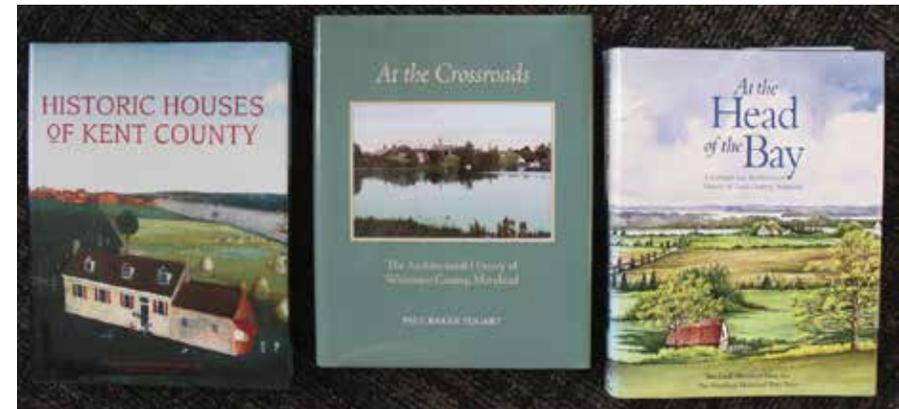
For over fifty years, MHT has worked to identify and document Maryland's rich architectural heritage through a field survey program that is nationally recognized as a model of its type. Survey forms the basis of all historic preservation work, since it is impossible to protect and preserve historic sites until and unless you gain an understanding of what they are, where they are, and what makes them significant. **Maryland's survey program owes its success in large part to availability of State funds to enable partnerships with local governments and non-profit organizations.** Until its elimination from the State budget in 2012, MHT's Non-Capital Grant Program sustained surveys

throughout Maryland, providing invaluable data to inform planning decisions and to support community revitalization.

The majority of non-capital grants fund research, survey, documentation, and National Register projects. Survey projects encompassed all counties and all types of historic resources: the Coal Basin of Western Maryland, an agricultural context of Mid-Maryland; documentation of threatened buildings statewide, and HABS-level photography of Queen Anne's County.

Ideally, multi-year surveys (generally 5 years) of individual counties were conducted, using a

qualified architectural historian to produce both broad-brush overviews of a county's architectural history as well as in-depth studies of specific structures. The survey phase was followed by a preservation plan, National Register nominations, and published architectural histories such as ***I'm Goin' Down County: An Architectural Journey through St. Mary's County***. These award-winning publications have served as a basis for further research and enriched our understanding of the built environment in the Chesapeake region. Maryland's series of published architectural histories is nationally known and serves as a model for other states seeking to recognize their own heritage.

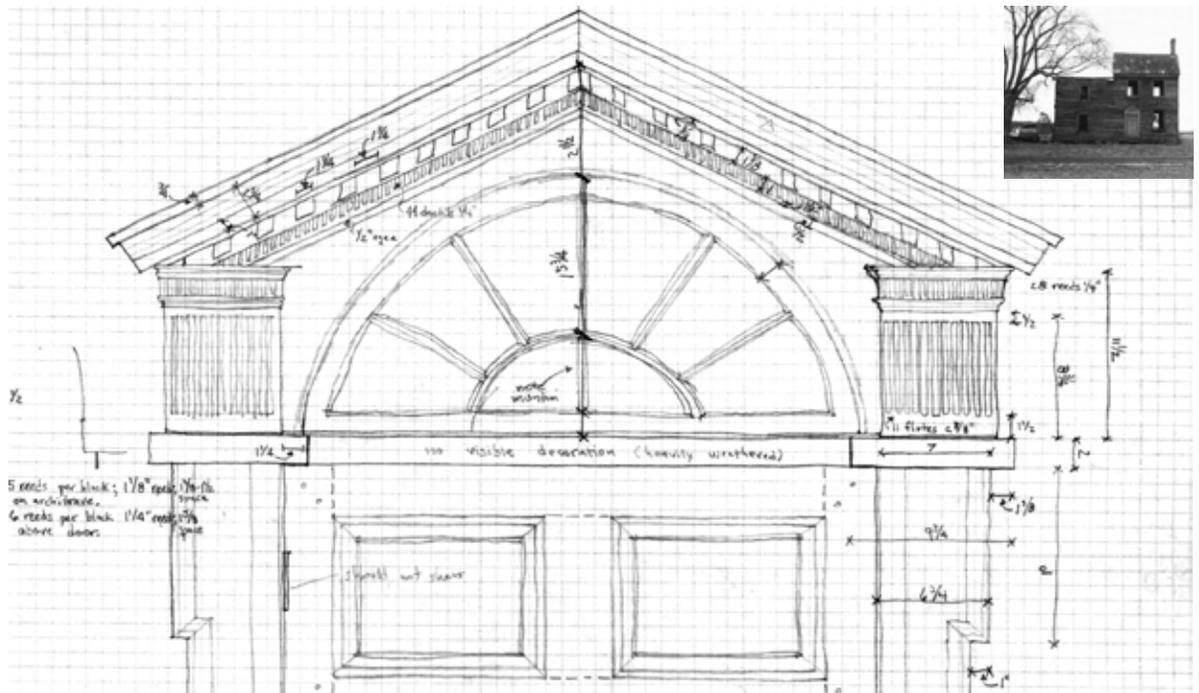


Left: Howard County Historic Site Surveyor Ken Short produces measured drawings funded through an MHT non-capital grant.

Above: County survey publications funded through the program included Kent, Wicomico, and Cecil Counties.

Such multiphase projects have been conducted for portions of Anne Arundel, Baltimore, Carroll, Cecil, Charles, Frederick, Kent, Prince Georges, Queen Anne's, St. Mary's, Somerset, Wicomico, and Worcester counties. Howard and Dorchester counties were in the midst of multi-year surveys when funding ended. Projects like these have served as the foundation for preservation planning, yet are only a small percentage of the work required to adequately understand our state's heritage and truly cover the breadth of each county. Limited numbers of survey forms (compared with the number of historic resources) and evolving standards require that surveys be updated and expanded over time. The work of survey is never complete -- as time passes, buildings of later eras need to be visited and evaluated, and previously surveyed structures need to be revisited from time to time to determine their present conditions.

The effects of MHT's survey projects have been far-reaching. Local sponsors integrated historical data into everyday planning activities; some created permanent staff positions for preservationists to participate in development reviews and county preservation efforts; and MHT assembled an incomparable base of knowledge about the built heritage of our state.



Significant architectural details of the Costen Tenant House No. 2 in Somerset County were documented by surveyors before the building was lost.

The Maryland Historical Trust's Non-Capital Grant Program was the only source to document the historic structures that define every city, town, and county through intensive architectural and archival research. **The Maryland Historical Trust's survey program was second to none in the nation before the Non-Capital Grant Program was discontinued.** Not only did the Fund foster research and documentation on thousands of cultural resources, it also helped finance the publication of the research in accessible volumes. The Non-Capital Grant Program also encouraged local preservation groups or governments to join the effort, promoting a shared responsibility in the preservation of these valuable sites.

-Paul Baker Touart, Architectural Historian and Restoration Consultant

particularly true of fragile and ephemeral resources associated with minority populations whose historical contributions tend to be an underrepresented part of the historical record.

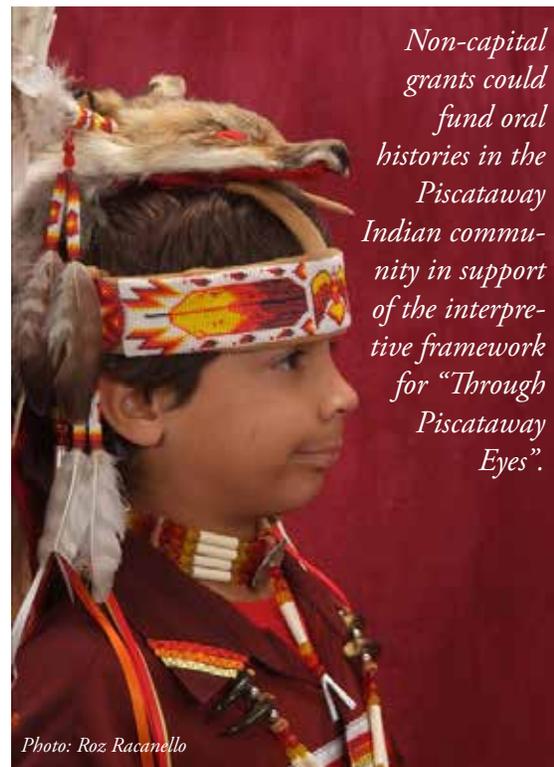
According to the Maryland Department of Assessment and Taxation, there were approximately 802,453 buildings in Maryland built prior to 1967. Many of these are likely to be historically significant, but fewer than 145,000 have been documented. The number of potential archeological sites is much harder to gauge since they are hidden underground. To date, 13,738 archeological sites have been documented.

In total, MHT currently maintains approximately 158,000 historic and archeological sites in its publicly accessible library and database, representing a small percentage of those resources requiring investigation. The public, local governments, State and federal agencies rightfully look to MHT as the most authoritative source for this information. Yet this existing data, while recognizing Maryland's most iconic landmarks, is geographically uneven, has not kept pace with the advance of time, and is not uniformly complete.

#### *Uneven Geographic Distribution*

In the absence of the Non-Capital Grant Program, both archeological and architectural survey efforts have been driven largely by the needs of private and government developers

rather than by setting strategic survey priorities based on resource type, historical or architectural significance, or regional needs for documentation. Within the last five years, the areas experiencing the greatest growth and urbanization – Baltimore City and Howard, Montgomery, Prince George's and Anne Arundel Counties – are generating most of the architectural survey work. In contrast, western and southern Maryland as well as the Eastern Shore have received significantly less attention and documentation of their historic resources. For example, in the last five years, 218 Maryland Inventory of Historic Properties sites were documented in Anne Arundel County, while only 14 sites were documented for Worcester County. This example demonstrates how survey activity directed by development results in historic property data collection that is geographically uneven.

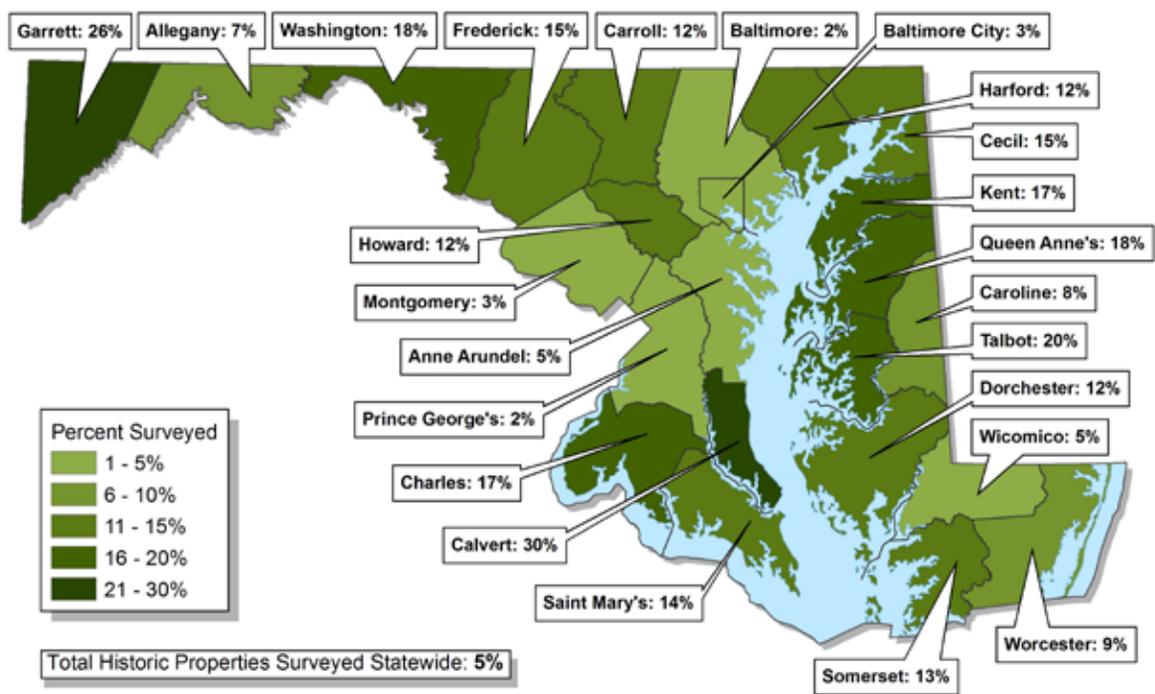


*Non-capital grants could fund oral histories in the Piscataway Indian community in support of the interpretive framework for "Through Piscataway Eyes".*

*Photo: Roz Racanello*



*The Wheaton Youth Center was built in 1963 to serve teenagers in an area of Montgomery County experiencing rapid population growth. Designed by noted local firm Keyes, Lethbridge & Condon, this mid-century jewel was not evaluated for historic designation until development pressure threatened it; it was demolished in 2016. **Proactive survey of our significant modernist resources will help identify opportunities for their preservation and reuse.***



County	# of Pre-1967 buildings	New MIHP since 2010	Total MIHP #s
Allegany	19,719	64	1,403
Anne Arundel	56,004	218	2,673
Baltimore City	185,557	187	5,393
Baltimore	160,368	166	3,437
Calvert	4,862	83	1,454
Caroline	4,840	24	407
Carroll	14,226	25	1,751
Cecil	10,566	33	1,608
Charles	7,343	225	1,237
Dorchester	7,333	83	864
Frederick	18,828	82	2,752
Garrett	5,456	49	1,414
Harford	18,788	71	2,269
Howard	9,465	142	1,157
Kent	4,293	10	715
Montgomery	94,158	257	2,698
Prince George's	116,875	390	2,821
Queen Anne's	4,139	74	727
Somerset	4,069	22	539
St. Mary's	7,623	133	1,084
Talbot	5,910	24	1,188
Washington	22,529	56	4,026
Wicomico	13,260	31	708
Worcester	6,242	14	591
<b>TOTAL</b>	<b>802,453</b>	<b>2,463</b>	<b>42,916</b>

Map above: Percentage of historic structures that have been surveyed since the inception of the State's survey program. Chart at right: The chart provides the number of entries into the Maryland Inventory of Historic Properties (MIHP) as of July 2016. This clearly illustrates the sheer volume of buildings constructed prior to 1967 that remain undocumented. **Without survey and documentation, we risk losing significant resources with no record of their contribution to Maryland's history.**

Another shortfall of a survey program driven by development review is that documentation produced for this purpose is typically limited in scope and depth as it is conducted only to address narrowly defined regulatory requirements. Often reconnaissance in nature, the research associated with this work is narrowly focused on a discrete project area. The re-

sultant products do not provide the objective and intensive-level architectural and historical analysis which established Maryland as a nationwide leader among SHPOs.

*Outdated Survey Data*

Although Maryland adopted an aggressive approach to the identification and documenta-

tion of historic properties early in the history of the national historic preservation program, the aging of this survey data presents challenges today. For many of Maryland's counties, the majority of survey work was conducted in the 1970s and 1980s. Most survey data has not been updated since that time. As a result, the current condition and the very ex-

istence of previously documented properties are usually uncertain. Archeological survey activity has also been impacted, with less archeological survey occurring in fewer regions now than was being undertaken 30 years ago.

Oftentimes, early surveys focused on the elite, oldest and most significant resources, leaving many historic sites undocumented and the historical record incomplete. In Dorchester County, for example, an estimated 6,469 buildings built between 1776 and 1966 remain undocumented within the inventory. Of that number, approximately 530 buildings were constructed prior to 1901.

In addition, professional survey standards have changed over time. Even some highly significant landmarks that were documented in the early years of the program suffer from inadequate documentation that does not meet today's standards. Typically missing from these materials is a thorough analysis of the building's architectural fabric, its proper placement within the context of Maryland's history, and its broader relationship to national trends.

Recent efforts to use the Ellicott City National Register Historic District nomination, prepared in 1976, to assist Howard County with flood response efforts demonstrates the limitations of old survey data. While the nomination eloquently describes the history



*In 2007, Non-Capital Program funds supported documentation of Southern Maryland tobacco barns with photographs and measured drawings. **These barns, a defining feature of the agricultural landscape for hundreds of years, are rapidly disappearing.** The Brome Howard Barn, pictured here, is located in St. Mary's County and dates to 1785.*

and significance of Ellicott City and highlights its most outstanding landmarks, it provides no building-by-building inventory and no photographic documentation. These latter considerations are now required by MHT's *Standards and Guidelines for Architectural and Historical Investigations in Maryland*.

#### *Incomplete Survey Data*

Maryland's current catalog of historic resources also reflects how resource types considered worthy of documentation have greatly

evolved over time. Today, the historic preservation community is beginning to evaluate resources constructed prior to 1966 for their contributions to our history, architectural heritage, and culture. Whether it is a suburban development constructed to support an expanding governmental workforce following World War II or a Baltimore City building significant to the African American Civil Rights Movement, the public wants these important places to be identified and their stories told.

To that end, MHT is currently undertaking a comprehensive study of our Maryland Inventory of Historic Properties. We are conducting an analysis of our architectural survey data gaps, identifying re-survey needs, and determining strategic opportunities for new survey work and the development of historic contexts related to the history of Maryland. The study will identify underserved communities and include a list of significant themes and major gaps in the survey data identified by county, region or theme. A similar analysis of MHT's archeological data has already been completed.

This study will be used to set priorities for future survey work throughout the state based on a comprehensive and methodical review. When complete, the study will not only be beneficial to MHT, but can assist local governments in guiding future historic preservation planning and development activities.

#### **D. Need and Demand**

As the prominent architectural historian Carl Lounsbury noted at this year's premier national professional conference, the Vernacular Architecture Forum, Maryland has long been held as the gold standard in architectural fieldwork and survey. Without funds to support field documentation, architectural and archeological surveys, and the production of comparative historic contexts, the reputation

of the Maryland SHPO as a leader in the field is gradually eroding.

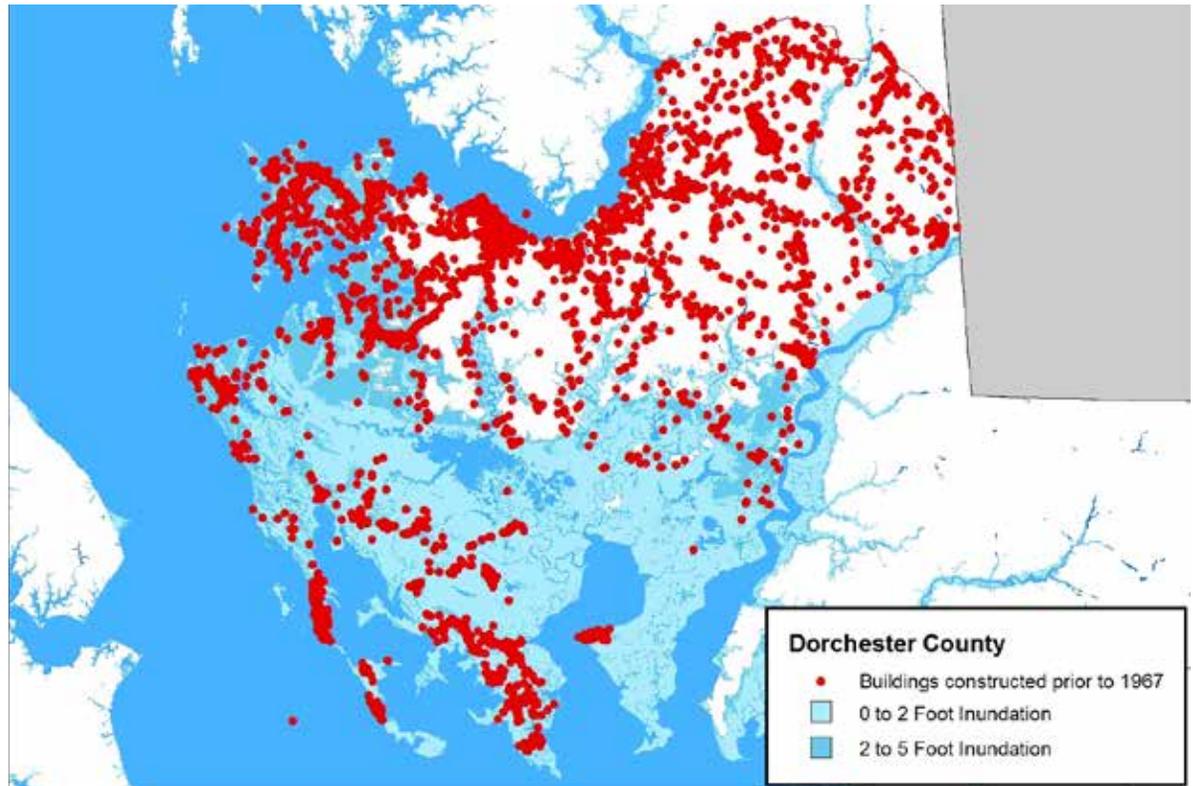
#### *Supports Strategic Decision Making*

Historic preservation is not about preserving everything. It is about making strategic decisions about what to protect, what to enhance and what to let go – based on our understanding of the extant universe of historic properties, an evaluation of their relative

significance, and local input. Historic site survey data assists us in managing change as we balance the needs of the present with a respect for the past. In order to work smarter, we need this data.

#### *Assists Local Governments*

Without the ability to conduct comprehensive surveys of Maryland's historic resources, preservation planning becomes more chal-



**Now is the time to document and survey vulnerable communities and buildings.** *Of Dorchester County's 7,333 pre-1967 buildings, only 864 have been surveyed. The light blue areas show how many buildings will be affected, and potentially lost, due to inundation from sea-level rise.*

lenging at both the local and State levels. Lack of this data also places local governments at a disadvantage when it comes to identifying economic opportunities for reinvestment in historic properties. Survey and evaluation activities can be instrumental in strategically targeting financial incentives for both government agencies and private investors. Maryland's twenty-eight designated Main Streets, a magnet for State support, are an example of where historic preservation and economic redevelopment interests complement each other.

Counties and municipalities have the ability to plan for historic properties, create local preservation incentives, review changes to properties, and ensure that new growth and development enhances — rather than detracts from — the historic character of their communities. Planning activities previously funded under the Non-Capital Grant Program, including the development of local preservation plans, educational programs related to preservation, and planning documents such as design guidelines, provide essential support to county and municipal governments of all sizes. Without the Non-Capital Grant Program, there is nowhere else to turn for this support.

#### *Streamlines Project Review*

The active engagement of MHT and local communities in State and federal project re-

## Q: How could your community use a non-capital grant from MHT?



*La Plata Train Station is the only remaining example of its kind in Charles County. Once there were stations at Waldorf, Popes Creek, Bel Alton and several other stops along the Baltimore and Potomac railroad line. Photo: Cathy Hardy Thompson*

*A: We would expand the number and type of properties listed on the National Register of Historic Places in Charles County. Today, the National Register largely recognizes 18th and early 19th century dwellings of the rich and famous in Charles County. It is largely silent on the significant buildings and landscapes that tell a wider story of our shared heritage. Tobacco barns and warehouses, maritime communities, Victorian railroad villages, African American schools and lodges, and the vernacular homes of tenant farmers all reflect the richness and diversity of Charles County's past and are equally worthy of preservation. **Listing on the National Register is a powerful tool to document and encourage preservation of these places and the stories they represent.***

*-Cathy Hardy Thompson, Community Planning Program Manager  
Charles County Department of Planning and Growth Management*

views ensures that agencies are a good neighbor and that there is a local voice in State and federal decision making. This so called "Section 106 Review" is mandated under Section 106 of the National Historic Preservation Act and the Maryland Historical Trust Act of 1985. Both before and during the consultation process, MHT is actively engaged in

providing technical assistance to agencies and the public. MHT staff consult with project sponsors, local governments, applicants for State and federal assistance, and the involved State and federal agencies to help ensure appropriate consideration of impacts to historic and archeological resources during project planning. Through active collaboration via

**Q: How could your community use a non-capital grant from MHT?**

*Photo: Baltimore Heritage*



*A: We would expand our work in Baltimore's historic neighborhoods. We could complete a National Register nomination for the Garwyn Oaks neighborhood in West Baltimore **which will make residents eligible for rehabilitation tax credits**, increase our heritage tours program in neighborhoods from Patterson Park to Jonestown, or provide more assistance to community groups in historic districts who are dealing with vacant housing issues while revitalizing their neighborhoods.*

*-Johns Hopkins, Executive Director, Baltimore Heritage*

project review submittals, meetings, site visits, and close consultation, MHT staff work to develop successful solutions that delicately balance project needs and historic preservation responsibilities.

For each project that is subject to this form of review, project sponsors must, in consultation

with MHT, identify all historic and cultural properties that may be impacted by their project. These reviews are much more efficient for all parties when the affected area has been professionally surveyed to identify historic properties in advance. If the project area has not been previously surveyed, sponsors must conduct (or hire a consultant to conduct) a

professional documentary and field survey to identify historic properties. Limited-area compliance surveys completed by professional preservation consultants are far less efficient and considerably more expensive for sponsors to complete than broad-based comprehensive surveys supported by the Non-Capital Program.

#### *Provides Access to State and Federal Rehabilitation Tax Credits*

For the past 17 years, the Maryland Heritage Structure Rehabilitation Tax Credit has played a key role in community revitalization by supporting the rehabilitation and adaptive reuse of underutilized historic properties across the state. Between 1996 and 2016, the State tax credit program alone has produced \$1.52 billion in commercial redevelopment and \$382.6 million in residential spending in National Register districts. During this same period, commercial projects leveraged approximately \$360 million in federal rehabilitation tax credits – thereby amplifying the impact of the State program. Property owners are only eligible for these State and federal tax credits, however, if their property is locally designated or listed on the National Register of Historic Places.

Use of this critical investment incentive in Maryland's existing communities would not have been nearly as extensive and impactful without the Non-Capital Grant Program,

which funded surveys that resulted in the nomination of at least fifty National Register districts, as well as numerous individual property nominations. Property owners can't do it alone. Non-Capital Grant Program support has often been the first step in assisting local communities to become eligible for this effective revitalization tool.

#### *Supports Heritage Tourism Development*

Heritage tourism, as defined by the National Trust for Historic Preservation, is "traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past." Here in Maryland, heritage tourism is popular with residents and visitors alike. A 2013 random telephone survey of Maryland households conducted by the firm GreenPlay found that visiting historic sites ranked first, tied with walking, as favorite outdoor recreation activity. The Department of Natural Resources used these survey responses in the development of the 2014-2018 Land Preservation and Recreation Plan.

Visiting historic sites is not only popular, it is also lucrative for the State. Nationwide, cultural heritage tourism remains the fastest-growing segment of the tourism market. In Maryland, the Office of Tourism Development estimates that the touring visitor - travelers who explore one or more regions to experience their scenic beauty, history and culture - spend 55% more per trip than the

average overnight visitor due to their larger travel party size, longer length of stay and higher expenditures. This key target audience for Maryland's marketing efforts spends more on paid accommodations, and they include a greater percentage of cultural and historic activities such as museums and landmarks in their trip.

Historic sites survey data, and the research it represents, provides the basis for the development of walking tours, exhibits, public programs, interpretive signage, and related activities that enhance the experience of the visiting public at heritage areas, state parks, museums, and history attractions all across the state. Research and survey, supported by the Non-Capital Grant Program, can provide the building blocks on which these heritage tourism experiences are developed.

#### *Complements the Maryland Heritage Areas Program*

Heritage tourism is at the heart of the Maryland Heritage Areas Authority (MHAA) grant program, one of only two currently available sources of funding administered by MHT. MHAA supports the work of 13 certified heritage areas across the State, each encompassing a unique collection of historic, cultural and natural resources. MHAA grants can support a wide range of non-capital and capital activities that take place within the boundaries of a certified heritage area, provided those projects

result in a direct increase in heritage tourism activity. The popular MHAA grant program received a record 145 applications requesting over \$5 million in FY2017, a 26% increase from the previous year. With its available \$2.7 million in grant funding, MHAA was able to fund only 52 of the 145 applications.

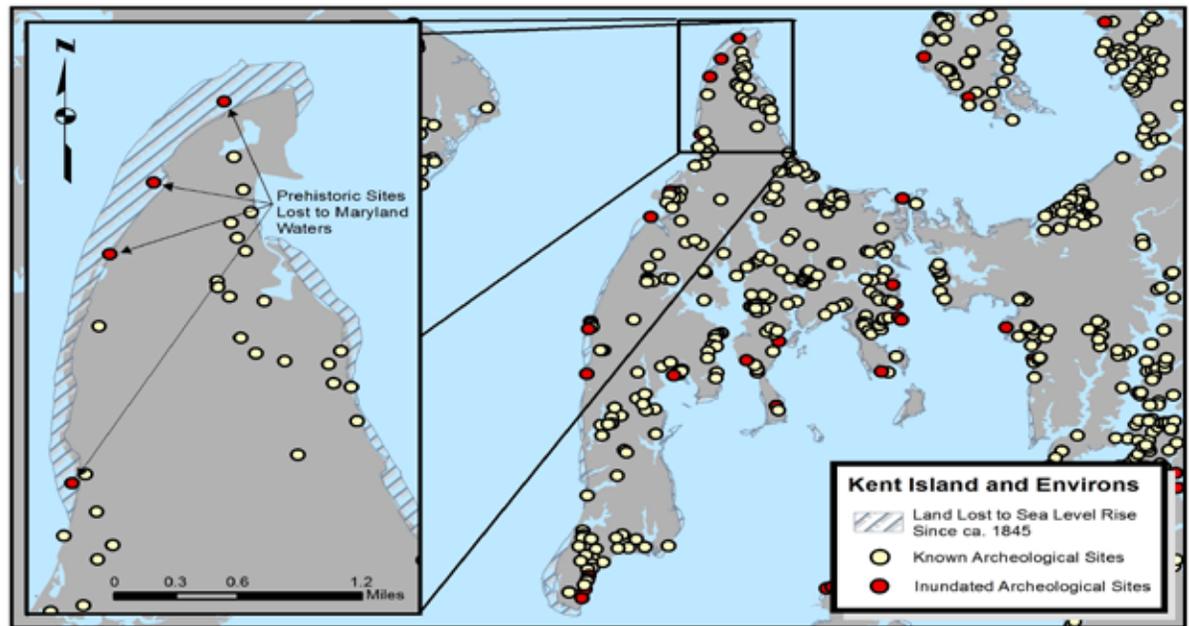
Due to the high demand for MHAA grant funds, survey, research, archeology and preservation planning projects are rarely funded because they don't demonstrate an immediate heritage tourism outcome. While research and survey projects provide the critical foundation for the development of new and authentic heritage tourism products, they fail to compete well in this already oversubscribed program. Projects supported by the Non-Capital Grant Program would complement, rather than duplicate, the types of activities supported by the heritage area grant program.

#### *Assists with Hazard Mitigation Planning and Disaster Preparedness*

Most counties and municipalities with significant historic properties and cultural sites do not include these irreplaceable assets in local hazard mitigation plans. With funding from the National Park Service's Hurricane Sandy Disaster Relief Fund, MHT currently operates a Cultural Resources Hazard Mitigation Planning Program, which pairs competitive non-capital grants for hazard mitigation planning with technical assistance to help com-

munities protect their cultural resources from hazards such as tidal flooding, coastal erosion, earthquakes and wind. When the National Park Service funds expire in 2017, communities will still need funding to survey and document cultural resources threatened by natural hazards, assess the vulnerability of historic structures and archeological sites, and develop plans to help ensure their long-term protection. In addition to current threats, hazard mitigation planning considers future conditions such as climate change. Maryland's coastal areas and riverine corridors hold the highest concentration of historic properties and archeological sites, leaving many resources vulnerable to sea-level rise and increased precipitation within the next few decades.

Working through the Hazard Mitigation program and the Maryland Climate Commission's Adaptation and Response Working Group, MHT is currently developing models for climate planning that include historic and cultural resources. By overlapping maps of historic and cultural properties with projected water levels, for example, MHT has determined what documented sites are vulnerable to sea-level rise, so that the State and local governments can plan for preservation or documentation. It is likely that many historic properties and archeological sites within the affected areas have not been identified. Indeed, while more than 2,500 known archeological sites are currently threatened by sea



*More than 2,500 archeological sites in Maryland are imminently threatened by sea level rise and erosion. Kent Island is an apt example, where sea level rise since the mid-19th century has already led to the inundation of numerous archeological resources. **Survey in endangered areas is a critical need.***



*This historic well, located on Parsons Island (once connected to Kent Island), was exposed as the surrounding coast eroded 2.5 meters in about 270 days. Courtesy of Darrin Lowery.*

## Archeology at Pig Point, Anne Arundel County: A Non-Capital Historic Preservation Grant Success Story

Many worthwhile archeological projects have been funded by the Non-Capital Grant Program, but the work has sometimes been a better fit for outside researchers' needs than those of MHT. To remedy this, in 2007 MHT staff attempted to focus research by encouraging proposals for long-term archeological study of a specific topic. The challenge was accepted by the Anne Arundel County Trust for Preservation, who

proposed a multi-year survey and assessment of Middle Woodland period sites (A.D. 200-800) in Anne Arundel County, conducted in four research phases. What started with review of the existing literature and site data, expanded to testing at Pig Point, which then grew to massive, deeply stratified block excavations that have turned Middle Atlantic archeology on its ear. Each shovelful seemed to expose new surprises—

rare or unique in Maryland and beyond—including:

- Archeological deposits buried to depths of more than two meters.
- Evidence of superimposed structures spanning some 4,000 years.
- Radiocarbon dates range from A.D. 1540 to 7300 B.C. in correct vertical sequence.
- Unusual examples of ceramics, including a



*Ceramic pot incised with a woodpecker design.*



*Decorated tobacco pipe fragments from Pig Point.*

pot incised rim to base with a woodpecker design and a toy pot measuring only 15 mm in diameter.

- Exotic materials including Flint Ridge chalcidony and Fuert Hill pipestone from Ohio, and copper beads from the Great Lakes region.
- Artifacts from the Adena culture including blocked end pipes, platform pipes, large blades, copper beads, sharks' teeth, and drilled and incised pendants, all related to a large ceremonial area containing human bone found in ritual or mortuary-processing contexts rather than as interments.

**All of this led the New York Times to call Pig Point “a tantalizing window into pre-historic gatherings” (see excerpt at right).**

*Non-capital historic preservation grant funding allowed archeologists to get a new, comprehensive look at Middle Woodland sites in Central Maryland. In doing so, the Pig Point site (once thought to be a Middle Woodland campsite) proved to be an even older ceremonial complex with ties to the cultures of the Ohio Valley. Thanks to additional funding from the Maryland legislature, further work has been carried out at the site which indicates both even more extensive deposits and nearby related sites...all awaiting the opportunity to be investigated.*

## A Maryland Hill's Prehistoric Secret

By THEO EMERY OCT. 14, 2013

# The New York Times



The archaeologist Al Luckenbach, top left, with a colleague, John Kille, at the Pig Point site, which has provided a window into prehistoric rituals. Theo Emery

level rise, we won't know how many undiscovered sites will be impacted until they start eroding into the Bay, if they are identified at all. For example, during the late 1950s and early 1960s, avocational archaeologist Richard E. Stearns identified 5 sites along the 27 mile shoreline of Battle Creek in Calvert County. In 2015, a cultural resources management firm under contract from the Calvert County government confirmed the 5 sites that Stearns had found and recorded 13 more, all endangered by natural hazards such as storms, sea level rise, and normal tidal activity. Without survey and documentation funding, vulnerable sites such as these are going to be lost forever without the opportunity for Maryland's citizens to understand what they can tell us about the state's past.

In addition to planning for ongoing and future threats, counties and municipalities -- as well as stewards of historic properties and cultural sites -- should develop plans for protecting their historic and cultural resources in the event of a disaster. There is currently no funding available to help State agencies, local governments or organizations do this work. At a minimum, if detailed research and survey data is available in the Maryland Inventory of Historic Properties, MHT can quickly provide data to local jurisdictions, developers and property owners if a disaster occurs. MHT's response to Hurricane Isabel in 2003 demonstrates how important this data is to

providing effective support before, during and after a disaster. Three days in advance of Hurricane Isabel, MHT assembled a response team, built a hurricane web page, and notified partners statewide of the potential severe impact of the storm on historical and cultural resources from wind, flood and storm surge. Team members visited impacted areas around the state to document the extent of damage to historical resources that had been identified through MHT's geographic information system as being within the storm's path. Using this mapping and inventory data, MHT was able to streamline Section 106 review of emergency and disaster relief and hazard mitigation programs under FEMA/EMMA. Without the benefit of such previously-generated historic property data, MHT would never have been able to respond so quickly and effectively.

### **E. Innovative Funding Options**

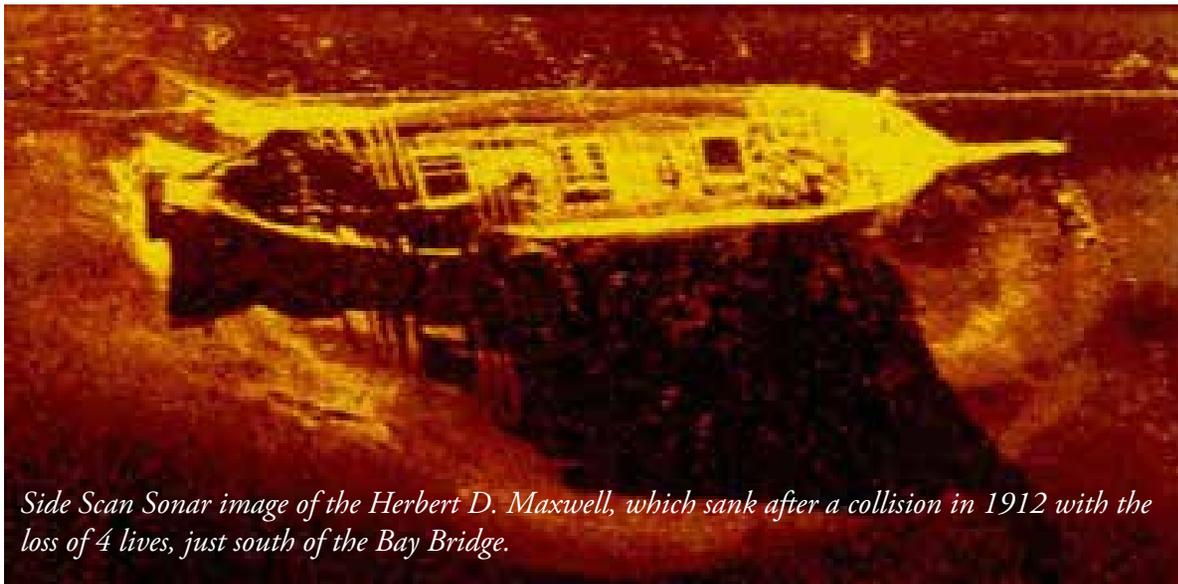
Funding for the Non-Capital Grant Program was suspended due to economic distress - not because of lack of need or demand. The Non-Capital Grant Program functions well administratively, though its title does little to effectively communicate the purpose or outcomes it is designed to achieve. Redirecting advocacy efforts towards support of the MHT Grant Fund generally (which provides support for both capital and non-capital activities) or rebranding the fund entirely to better communicate its purpose and goals (e.g.,

Maryland History Investment Fund) would be desirable.

#### *Award Block Grants to Non-Profit Partners*

The award of a block grant to partner preservation organizations could streamline the delivery of State funds to local government and non-profit partners. MHT staff could continue to advise on a competitive grant ranking and award system and review grant products to ensure there is quality control, but grant administration would be handled by a third party. Presumably, a portion of the block grant award would be used to cover the administration costs of the third party.

The Historic Community Investment Fund (HCIF) demonstrates how this arrangement can work. MHT awarded two Non-Capital grants to Preservation Maryland to support the HCIF, a program designed to assist communities with the costs associated with nominating historic districts to the National Register of Historic Places, a common eligibility threshold for federal, State, and local financial assistance programs for historic preservation. Using matching funds from the Abell Foundation and local communities, Preservation Maryland provided a total of \$314,204 to thirty-four communities to list historic districts in the National Register, making preservation incentives available to over 21,000 contributing properties over the period of 2000-2004. As a result of



*Side Scan Sonar image of the Herbert D. Maxwell, which sank after a collision in 1912 with the loss of 4 lives, just south of the Bay Bridge.*

*Housed at MHT, the Maryland Maritime Archeology Program (MMAP) was created in 1988 in response to the National Abandoned Shipwreck Act which gave states that had management programs in place, title to significant historic shipwreck remains within their waters. In addition to shipwrecks, the MMAP searches for, inventories and manages the State's other submerged cultural resources. These include prehistoric sites, historic structures such as building, bridge, and wharf remains. Maryland's waters cover a range of vessels from native log canoes to colonial merchantmen and warships, and even relatively modern shipwrecks of historic importance.*

*Restoration of the non-capital grant funds would permit the MMAP to assist sister agencies and facilitate citizens' groups and non-profit organizations to undertake projects such as reef creation and monitoring, and the development of education and outreach programs for the documentation and protection of significant submerged archeological sites. **There are four strong volunteer non-profit maritime heritage organizations active in Maryland that could benefit the State so much more with additional funding:** the Institute of Maritime History (IMH), the Battle of the Atlantic Expedition and Research Group (BAREG), the Maritime Archaeological and Historical Society (MAHS) and the the Nautical Archaeology Society (NAS).*

National Register listing, property owners became eligible for the Heritage Structure Rehabilitation Tax Credit. As of August 2010, 645 Part 2 tax credit applications were approved in these districts totaling \$89,254,612 in anticipated rehabilitation expenditures. Without the National Register listing obtained through the Non-Capital Grant Program, it is unlikely that these communities would have seen such investment.

The HCIF was successful because of its focused approach on a specific outcome (National Register nominations) and close collaboration with MHT staff. A portion of a Non-Capital Grant Program appropriation or a line item in the MHT budget which is transferred to the third party by means of a Memorandum of Understanding or a single grant agreement would be the mechanism by which this partnership could be implemented.

#### *Seek New Ways to Partner with Local Governments*

Local governments are already important partners in the Non-Capital Grant Program, but there may be new ways to work with them on historic sites survey projects. For example, the Virginia SHPO uses a "Cost Share Locality Agreement" with local governments to accomplish survey activities. The advantage of this approach for local governments is that the SHPO bears all of the administrative burden of procuring the services of the historic sites

## Q: How could your community use a non-capital grant from MHT?



*My organization, the Herring Run Archeology Project, could expand its public archeology program, which has created awareness of Northeast Baltimore's rich cultural heritage and the need for historic preservation within the city. Operating on a shoestring budget, we currently offer an archeology field school, public and school educational tours, archeology lab work opportunities for community members, a project website, and numerous presentations to school, avocational, and community organizations throughout the year. **If funding, through grants, were provided, this program and others like it could expand to reach a larger audience and build awareness of the rich cultural and historical heritage present throughout the City of Baltimore.***

*-Jason Shellenhamer  
Herring Run Archeology Project*

surveyor, there are no reporting requirements which are typically associated with grant awards, and supervision of the contractor is handled entirely by the SHPO.

Local governments with limited capacity would particularly benefit from shifting the professional oversight and administrative costs of project administration to the State. MHT would use its procurement exemption for surveying and evaluating architecturally, archeologically, historically, or culturally significant properties to streamline the procurement process. Filling the vacant Architectural Survey Administrator position would be beneficial if this partnership agreement were to move forward.

Providing direct operating support to local government historic preservation programs would be another way to stimulate survey activities and build local capacity. In previous years, MHT provided direct support to county government through the Preservation Incentives for Local Governments (PILG) grant program. PILG grants were designed to give counties without a heritage preservation program the capacity to develop one, and to assist counties with preservation programs to expand those programs. These grants grew incrementally as each county's commitment to heritage preservation grew. There were five levels of PILG participation -- non-participation, entry, intermediate, advanced,

and full compliance -- with grants increasing from \$25,000 at the entry level, to \$50,000, \$75,000, and finally \$100,000 as county programs met additional standards. The return of this program would likely be more costly than other options under discussion but would be more effective in engaging county government in historic preservation activities over the long term.

#### *Support State Agency Survey Needs*

The State of Maryland owns more heritage resources in Maryland than any other single entity. As of 2001, an inventory of State-owned properties, maintained by the Department of General Services, included more than 3,800 buildings. Of these, approximately one-half were constructed before 1960 – reflective of the fifty-year threshold for historic designation. These include a wide range of structures built by the State to carry out mandated responsibilities such as hospitals, armories, prisons, and State Police barracks, and an even more diverse array of buildings on State park land. The majority of resources are owned by the Department of Natural Resources, the University of Maryland System, the Department of Transportation, the Department of Health and Mental Hygiene and the Departments of Public Safety & Correctional Services and Juvenile Justice.

Existing documentation of State-owned properties dates back more than thirty years and,

while useful, cannot meet current needs for evaluating resources. During the 2001 legislative session, funding was allocated to target the identification, documentation, evaluation and assessment of State-owned cultural resources. This multi-disciplinary survey of State land considered buildings, structures, objects, potential and existing archeological sites, cultural traditions and heritage landscapes. The purpose of this effort was to bring all State agencies up to current standards of documentation and provide condition assessments of surveyed properties to assist with property management decision making. While funding for this program was short-lived, the need remains unfulfilled. Funding contractual staff at MHT dedicated to working with State agencies on their survey needs or providing funds restricted for historic property survey and assessment purposes to those State agencies that own property would address this issue.

#### *Identify Funding Priorities*

Prioritizing funding for particular areas of need can be an effective way to make progress quickly on areas of concern. The Virginia Threatened Sites Program, for example, addresses archeological sites threatened by erosion, development, or neglect. Targeting funding for underserved geographies or communities, under-documented property types, or threatened resources is possible within the existing framework of the Non-Capital Grant

Program.

The creation of new single-focus programs that address areas of particular need is an alternative approach. The Maryland Commission on Indian Affairs, for example, has an interest in exploring the creation of a grant program directed exclusively to the preservation and enhancement of Maryland Indian sites and traditions to achieve cultural resource protection, education, and heritage tourism development goals. The African American Heritage Preservation Program (AAHPP) is an example of a successful thematically focused bricks and mortar grant program in Maryland.

#### *Diversify Funding Sources*

Diversifying funding sources for the Non-Capital Grant Program could provide a more consistent funding stream for historic property survey and education activities. Since the 1990s, the Non-Capital Grant Program has been supported exclusively by general fund appropriations. Looking nationally, while some states support their research and survey programs with general funds, those that are most well-established rely on real estate transfer taxes, a portion of the state sales tax, or gaming revenues.

# Capital Historic Preservation Grant Program: Bricks-and-Mortar Restoration and Rehabilitation

## A. Program Overview

The Capital Grant Program provides support for bricks-and-mortar physical preservation projects as well as for architectural, engineering, archeology, and consulting services needed in the development of the construction project. Acquisition of properties can also be funded. All assisted properties are either listed on or eligible for the National Register, and all properties are subject to a perpetual preservation easement held by MHT. In this way, MHT not only supports the immediate stabilization, rescue, and rehabilitation of our state’s most significant historic structures, it also secures their preservation in perpetuity, ensuring that these special places can be enjoyed by future generations.

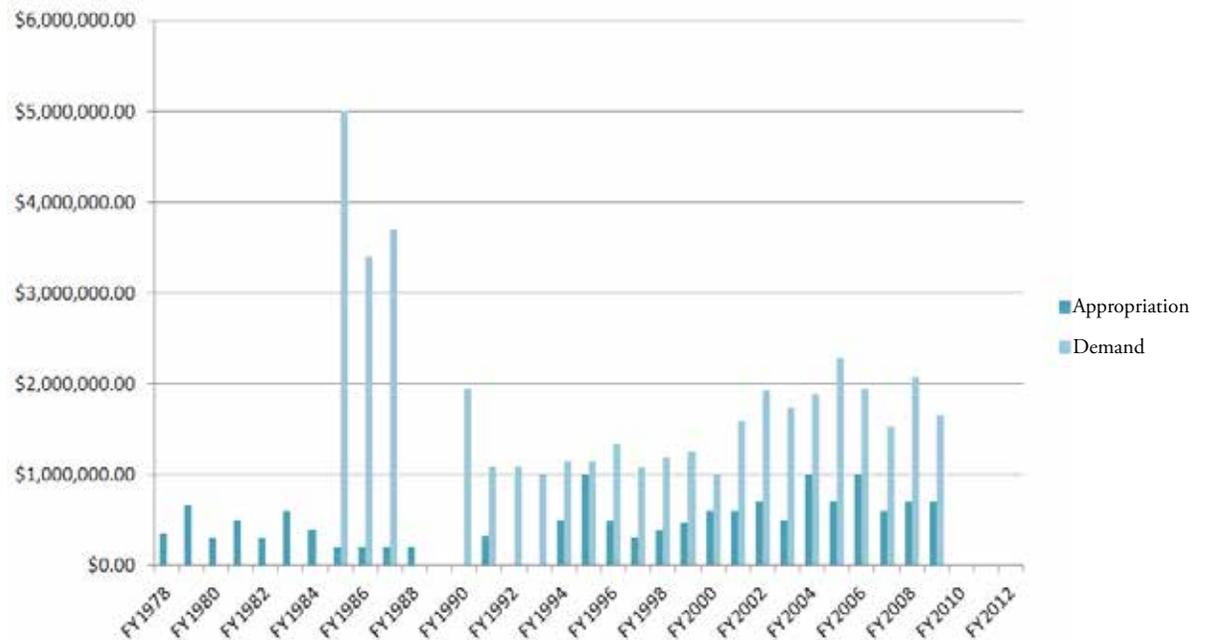
Non-profit organizations, local jurisdictions, business entities, and individuals are eligible for funding. All project proposals are evaluated competitively. Funding recommendations are made by the MHT Board of Trustees to the Secretary of the Maryland Department of Planning who takes final action on funding awards. Individual grants of up to \$50,000

per project per year are available, and many projects take advantage of capital grants in conjunction with other MHT, State, federal, or private funding as part of a larger rehabilitation or adaptive reuse project. Emergency grants are also available. Matching fund requirements leverage local support, both in terms of funding and actual participation.

## B. Funding History and Staff Capacity

Capital grants have been a key component of MHT’s success and impact since the earliest

years of the organization. MHT received occasional appropriations for grants and loans for physical preservation projects dating back to 1965, shortly after the creation of MHT in 1961. In 1978 the Capital Grant Fund was established; this was the predecessor to today’s MHT Grant Fund. Since its inception, the program has awarded grants for physical preservation measures to National Register listed or eligible properties. Of particular impact are emergency grants, which allow purchase and stabilization of endangered structures. In certain past years, MHT has targeted the im-



*Since 1978, MHT’s Capital Grant Program has awarded nearly \$15 million to assist over 500 projects in every county and Baltimore City. Projects resulted in the protection of hundreds of properties with preservation easements. Many properties received emergency funding which prevented their loss.*

pect of capital funding toward specific project types such as skipjacks, tobacco barns, and lighthouses. Capital grants have most recently been funded through GO bonds.

Program appropriations generally increased over the years, and since about FY2000 the Capital Grant Program received an appropriation ranging from \$500,000 to \$1 million; the annual appropriation never exceeded \$1 million. Project awards were capped at \$50,000. MHT has always taken pride in offering state-of-the-art technical assistance to our partners, not just on grant-funded projects, but also more generally as a constituent service; this task often falls to Capital Grant Program staff. With careful oversight and personal involvement from MHT staff, not only are the State's grant funds well spent and projects more likely to succeed, but local communities also feel the State is supporting their typically grassroots and volunteer-driven efforts.

Due to the complex and detailed process of administering capital grants and loans at MHT, staff is evaluating creative solutions in order to undertake the workload of re-launching the Capital Grant Program if funding is restored. Historic preservation projects can be technically challenging, complex, and unpredictable, and MHT's provision of qualified professional staff to oversee those projects

The Cumberland Heritage Foundation is focused on encouraging the discovery, interpretation, and preservation of history within the community. Tapping into real-time, public participation from a wide base of enthusiasm and knowledge, our work in the North End neighborhood is the basis for long-term studies, round table discussions, and further discovery. Capital Grants from MHT would facilitate important rehabilitation projects and support a strong community-led movement for historical preservation in Western Maryland.

The investment of dedicated residents of Western Maryland in saving these resources seems ideally suited for a state funded program that provides a mix of capital funds and critical planning and research activities needed to interpret and document them - and to help create sustainable partnerships for their preservation and presentation.

Perhaps even more importantly, many citizens of Cumberland are now embracing the idea that our past is among our best calling cards for the future. Key preservation opportunities outside our official heritage areas can contribute equally to our tourism development, community development, neighborhood redevelopment, sustainable strategies and economic development. This is a perfect time for new investment in Western Maryland's historic assets as it is likely to be highly leveraged as part of our economic revitalization.

-Dave Williams, President  
Cumberland Heritage Foundation

will be critical to the success of the grant projects going forward.

### **C. Current Conditions**

In the absence of Capital Grant Program funding, many historic buildings are suffering for want of stabilization. Many of our most significant historic structures are owned by non-profit organizations, and even the savviest rely on grants to meet major preservation needs. Most non-profits cannot qualify for loans to make capital improvements, and other sources of bricks-and-mortar funding are hard to find or are extremely competitive. While many types of projects are eligible for rehabilitation tax credits, tax credits are awarded based on the eligible rehabilitation costs of completed projects and therefore do not provide any upfront financial assistance. In contrast, a capital grant from MHT can be a pivotal front end investment, making the difference in leveraging other types of funding or in keeping a fragile building intact until the major rehabilitation effort can begin.

In the past, federal funding for capital projects has been made available through the National Park Service. The Save America's Treasures Program, which received a total \$315 million Congressional appropriation from 1999 to 2010, is no longer funded. The national preservation and advocacy non-profit, the National Trust for Historic Preservation, also makes

grants, some of which are for bricks-and-mortar expenses. However, the impact of their approximately \$1 million in annual funding is spread to nearly 200 projects nationwide, which means Maryland's projects receive only a small share. The Bartus Trew Providence Preservation Fund, administered by the National Trust, provides about \$70,000 annually to projects with a public, educational, and charitable purpose on the Eastern Shore, but only a few awards are made each year, in the \$5,000 to \$25,000 range.

On the State level, some funding for capital preservation activities is still available. The MHAA Grant Program will support capital projects provided that they have a heritage tourism purpose and are located within a Certified Heritage Area. However, historic properties are located all across the state, not only in Heritage Areas, and those which fall outside the boundaries cannot apply. Demand for capital funding has led, at least in part, to a significantly increased demand for heritage area boundary expansions over the past five years. Heritage Area boundary amendments must be carefully considered to ensure that expansion does not dilute the distinctive focus and characteristic themes that attract visitors in the first place. These requests to incorporate additional sites, towns and cities, and in some instances large regions, challenge the program's ability to target resources strategically.

The AAHPP, also housed at MHT, was created in 2010 and is modeled directly on MHT's Capital Grant Program, although it allows funding of projects which are not listed on or eligible for the National Register. This program has been very popular and has already resulted in many preservation victories; it has also helped MHT, in cooperation with the Maryland Commission on African American History and Culture, to better understand the particular preservation needs and concerns of the African American community and to forge new partnerships. However, this program is obviously limited in scope and does not replace the Capital Grant Program, which was available to a wider range of historic properties representing the entire population of Maryland.

Additionally, statewide preservation non-profit Preservation Maryland offers small grants through its Heritage Fund. From FY2012-FY2016 the fund awarded \$381,400 to 123 projects, for an average of \$3,100 per project. Typically a little less than half of the funds are used for physical preservation measures. While in some cases a small contribution may make the difference in the survival of a fragile building, the Heritage Fund is not filling the substantial gap left by the loss of Capital Grant Program funding.

## The Lower Eastern Shore: A Capital Historic Preservation Grant Success Story

*For decades, the Maryland Historical Trust Capital Grant fund served as a critical source of aid in the restoration and preservation of Maryland's diverse collection of architecturally significant cultural resources. **The fund served as a means for non-profit organizations to leverage private dollars in a joint responsibility in the preservation of the many of the state's historic resources.** Typically the most architecturally and historically defining and distinctive buildings in a particular community, the structures that received Capital Grant funds were infused with vitally important restorative measures that have prolonged their usefulness and presence in a particular place, thereby preserving their cultural distinctiveness and identity in their respective communities. In my own career the MHT Capital Grant fund was instrumental in preserving valuable cultural resources on the lower Eastern Shore. The preservation and renewed vitality of these sites will enrich these communities for generations to follow. Some of the sites improved by the MHT Capital Grant fund include the following [pictured at bottom, from left to right]:*

1. Teackle Mansion, Princess Anne, Somerset County
2. Littleton Long House, Princess Anne, Somerset County
3. St. Martin's Church, Showell vicinity, Worcester County
4. San Domingo School, San Domingo, Wicomico County
5. Cottman-Pinkett House, Princess Anne, Somerset County
6. Costen House, Pocomoke City, Worcester County
7. St. James Church, Oriole vicinity, Somerset County

*All of these buildings required substantial reinvestment to make them viable for continued use into the 21st century. Without the MHT Capital Grant program, the critical repairs would not have been completed. The seven sites mentioned are a small number of the hundreds of buildings aided throughout the state by the MHT's Capital Grants during the last quarter of the 20th century and first decade of the 21st century before the funding was discontinued.*

*-Paul Baker Touart  
Architectural Historian / Restoration Consultant*



## D. Need and Demand

The need for the Capital Grant Program remains substantial. This intensity of demand is further demonstrated by the response MHT received to a limited FY2013 grant round designed to award only \$158,000 (from previous awards which were cancelled or completed under budget) only to properties already protected by an easement. Awards were capped at \$25,000 rather than the previous norm of \$50,000 under the program. Demand was overwhelming, with 49 applications requesting over \$775,000. Eight grants were awarded. Emergency grants were not made available as part of this grant round; however, it was clear from the nature of the applications received that many projects stand in dire need of intervention and assistance, and that dozens of groups and individuals stand ready to do their part for preservation.

Similarly, MHAA is experiencing strong demand for capital funds. In FY2017, MHAA received 54 applications totaling \$2,330,619. Of those bricks-and-mortar requests, only \$1,072,368 was awarded to 20 projects. While these funds are restricted for properties located in a heritage area which have a heritage tourism component, most of the projects seeking MHAA funding would be otherwise eligible for the Capital Grant Program.

The lack of Capital Grant Program funds is



*A: Grand buildings from the 1868 Sellers Mansion in Lafayette Square [shown] to the nation's oldest Jewish orphanage sit vacant and crumbling for lack of funds. **The good news is there are groups ready and able to tackle these preservation projects.** With capital funds, organizations like Coppin Heights CDC, Druid Heights CDC, and many others could save these treasures before it's too late.*

*-Johns Hopkins, Executive Director, Baltimore Heritage*

placing increasing pressure on the MHAA program. Heritage areas are increasingly seeking boundary expansions in order to respond to the desperate funding needs of historic properties located outside of their current borders. This artificial inflation of heritage area boundaries is not good for the program

and would be largely relieved if alternative sources of funding for historic preservation projects were available.

Demand for AAHPP funds set a record in FY2017 in the application round that closed on July 15, 2016. The program received 38

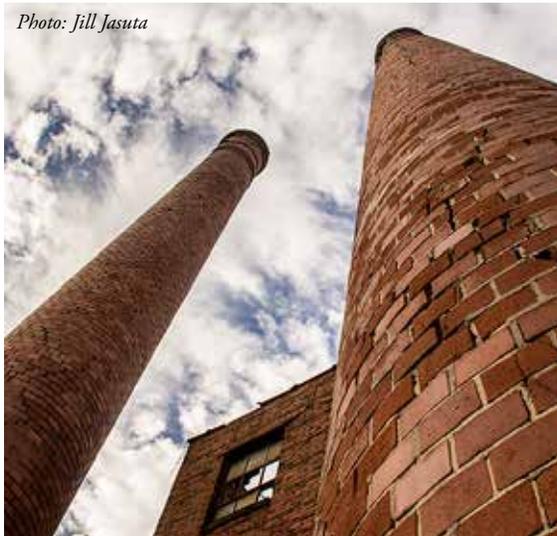
applications totaling over \$3,250,000 in requests for capital projects related to African American heritage. This year, \$1 million in funding is available for distribution, and typically approximately 15 projects are funded. Unfortunately, this is often not an alternative source of support for applicants who may otherwise qualify for a capital grant. However, these numbers show the ongoing need for bricks-and-mortar funding support.

Certain specific needs would be addressed through the revitalization of the MHT Capital Grant Program:

*Assists with Emergencies*

MHT has the ability to set aside up to 20% of the amount in the fund for emergencies which may arise in between application rounds.

*Photo: Jill Jasuta*



*Photo: Ralph Kimes*

*Factory F is the last structure in the Phillips Packing Company empire that remains in Cambridge today. During its height, the company employed over 10,000 people –approximately the population of the entire city. The iconic 60,000 square foot structure is reminiscent of a time in Cambridge when the economy was booming, unemployment was low, and parking places in downtown were at a premium. In the early 1960s, Phillips ceased operations, leaving massive numbers of people unemployed.*

*The redevelopment of Factory F is pivotal for the City of Cambridge, Dorchester County and the Heart of Chesapeake Country Heritage Area. Not only would it direct re-investment in a blighted, heavily trafficked, main corridor of the city, it would restore hope for economic prosperity in the hearts and minds of Dorchester County citizens. **We have an opportunity now with potential developers at the table to make a statement about the value we place on our history and the viability of historic preservation** – not just for the purpose of saving historic buildings, but for preserving the heart and soul of a community.*

*-Amanda Fenstermaker, Director, Dorchester County Tourism*

Currently the only avenues for emergency grants are MHAA, which last year awarded only \$96,000 in emergency capital funding, or Preservation Maryland, although its grants are typically less than \$5,000. While MHT's Capital Loan Program does receive funding, loans take longer administratively than grants and are not suited to true emergencies. Important historic properties are lost each year due to the lack of emergency grants.

#### *Provides Statewide Assistance*

The funds that are currently available for rehabilitation grants are primarily for projects in a certified Heritage Area or for projects related to African American heritage. Areas such as western Maryland and Baltimore County as well as large parts of Cecil, Harford, and Prince George's Counties are either not within Heritage Areas or exhibit low participation in the AAHPP. While all our programs take geographic diversity into account, the Capital Grant Program, since it is open to all National Register listed or eligible properties across the state, is best situated to ensure that preservation funding reaches all corners of our state.

#### *Supports Disaster Protection and Response*

Historic properties are vulnerable to hazards such as flooding and fire. Many historic wood frame buildings lack sprinklers and fire alarms; those in rural communities far from emergency services are at extreme risk. Many historic buildings and often their collections

are at risk of flooding or damage from hurricanes or major storms. Physical protective measures need to be designed and installed, but often those measures are unattractive to grant funders. MHT's Capital Grant Program is in a position to take these needs seriously and work with grantees and property owners to fund sensitive and appropriate interventions.

#### *Relieves Pressure on the Capital Budget and Reduces Need for Bond Bills*

Finally, it should be noted that in the absence of a Capital Grant Program to meet the demand for capital support, eligible applicants place pressure on the Capital Budget in the form of local project requests that typically materialize as bond bills or supplemental budget line items. In FY2017, the Department of Budget and Management received over \$115 million in miscellaneous capital project requests. Rehabilitation projects at Maryland Hall for the Creative Arts, the Peale Center in Baltimore, and Historic Sotterley Plantation are examples of projects receiving direct support through the Capital Budget in FY2017 that would otherwise have sought Capital Grant Program funding. These Capital Budget requests are typically substantial, with funds expended and tied up over a period of multiple years. In contrast, awards through the Capital Grant Program would have required these projects to draw down funds in phases, as the project progressed, rather than

unnecessarily tie up capital funds for which there is no immediate need.

## **E. Innovative Funding Options**

MHT's Capital Grant Program has experienced years of popularity and success. The program functions well administratively; similarly, the success of the AAHPP, which is based on the Capital Grant Program, demonstrates that the model is still effective. Ideally, as is noted above, if the Capital Grant Program were to receive a stable annual appropriation, it may allow organizations some level of certainty in planning for and undertaking preservation work. Additionally, if the annual appropriation were modestly increased, the Capital Grant Program may consider increasing its per-project, per-year award, bringing it in line with the AAHPP and helping to address current construction costs.

#### *Identify Funding Priorities*

Capital programs focusing on particular property types or themes are an approach that some states find effective. In Maryland, the AAHPP grant program is an example of how funding directed to a discrete theme - that of the African American experience in Maryland - can be a useful method of focusing limited State dollars. In other states, funding programs focused on historic courthouses (TX, WA, AR), country schools (IA), barns (WA, VT), lighthouses (MI), and cemeteries (OR,

## Sandy Spring Odd Fellows Lodge, Montgomery County: A Capital Historic Preservation Grant Success Story



*I'm a grateful grant recipient who is not a historian, grant writer, carpenter or architect. I embarked on this journey with no formal background in historic preservation or construction. How could I possibly make this important project happen?*

*Well, the Odd Fellows Lodge 'made it happen' with critical guidance and support from MHT. With MHT's unwavering support (historical, legal, architectural, financial), we were able to restore the historic lodge in Sandy Spring. Yes, the assistance from the MHT -- both MHT Capital Grant funds and AAHPP Grant funds -- saved the building. **But it also restored faith that there was an office that cared about the 'balance' in a community.** Surrounded by large contemporary homes, growing retail and heavy traffic flow, restoration of the Odd Fellows Lodge is an example of how private citizens and state experts can work collaboratively to make a good thing... great.*

*The opportunity MHT gave us is priceless and infectious. We've become a local hero to some and a 'go-to' for other small groups seeking to preserve local history through its buildings. I'm so grateful for the MHT; to be sure, for the funding to make important projects like this happen. **But also for the support, guidance, friendship and faith they have offered to folks like me, who just wanted to stop merely driving by – and make something great happen.***

*-Laura Anderson Wright*

WA) have been put into place.

The creation, by statute, of targeted funding programs like these does not always lead to a reliable funding stream, however. Maryland's Barn Preservation Fund, for example, was created in 2006 but has never received an appropriation.

Although thematically focused capital programs can be an efficient way to make progress quickly, a program that is open to the entire universe of historic properties ensures that limited State funds are spent on those historic sites of greatest significance that are in greatest need. By setting annual funding priorities, a broad based funding program can achieve strategic targeting goals while retaining its flexibility over the long term.

The MHAA grant program, which prioritized funding for War of 1812 related projects during the bicentennial celebration of that historic event, demonstrates how this approach can succeed. From FY2011-FY2015, extra points were given to War of 1812 projects in the grant application rating and ranking process. This incentivized the submission of War of 1812 proposals, ultimately leveraging over \$1.3 million in private investment. Once the statewide celebration was concluded, the War of 1812 criterion was eliminated and the grant rating and ranking process returned to its standard configuration. In this way, a broad-

based funding program was able to nimbly respond to the changing needs and priorities of its customers. Implementing multi-year funding priorities would be a simple and strategic way to focus attention on under-served and threatened historic resources.

#### *Diversify Funding Sources*

Diversifying funding sources for Capital Grant Program activities, particularly those which would permit a portion of the funds to pay for program administration, would assist in creating a more stable program. Historically, the Capital Grant Program has been supported with a combination of general and GO bond funds. Looking nationally, while some states support their bricks-and-mortar preservation programs through the capital budget, those that are most robust rely on real estate transfer taxes, a portion of the state sales tax, or gaming revenues.

A more flexible and diversified funding source for the Capital Grant Program should be considered. Growth and stabilization of the program would result from supporting its activities with multiple revenue streams.

## Museum Assistance Grant Programs: Operations, Programs, and Projects

### A. Program Overview

Historical and cultural museums operate in every Maryland county. They range from museums with broad national missions to small, community organizations committed to protecting historical materials — buildings, three-dimensional collections, photographs, documents and landscapes — for Maryland's citizens and visitors. They encompass historical societies, historic sites and historic house museums. They are primarily operated as non-profit entities governed by boards of directors, some enjoying county or municipal financial support. Despite national trends reported by the National Endowment for the Arts showing declining attendance at museums, as well as closure and consolidation, most Maryland museum attendance is stable.

Recognizing the importance of the state's historical and cultural museums in protecting, stewarding and interpreting our shared heritage, MHT and the Maryland Humanities Council studied the state's museum resources in 1989 and issued *Maryland's Best Kept Secrets*, a report recommending State investment to ensure continued quality programming and institutional sustainability. In response, the State legislature created the

Museum Assistance Program in 1990, and in 1996 incorporated it as a component of the MHT Grant Fund. The program provides funding and technical assistance to museums for the following activities:

- research related to collections, exhibits, or other educational activities;
- care, conservation, interpretation, and documentation of collections;
- planning, design, and construction of exhibits; educational programs and projects;
- development of master plans for museums, including activities required to achieve accreditation by the American Alliance of Museums or another appropriate entity;
- minor structural modifications to existing museum facilities; development of plans and specifications and the provision of architectural, engineering, or other special services directly related to the construction or rehabilitation of museum facilities; and
- operational support (added to the program's mandate in 2001).

Non-profit organizations and local jurisdictions are eligible to compete for Museum Assistance Program funding. Currently, funding is limited to those museums that have been in existence for at least three years and that are open to the public on a regular basis. General funds were appropriated for the program from FY1991 to FY2011.

I served on the grants panel of the Museum Assistance Program for five years, and even the small amount of money we had made a huge difference. Some level of government support for heritage preservation and history organizations is really needed to help fund things that private and corporate foundations will not -- exactly like general operating support. We all need that desperately.

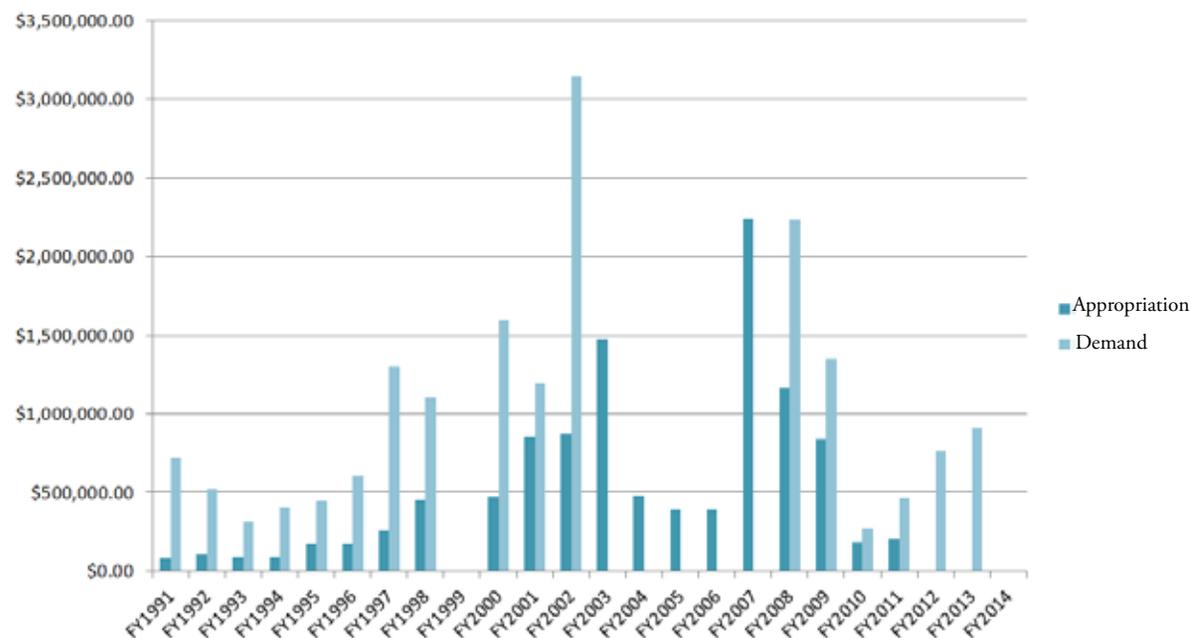
-Courtney B. Wilson  
Executive Director  
B&O Railroad Museums

While administered by MHT staff, the grant process was guided by an appointed Peer Review Panel of nine to twelve museum professionals and volunteers; members also represented the President of the Senate, Speaker of the House and the State Archivist. The Panel worked with MHT staff and the museum community to set annual priorities. The Peer Review Panel has not been convened since the suspension of grant funding in 2011.

All project proposals are evaluated competitively. Funding recommendations are made by the Peer Review Panel to the Secretary of the Maryland Department of Planning for action. Individual project awards typically range from \$5,000 to \$50,000. Matching fund requirements leverage local support, both in terms of funding and participation.

## B. Funding History and Staff Capacity

While the initial legislation for the Museum Assistance Program requested \$500,000, that funding level was later reduced to \$250,000. The program appropriation fluctuated annually. Museum Assistance Program grant funding peaked in FY2007 and FY2008: in those two years together, MHT made over \$3.5 million available for more than 80 projects. In FY2011, the last year in which an appropriation was included in MHT’s operating budget, funding for grants had shrunk to around \$200,000.



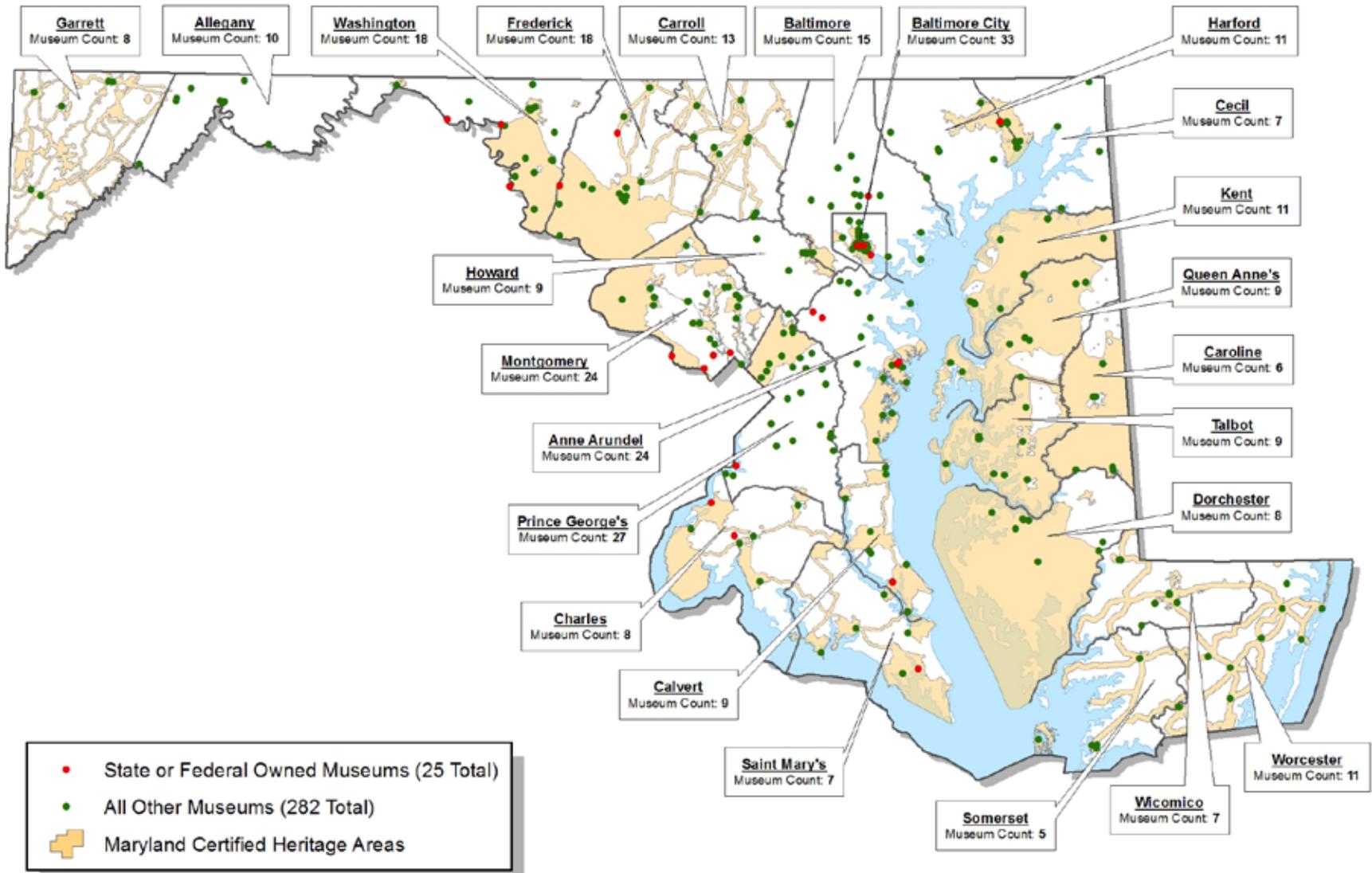
*Since its inception in FY1991, the Museum Assistance Program awarded over \$10 million to museums operated by nonprofits and local governments, assisting over 660 discrete projects.*

Between 1991 and 2011 the program supported 125 museums with grants. Financial support ranged from small project grants where the program provided “seed money,” to large scale projects (topical exhibits, re-design of museum exhibit halls, curriculum-based projects for museum-school partnerships) with requisite budgets. From 2001 to 2004 the program provided general operating support for 35 museums, allowing them to address important administrative costs without requiring a project focus.

The Museum Assistance Program was always

overwhelmingly popular, with demand holding steady at two to four times the available funds. Grants were made in several categories, helping to establish museums as sustainable institutions by encouraging strategic planning and development over time:

- *Project Challenge Grants* of up to \$5,000 to support a specific and discrete project.
- *Museum Planning and Assessment Grants* of up to \$5,000 to support (a) strategic planning, (b) participation in an outside professional assessment, (c) professional development of



*Maryland is home to over 300 museums and heritage sites which are open to the public. While some museums are located within Maryland's designated Heritage Areas (shown shaded on the map above), and are able to take advantage of associated funding, many are not.*

**Museum Assistance Program technical support and funding have saved state treasures from destruction, educated children both in their classrooms and in museum settings, and ensured that Maryland's visitors enjoy engaging, historically accurate experiences in museums around the State. Moreover, by providing guidance to individual museums and then "seed money," State support contributes to developing quality museums and to leveraging funding from other granting agencies to produce projects of greater value than the Program grants themselves.**

**-Ken Rucker, President  
Maryland Museums Association**

staff (including volunteers), (d) board development, (e) upgrading of museum infrastructure, or (f) improving institutional capacity.

- *Museum Enhancement Grants* of up to a certain percentage of annual operating expenses for established museums with an approved Long Range Plan, one paid staff member, and at least 50% non-State financial support.

For several years, the Museum Assistance Program made a "block grant" to the Maryland Association of History Museums (MAHM, now known as the Maryland Museums Association). With this grant, MAHM was able to hire a part-time executive director, establish an advisory committee, and award and administer mini-grants in two size categories (\$2,500-\$5,000 and \$5,000-\$10,000). Not only did this arrangement extend the reach of available funds, it also strengthened MAHM as a statewide partner.

With the suspension of grant funding, staff expanded efforts to provide technical assistance and functioned as a convener and coordinator of Maryland's history museums. In 2014, to implement an action step in the statewide preservation plan, *PreserveMaryland*, MHT completed a needs assessment of the museum community entitled *PreserveMaryland: The Role of Museums and the Museum Assistance Program*. While the report focused on outlining a more rigorous technical assistance pro-

gram, participants clearly and repeatedly indicated the need for more funding, particularly for activities (e.g., collections care) that are not eligible for other grants.

Existing staff are not sufficient to oversee a return of the Museum Assistance Program as previously administered.

### **C. Current Conditions**

Maryland currently has no program funding or staff dedicated to supporting the important work of the state's historical and cultural museums. Unlike many other states, Maryland has few directly State-supported museums and heritage sites. Only a few of Maryland's over 300 independent or local museums receive any State funding at all, and those that do tend to be the larger, established museums with the highest visitor numbers, some of which receive funding through the Maryland Department of Education's budget.

Historical and cultural museums do have the opportunity to compete for small grants related to certain kinds of activities. Maryland Humanities, a statewide non-profit, promotes public appreciation of the humanities and provides grants to museums, libraries and other cultural organizations to further that work. Funding, however, is limited; Maryland Humanities caps its grants to \$10,000 for public programming, and in FY2016 they



Photos: The Friends of Historic Cherry Hill AUMP, Inc.



*A: A little more than 25 years ago, I began to research and document African American life in Baltimore County after discovering no such information ever existed in the County. I have researched and published 10 books on the subject, collected numerous artifacts, thousands of images, and hundreds of audio and video interviews, constituting the archive and collection of the Diggs-Johnson Museum. The State provided a very generous grant to restore an aging African American church about to fall down, for its reuse as the Diggs-Johnson Museum. The project, preserving the historic church structure and establishing a home for the museum, was a benchmark towards the preservation of African American heritage in Baltimore County., culminating in a Grand Opening in November 2015. The museum was widely celebrated, bringing together diverse communities, as well as the aspirations of an under-recognized people.*

*But start-up-funding venues for a museum's actual operation and development have not been as readily available. **This has been a crucial obstacle for African American cultural institutions across the state.** My application for the MHT grant would be for the initial funding of professional staff and operating expenses, making feasible the basics in museum operation: museum direction and development, collection archiving and inventory, educational programs, and facility maintenance. A grant would enable the museum's operation with dedicated staff, supported by a host of volunteers, for its mission of documenting, preserving, and presenting Baltimore County history, and its objective of building a long-term broad-based funding portfolio for the Diggs-Johnson's continued development. In this process we restore and preserve African American history, Baltimore County history and our Maryland heritage.*

*-Louis S. Diggs*

*The Friends of Historic Cherry Hill AUMP, Inc.*

## Historic London Town & Gardens, Anne Arundel County

### Q: How could your historic site use a museum assistance grant from MHT?

*London Town used to receive MHT's Museum Enhancement Grants; they went away at the same time as our County support and rental support also dropped due to the 2008 financial crisis. That was a big blow to us because those three revenue sources supported about 65-70% of our operating expenses. The decrease meant that for the years 2009-2011 we had furlough days and we scaled back our operations. If this grant program can come back, that would be amazing. As a museum and public garden we rely on support like this to get us through tough times. Money from this grant program would allow us to bring on more staff to create more visitor-centric experiences and actually give us some "breathing room" to experiment with ideas. One of the challenging aspects of our funding model is that we rarely have the ability to try new things since we run on such razor-thin margins.*

*London Town's current master plan and strategic plan go back to 1999 and 2002, respectively. We've been undertaking a new planning process both last year and this year, which we've done internally as much as possible. But next year we will need a new master plan that focuses on capital infrastructure. The skills and funds needed to create one are beyond London Town. A rough estimate for this project is \$35,000 - \$45,000. This is desperately needed because our 1999 plan is complete and we need direction going forward. In the past, we would have looked for assistance through the Museum Planning & Assessment Grants.*

*The funding and social environment for museums and cultural institutions have changed dramatically within the past 5-10 years. Larger organizations have the resources to adapt, but medium and smaller organizations (that comprise the vast majority of museums) do not. We face a large diminution of funding sources because grants that used to exist no longer do. I sometimes feel that many folks don't truly realize how much the ground has shifted underfoot from the 1970s-2000s period to today. Museums and cultural organizations by their nature aren't generally as nimble as for-profit businesses. Most of us are tied to collections and physical locations that we must maintain due to our mission and public nature. **That means that when the general economy suffers, we suffer more because we can't shutter under-performing locations nor can we sell items to help meet our operating costs.** We can't use our assets as collateral for short-term loans to get us through tough times.*

*-Rod Cofield, Executive Director*



*Photos: Historic London Town & Gardens*

awarded \$156,191 to 26 projects.

Maryland Humanities also supports history museums through its Museum on Main Street (MoMS) program. MoMS is a collaboration between the Smithsonian Institution and state humanities councils which brings high-quality traveling exhibits to small museums, historical societies, and other small-town cultural venues across the country. Building capacity and developing lasting skills for the small museums that act as host organizations is a primary activity of the MoMS program. Detailed capacity building plans include expert-led workshops, covering topics like building sustainable partnerships, program planning, engaging culturally diverse audiences, and incorporating oral histories into public programming. Working directly with small institutions, Maryland Humanities helps them become visitor-centered, community-minded, sustainable organizations that are essential to their local landscape.

The Maryland State Arts Council has a more robust operating grant program known as Grants for Organizations (GFO). The GFO program provides unrestricted general operating support to non-profit and tax-exempt organizations as well as units of government that produce or present ongoing arts programming open to the public. In addition to this general funded program, the Arts Council administers the Special Fund for the

Preservation of the Cultural Arts. Created in 2009 and funded with a dedicated portion of the tax proceeds of electronic bingo machines, this fund was designed to provide emergency support for threatened artistic and cultural organizations.

Unfortunately, history museums are ineligible for most Art Council grant programs – including their operating grants - as their work is outside of the core mission of the Arts Council. History museums can, however, seek Council support for arts programs at non-arts organizations through its Arts Program Grants and for intangible cultural heritage projects through the Maryland Traditions Program. Ultimately, this doesn't provide a significant option for funding history museums.

Historical and cultural museums are eligible to compete for funding available through the Maryland Heritage Areas and African American Heritage Preservation programs administered by MHT. MHAA grants, however, are only available to institutions located within a certified heritage area. Funding cannot be utilized for operations, and projects such as collections care and research, which are not for direct consumption by the heritage tourist, are not competitive in the MHAA review process. Only construction-related projects related to African American heritage are eligible for the AAHPP.

The Maryland Commission on African American History and Culture is empowered to provide operating support to museums specializing in African American history and culture but has so far lacked sufficient appropriation to do so. These changes to the Commission's authorizing language were carried out by legislative action (Senate Bill 51) in 2015. However, the Commission will not be able to implement the intent of this bill unless funds are appropriated to its budget for that purpose.

#### **D. Need and Demand**

Historical and cultural museums are important both as heritage tourism destinations and repositories of community memory. Museums and historical societies hire Maryland citizens, these organizations pay taxes on their sales shop receipts, and they bring to communities public activities that attract tourists who sleep in local hotels, eat in nearby restaurants, and fill their cars at the local gas station. These activities add to the economic vitality of the museum's neighborhood and town. Additionally, museum and historical society initiatives bring funds to communities to support museum activities, including staffing, that contribute to local economic stability.

Although many of Maryland's historical and cultural museums successfully raise funds from private donors, membership programs

and events, more support is needed to develop new, high-quality programs, sustain organizational capacity and ensure the proper stewardship of the state's cultural treasures. If funding for the Museum Assistance Program is restored, MHT stands ready to address the museum community's needs in a variety of ways.

#### *Strategic planning and operational support*

The majority of Maryland's museums are small, and some are unstaffed or staffed only by volunteers. Long-range planning will help a museum of any size set priorities and develop organizational capacity. The Museum Assistance Program, alone among State funding programs, can support planning and staff salaries. Disaster planning for sites and collections is also difficult to fund through other channels.

#### *Collections care, conservation, and management*

Vitally important conservation measures for artifacts, papers, and photographs are not being undertaken because funds are not available. These efforts are eligible for MHAA grants but are rarely funded due to competition from more directly tourism-related projects. Furthermore, many organizations could take advantage of grants to digitize their collections or mount online exhibits, making their offerings more accessible to the general public. Unfortunately, the care of historic artworks and support for historical societies are

not eligible for Arts Council operating support. These obstacles create another area that has difficulty procuring adequate funding.

#### *Filling the data gap*

The community of historical and cultural museums suffers because of the lack of basic information about the impact of museums in Maryland. Standardized and up-to-date information on basic metrics such as the number of visitors, visitor demographics, and information on educational program participants, would help build the case for restoration and augmentation of museum funding and help identify unmet needs. Statewide strategic planning for museums could also be an important component of this effort.

#### *Reintroduce the Peer Review Panel*

The program's Peer Review Panel was composed of museum professionals across the state. In addition to reviewing and ranking grant applications for funding, the panel provided guidance to the program and in some cases technical assistance to grantees and other museums. In these ways, museum professionals also develop solid networks that underpin the success of museums statewide.

### **E. Innovative Funding Options**

The return of the Museum Assistance Program to MHT is the simplest solution to the challenge of providing support for the state's

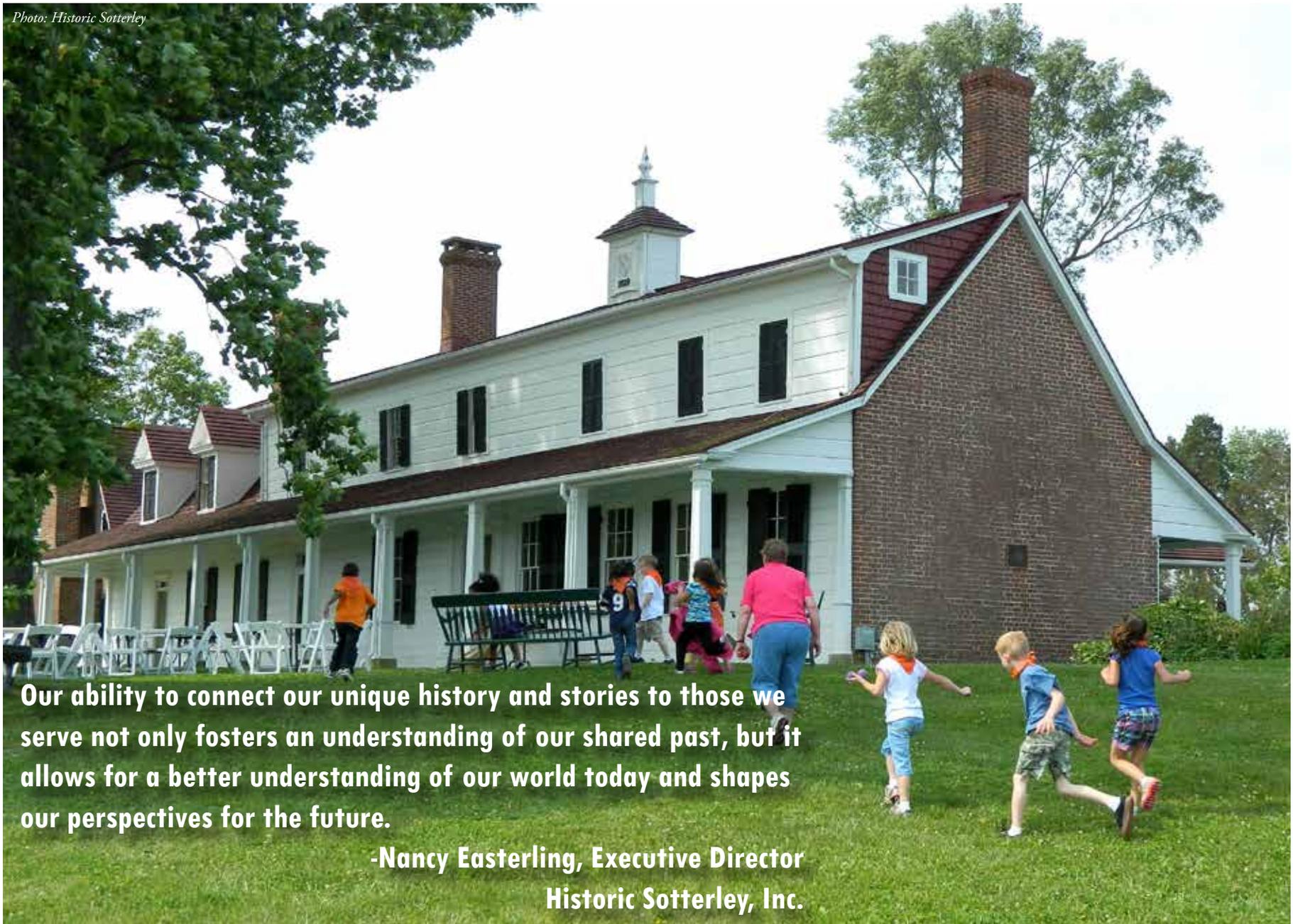
history museums. Always a lean and efficient program, this approach would require the creation of no new legislative or implementation mechanisms. By re-embedding the program at MHT, history museums would benefit from a close working relationship with those programs already housed at MHT that offer complementary financial assistance and technical expertise.

#### *Award Block Grants to Non-Profit Partners*

If the return of the Museum Assistance Program to MHT is considered infeasible at this time, then the award of a block grant to a partner organization is an alternative approach for the delivery of State funds to the state's historical and cultural museums. The block grant procedure would likely include insertion of a line item in the MHT budget for the targeted activity which would be transferred to the non-profit partner through a Memorandum of Understanding or single grant agreement. The recipient of the funds would use a predetermined percentage of the allotment to pay for program administration and the grants themselves.

There is precedent for the use of block grants in the context of the Museum Assistance Program. Such an arrangement was previously carried out by the Maryland Museums Association and proved effective. Currently an all-volunteer organization, staffing would be necessary in order for the Association to ad-

*Photo: Historic Sotterley*



**Our ability to connect our unique history and stories to those we serve not only fosters an understanding of our shared past, but it allows for a better understanding of our world today and shapes our perspectives for the future.**

**-Nancy Easterling, Executive Director  
Historic Sotterley, Inc.**

minister a museum grant program. One of the advantages of the Maryland Museums Association is its familiarity with the needs and priorities of the state's history museum network.

Another strong non-profit partner would be Maryland Humanities. Already a funder of history museum programming activities, Maryland Humanities now has experience with exhibit development, capacity building, and audience outreach as a result of their work with the Museums on Main Streets program. Maryland Humanities has the in-house expertise and would need some increase in staffing to handle administration of a new grants program.

*Seek New Partnerships with Education Agencies*  
Museums and cultural heritage institutions are essential partners with the Maryland State Department of Education and local school districts. Museums and historic sites are uniquely suited to deliver the types of critical thinking and inquiry based learning emphasized by Common Core and national learning standards. Collaboration, team work and first-hand learning from primary sources happen in dynamic ways on site at museums. Museums can also provide excellent online and distance learning opportunities that bring history to life in the classroom.

Over the years, the Museum Assistance Grant



Q: How could your community use a museum assistance grant from MHT?

*A: Museum Assistance Program funding applied to support staff or administrative costs could help Maryland's museum consortia to flourish and dedicate more time to shared approaches to public service. I had the good fortune to lead a thriving Maryland museum consortium for more than 20 years. In that time I also saw other museum consortia begin but not all have sustained. Yet such collaborations provide heightened efficiency and greater visibility among the participating museums. Often, dedicated staff is what is needed to keep a consortium going. **Our museums – both large and small – are stretched thin just keeping their own doors and programs open.** Most recognize that the investment in the shared work of a museum consortium will return rewards, but few can offer up staff to provide the overarching administration and coordination of a consortium.*

*-Elizabeth Scott Shatto, Director  
Heart of the Civil War Heritage Area*

Program has enabled Maryland's history museums to provide educational services to more than 600,000 Maryland schoolchildren both in museums and through classroom programs. One of the great challenges to getting schoolchildren on site at these museums is the cost of field trip transportation. Partnerships with the State Department of Education or related organizations aimed at identifying and resolving obstacles to field trip programs, developing field trip opportunities, and funding activities would be desirable.

#### *Cast a Wider Net*

The Museum Assistance Program could consider casting a wider net than in the past to reach new audiences. Archives or libraries which are not traditionally considered to be museums and therefore not eligible for support have important collections and often exhibits of historical interest. Support for fledgling museums could also be considered. Previously, the program required that museums be open to the public for three years despite the fact that there are many institutions in need of startup help.

Outreach to new audiences includes outreach to communities which the program has not fully engaged in the past. Support for tribal efforts to tell their stories is increasingly important. The Museum Assistance Program should connect with Maryland Indians to identify opportunities to engage with and

support Maryland Indian museum programs, regardless of whether the MAP is housed at MHT or carried out as a partnership program.

## Experience of Neighboring States

### *Delaware*

The Delaware SHPO has not provided funding for research and survey activities for many years. The SHPO has occasionally obtained one-time funding from the Department of State (in which the SHPO is housed) for specific projects, in partnership with other agencies or organizations.

The SHPO does not provide direct funding for historical and cultural museum assistance activities. However, the Division's Collections, Exhibits, Research & Affiliates Team often provides significant support to history museums in the development and installation of exhibits. This support can include materi-

als, staff labor, and loan of exhibit objects.

### *Pennsylvania*

The Keystone Recreation, Park and Conservation Fund, established in 1993 through a realty transfer tax (1% on each side of the transaction), is shared among the Pennsylvania Historical and Museum Commission, Pennsylvania State System of Higher Education, Pennsylvania Department of Conservation and Natural Resources, and the Pennsylvania Department of Education for certain legislated activities. The Pennsylvania SHPO, which is imbedded in the Pennsylvania Historical and Museum Commission, uses a portion of their percentage of the Keystone Fund

to provide grants to non-profit organizations and local governments to support cultural resource survey, National Register nominations, conditions assessments, feasibility plans and community/regional plans as well as support capital improvement of properties listed on or eligible for the National Register of Historic Places. Projects that include educational or interpretive activities, collections care, exhibitions and local history projects are not eligible for funding through this program. Funding for this program in FY2016 totaled \$1,150,000.

In addition, the Pennsylvania SHPO provides general operating funding to its museum

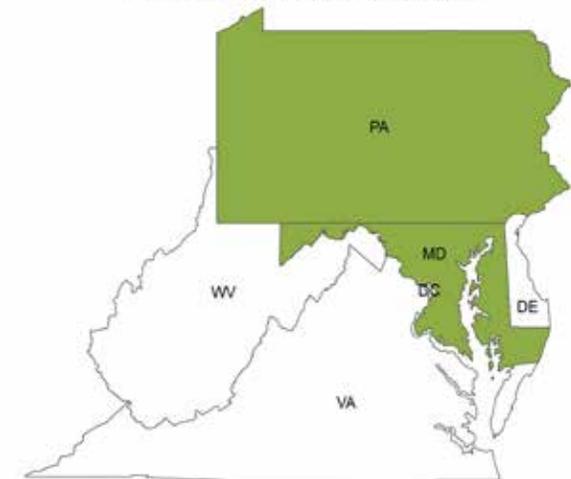
State Supported Capital Grant Program



State Supported Non-Capital Grant Program



State Supported Museum Grant Program



partners through the Cultural and Historical Support Grant Program. Eligible organizations include museums with budgets in excess of \$100,000 or the official county historical society. This program is funded annually with a State general fund appropriation. Funding for this program in FY2016 totaled \$1,905,269.

#### *Virginia*

The Virginia SHPO administers a Survey and Planning Cost Share Program, the cost of which is typically shared between the Virginia Department of Historic Resources (DHR) and a local government and/or regional planning district commission (PDC). Eligible projects encompass a broad range of survey and planning activities and protection of historic resources through identification, documentation, evaluation, and preservation planning activities consistent with the responsible stewardship of historic resources. DHR administers the Cost Share Program for the purpose of supporting local and regional historic resource documentation and planning projects. By entering into a Cost Share Locality Agreement with a local government or PDC, DHR agrees to manage the project and cover a selected portion of the project costs, with the other portion of the funding typically provided by the locality or PDC.

Any local government or PDC in the Commonwealth of Virginia is eligible to apply.

Eligible entities may collaborate to submit an application, and may submit joint applications that incorporate the participation of State agencies other than DHR, that involve more than one local government, and/or that include participation by non-profit entities such as historical societies and historic preservation organizations. In most cases, local governments provide matching funds but this is not always possible. The program is supported with an annual general fund appropriation.

The Virginia SHPO also offers a Battlefield Preservation Fund. Began in 2002 as the Civil War Battlefield Preservation Fund, the program now supports the protection of Revolutionary War and War of 1812 battlefields. Up to \$1 million in general funds is appropriated annually to support the acquisition of battlefield lands in fee simple or the acquisition of historic preservation easements on these lands.

Since 1985, the Virginia SHPO has administered a program for threatened archeological sites that is supported by a general fund appropriation. Sites considered for funding must be at least of statewide significance and under threat of destruction. Eligible sites also are ones for which no other sources of funding are available for their rescue. Potential eligible sites are evaluated both by department teams and a Threatened Sites Committee composed

of members of the archeological community. Funds are committed for assessment, excavation, laboratory processing and analysis, and reporting. If a site cannot be saved, the funds are used to gather the information it contains before it is lost forever. Funding for this program fell to \$25,000 in FY2016.

#### *West Virginia*

The West Virginia SHPO offers a State Development Grant Program which supports rehabilitation of properties that are listed on the National Register of Historic Places or a contributing property in a historic district or/and archeological development of a site listed on the National Register of Historic Places. State lottery funds provide the source of funding for this program which are appropriated annually by the West Virginia Legislature. Eligible applicants include State or local government agencies, non-profit organizations, for-profit business entities, and private individuals. A 50% match is required of all applicants; only non-federal cash may be used as match. In FY2016, funding for this program totaled \$405,967.

## Recommendations

### Restore Funding to the MHT Grant Fund

As this report amply demonstrates, the unmet need and ongoing demand for preservation and museum funding in Maryland is substantial. Threats to the survival of our tangible cultural heritage are of serious concern. Investment in our most precious historic assets is needed to ensure that they are available for future generations to use and enjoy. Restoring funding to the MHT Grant Fund in support of the Non-Capital, Capital and Museum Assistance Grant Programs is critically important if we are to succeed in preserving and interpreting Maryland's past.

### Identify Alternative Funding Sources

Historically funded with a combination of general and GO bond funds, alternative or additional funding sources should be considered if this approach would provide for a more consistent funding stream. Consistent funding has been a challenge for both preservation and museum grant programs. Real estate transfer taxes, gaming, hydraulic fracturing, and medical marijuana revenues were all discussed by the working group as potential sources of funding for the MHT Grant Fund. Such a change to the MHT Grant Fund structure would require legislative action.



*In coordinations with local officials, other state agencies, and nonprofits, MHT staff contributed historic preservation expertise during the response to historic flooding in Ellicott City in July and August 2016. Natural disasters such as this starkly illustrate the need for emergency grants for bricks-and-mortar repairs as well as non-capital funds for documentation of historic buildings that may be lost.*



Photo: Preservation Maryland

## The Jones-Hall-Sims House: From Montgomery County to the National Mall



Photo: Building Conservation Associates, Inc.

This house is not just four walls. It is a symbol of freedom after slavery, of the aspirations of families determining their own destiny, of triumph over adversity. Yet, had it not been for the MHT survey program over 30 years ago, this house and its story would have been lost. Fortunately, it still stands and, over the years, will educate millions of visitors from across the nation and overseas. Documenting our past - our buildings, our traditions, our stories - is critical to understanding who we are today. It is an investment in our future.

*The Jones-Hall-Sims House was built in 1874 in the African American landowning community of Jonesville in Montgomery County, Maryland. The house was documented over 100 years later by George McDaniel as part of a historic sites survey supported by MHT. Because of this survey, local preservation planner Scott Whipple knew of the important history of this house, saved it from demolition, and found a new home for it. Today, this Maryland house is a centerpiece in the National Museum of African American History and Culture's "Defending Freedom, Defining Freedom: The Era of Segregation" exhibit, which tells the story of land ownership by African American families after the Civil War.*

-George McDaniel  
Executive Director Emeritus  
Drayton Hall, a historic site of the  
National Trust for Historic Preservation

### **Prioritize Funding for At Risk Resources**

Threatened resources and under-documented communities and resource types should be identified and prioritized for funding within the context of existing program frameworks. These priorities would be established based on an analysis of the state of existing documentation, community feedback gathered from the statewide preservation planning process, and the identification of future as well as existing threats. A more focused approach on understanding and filling data gaps and assisting the most threatened sites and structures is recommended as MHT develops annual funding priorities.

### **Support State Agency Survey Needs**

The State of Maryland owns more heritage resources in Maryland than any other single entity. Yet, state agencies can't access MHT Grant Fund programs and rarely have sufficient funding in their operating budgets to identify and evaluate historic properties for which they are responsible. This survey and assessment work is critical for making good management decisions, assists with the development of interpretive content at publicly accessible properties like state parks, and streamlines regulatory reviews. Funding the documentation and evaluation of historic properties owned by state agencies either directly through MHT or in state agency bud-

gets as projects that are carried out in coordination with MHT is recommended.

### **Create Partnerships to Streamline Processes**

Partnerships with nonprofit organizations and local governments can provide opportunities to streamline the delivery of grant funded services. Grant funding and overhead costs must still be provided by the state, but the award of block grants to nonprofit partners as was done previously with Preservation Maryland and the Maryland Museums Association can be an effective way to meet targeted needs. Although this approach is not recommended for capital projects due to the highly technical nature of the assistance that is required, it may be advantageous for other types of activities.

Conversely, cost share agreements with local governments - as is demonstrated by the Virginia SHPO model - can simplify the experience of grantees by transferring all of the administrative burden of the grant award onto the state. This is particularly desirable when a local government does not have the capacity to administer a state grant award.



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