



CUMBERLAND HISTORIC PRESERVATION PLAN

CITY OF CUMBERLAND, MARYLAND

ADOPTED,
JANUARY 2, 2024

- Order -
of the
Mayor and City Council of Cumberland
MARYLAND

ORDER NO. 27,383

DATE: January 2, 2024

ORDERED, By the Mayor and City Council of Cumberland, Maryland

THAT the attached Cumberland Historic Preservation Plan developed by the Lakota Group to guide the strategies for strengthening and enhancing local preservation efforts within the City of Cumberland be and is hereby approved and adopted.


Raymond M. Morriss, Mayor

JAN 02 2024

ACKNOWLEDGMENTS

Mayor and City Council

Honorable Raymond M. Morriss - Mayor
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Eugene T. Frazier - Councilman
James Furstenberg - Councilman
Laurie P. Marchini - Councilwoman

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Consultant

The Lakota Group, Chicago

* All photos by The Lakota Group unless otherwise noted in the report. Maps created using City of Cumberland GIS data.

TABLE OF CONTENTS

Foreword

Executive Summary

Section 1: Introduction.....11

- Planning Approach
- Defining Historic Preservation
- Making Historic Preservation Feasible
- About the Historic Preservation Commission
- The Preservation Plan
- The First 50 Years: Preservation Achievements

Section 2: Cumberland's Heritage Places.....27

- Cumberland's Heritage Story
- Cumberland's Heritage Resources
- Designated Heritage Places
- Identifying and Documenting Our Past

Section 3: Preservation Planning Context.....83

- Legal Context
- Planning Context
- Land Use and Community Development Context

Section 4: Community Engagement.....99

- Stakeholder Listening Sessions
- Community Open House
- Allegany County Farmer's Market
- Career and Technical Center Student Input
- Community Workshop
- Community Preservation Survey

Section 5: Historic Preservation Plan.....107

- Cumberland's Preservation Vision
- Element #1: Housing and Neighborhoods
- Element #2: Preservation and Economic Growth
- Element #3: Heritage Documentation
- Element #4: Education and Outreach
- Element #5: Advancing the Local Preservation Program

Section 6: Implementation.....141

- Plan Implementation Roles
- City of Cumberland Departments and Commissions
- Preservation Tools
- Implementation Chart

Bibliography.....160

Appendix 1.....165

Appendix 2.....167



CITY OF CUMBERLAND MARYLAND

Dear Friends and Stakeholders:

Situated at the crossroads of the Potomac River, CSX Railroad, I-68, Great Allegheny Passage and the C&O Canal Towpath, the City of Cumberland has every ingredient needed to leverage its heritage resources for a thriving economy and a high quality of life. Established in 1787, and once the second largest city in the State of Maryland, Cumberland's greatest assets are its natural (mountains, rivers, valley) and historic resources (fine examples of mid-late 19th and 20th century buildings) which serve as a strong foundation to build upon as we move into the next chapter of our history.

Cumberland has always recognized the importance of its history. With the establishment of the Allegheny Historical Society in 1937, the C&O Canal Association in 1957, the City's preservation ordinance 1974 (which led to 18 individual properties and six historic districts listed in the National Register of Historic Places), and the creation of both the Main Street Program and the Canal Place Heritage Area in 1993, these heritage resources make up a significant region whose stories need to be told to residents, visitors, and the country.

The Cumberland Historic Preservation Commission has initiated and managed the development of the first ever Historic Preservation Plan. It is the hope that this plan will provide clear direction for advancing the preservation movement in Cumberland through the rehabilitation and adaptive reuse of historic buildings to create new and attainable housing, celebrate cultural heritage, promote tourism, protect historic resources, and maintain community character ensuring that the City of Cumberland is an attractive destination to live, work and play.

We thank the Lakota Group for their vision and collaboration with our community and appreciate the support from our elected officials, our employees, business and property owners and our residents, all of whom will play a role in bringing the City of Cumberland forward.

The City of Cumberland is on the cusp of some very exciting changes. By building upon stories of the past, we can plan for the future. Success begets success, and with the guidance this preservation plan offers, we will boldly move towards the future of our community.

Respectfully,

Raymond M. Morriss
Mayor, City of Cumberland

Laurie Marchini
Councilwoman

MAYOR

RAYMOND M. MORRIS

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PRESERVING FOR PROGRESS: PLAN EXECUTIVE SUMMARY

Cumberland, Maryland, is rich in history and significant places. Cumberland began with the construction of Fort Cumberland on the Maryland frontier during the 1750s and figured prominently as a strategic military and economic center during the French and Indian Wars. It set the stage for one George Washington, a young captain in the Virginia militia at the time, to begin a distinguished military career that would mold and shape him as a leader of men. In later decades, Cumberland would transform into a bustling, prosperous community with its diverse industrial base, growing neighborhoods, and its vast railroad connections into the hinterlands of Maryland and beyond.

Nestled within the Appalachian Mountains, Cumberland's unique topography, ethnic and cultural diversity, and architectural richness provide its residents with pride of place as shown by its decades-long dedication to preserving its built heritage. Since the 1970s, with the C&O Canal National Historical Park designation, the Cumberland community has documented, designated, and preserved the buildings and places important to understanding Cumberland's illustrious past.

However, Cumberland, as with many older, legacy communities across the country, faces several economic, demographic, and social challenges to maintaining its authenticity and sense of place as well as its future vitality. There is a broader realization within the community that historic preservation can play important roles in facilitating adaptive use and economic development, promoting neighborhoods as choice places to live, and engaging in new heritage tourism efforts that make Cumberland a compelling place to visit.

This document, the *Cumberland Historic Preservation Plan*, offers a new vision and framework for preservation action. This vision and framework are the result of an eight-month-long public planning process that engaged a cross-section of Cumberland stakeholders while assessing and analyzing information and resident feedback. From the results of this process, the community, with consultation from professional preservation planners, crafted both a new vision and a set of strategies that work to address key preservation priorities while building on existing heritage assets.

Our Preservation Priorities

The following are key recommendations included in the Historic Preservation Plan, organized around five preservation planning elements.

Conserving Housing and Revitalizing Neighborhoods

Cumberland's older residential neighborhoods contribute significantly to the community's character, walkability, and local quality of life. They also reflect Cumberland's cultural history as places where immigrants and various ethnic and racial groups settled and made Cumberland home. Most of all, Cumberland's historic neighborhoods offer a range of housing types for different households, including townhouses, single-family dwellings, and apartments in the upper stories of converted downtown commercial buildings. However, due to Cumberland's

declining population, approximately 21 percent of all housing units are vacant, posing challenges to the long-term conservation of Cumberland's historic housing stock and the stabilization and revitalization of its neighborhoods.

The Preservation Plan prioritizes housing rehabilitation efforts in Cumberland's existing historic districts by leveraging existing incentive programs, encouraging home repair and maintenance, promoting home ownership, and retaining neighborhood character through the retention of historic brick streets and sidewalks. Downtown adaptive use can also add new housing units in upper stories, making downtown a more appealing place to live for young households, empty nesters, and seniors. Active marketing efforts can help promote Cumberland's historic neighborhoods as places of choice, attracting investment and new people to live and work in the community.

Spurring Preservation and Economic Growth

The rehabilitation and reuse of historic buildings and other preservation-based economic development offer avenues for creating new jobs, expanding business opportunities, and increasing tourism in Cumberland. Although Cumberland developers and property owners currently have access to several financial assistance programs, additional policy approaches that eliminate barriers to building investment and new incentives that fill funding gaps for projects can spark a new level of rehabilitation and revitalization activity. Cumberland can also capitalize on heritage tourism by enhancing sites and the visitor experience and marketing Cumberland's history and historic places outside of the immediate region.

Documenting Heritage and Telling Our Stories

Cumberland has a long history of documenting its significant architectural heritage through various architectural and historic surveys conducted over the decades. Over time, however, buildings once considered insignificant may now be eligible for more formal recognition and designation, reaffirming the need to maintain an ongoing survey and documentation program. Future survey efforts should focus on previously overlooked places such as Rose Hill, Mountain View, Haystack, Shriver-McNamee, and Johnson Heights. From there, survey work results in an inventory of properties eligible for formal designation as a Local Cumberland Landmark or listing in the National Register of Historic Places, providing certain benefits and protections to historic resources leading property investment and neighborhood revitalization. In addition to survey and designation initiatives, there is a strong local interest in undertaking cultural heritage initiatives highlighting Cumberland's African American story.

Raising Awareness and Forging Partnerships

For nearly 50 years, Cumberland has developed its preservation program through effective local partnerships between the Historic Preservation Commission and the Allegany County Historical Society, the Allegany Museum, the Downtown Development Commission, neighborhood associations, and many others. The Historic Preservation Commission has and continues to work with owners of historic properties to offer guidance and provide information regarding preservation best practices and available incentives to encourage the preservation of Cumberland's significant historic resources. Continued collaborations, however, will require a refreshed approach to reach new audiences and ways to elevate the importance and relevancy of historic preservation to a

broader set of stakeholders. The Historic Preservation Plan proposes new education and outreach initiatives that will help broadcast a clear and consistent message on preservation's benefits and engage new audiences and partners in the work of the local program.

Managing the Program

While local historic preservation efforts involve a variety of stakeholders—from building owners, businesses, schools, economic developers, tourism entities, and preservation advocates to name a few—the day-to-day manager and coordinator of preservation program efforts rests with the City of Cumberland's Historic Preservation Commission. Empowered under Chapter 25, Article XI of the City of Cumberland City Code—otherwise known as the Cumberland Historic Preservation Ordinance—has several responsibilities, including Local Landmark and Historic District designations and reviewing applications for appropriate design treatments for historic properties. This Historic Preservation Plan proposes revisions to the Preservation Ordinance that provide clarity to the Commission's duties and responsibilities, local designation procedures, and the process for administrative design review. A new demolition delay provision with the Historic Preservation Ordinance can ensure that neighborhoods and places in Cumberland do not lose important historic resources without consideration as to whether they merit preservation. Additionally, the Plan proposes initiatives for enhancing the skill sets of the Commission and staff and for adding new programs and tools that help advance the larger preservation aims of the community.

COMMUNITY ENGAGEMENT

Any process to create a new community plan must incorporate local expertise and perspectives, understand critical realities, and define a concrete vision and pathways for preservation progress. It is also a reminder that transparent, interactive engagement with community stakeholders leads to broad consensus and ownership of the Preservation Plan's goals, strategies, and implementation actions. To that end, the City of Cumberland, and its Historic Preservation Commission, organized and produced a series of engagement activities, workshops, and stakeholder discussions to garner feedback, ideas, concerns, and aspirations regarding the future of Cumberland's heritage. Along the way, the City and its preservation partners evaluated previous planning and survey efforts, landmark nominations, existing codes and ordinances, available incentives and financial assistance programs, economic development policies, and current preservation education and outreach efforts. Stakeholder engagement and an assessment of existing preservation efforts provided the groundwork for preparing Cumberland's first historic preservation plan.





CUMBERLAND OPTICAL

Dr. Wayne Fisher, O.P.T.



Section 1

INTRODUCTION

PLAN BACKGROUND

Cumberland's historic buildings and neighborhoods, along with its distinctive scenic setting along the North Potomac River and the Ridge and Valley region of the Appalachian Mountains, contribute to a distinctive sense of place unlike any other in Maryland. Cumberland's architecture, its walkable and intact downtown district, impressive religious buildings, cemeteries and cultural landscapes, historic schools, and traditional neighborhoods tell the story of Cumberland's early settlement as a strategic military garrison before the American Revolution to its later development as a regional commercial and industrial center serving as the western gateway to the Ohio River Valley. Cumberland would become a home to British settlers, European immigrants, African Americans, and many others who sought opportunities in an expanding America and a prosperous Cumberland. Today, this architectural and cultural heritage is a tangible reflection of Cumberland's past and is an important key to its future revitalization.

This Historic Preservation Plan, the first such plan for Cumberland, provides clear strategies for strengthening and enhancing local preservation efforts that catalyze reinvestment in Cumberland's historic places and neighborhoods. The Preservation Plan also recognizes past successes, and current challenges, and proposes a course of action for building a more vibrant and robust community preservation program that promotes broader stakeholder participation and builds on and expands important partnerships and collaborations. Most importantly, successful implementation will require not only the long-term commitment on the part of the City of Cumberland and its Historic Preservation Commission but also the support and active involvement of its preservation partners, advocates, and residents.



WHAT IS A HISTORIC PRESERVATION PLAN?

Cumberland citizens have long understood the importance of preserving its significant heritage, recognizing that its historic resources are one of its greatest assets. From the designation of the Washington Street Local Preservation District in 1978 to the recent listing of Footer's Dye Works in the National Register of Historic Places, the documentation, recognition, and preservation of Cumberland's important historic resources and places has long been a priority. While Cumberland has and continues to face economic challenges as a legacy city in Maryland, much of its historic built environment, especially in its downtown district, remains intact with a high level of integrity and authenticity.

As the historic preservation movement continues to evolve and change, communities increasingly recognize historic preservation as an effective planning tool that, when strategically incorporated into other municipal planning policies and programs, can contribute to stable and healthy neighborhoods and a vital and diverse economy. Preservation increases the longevity of buildings to function as places for living, for commerce, for religious purposes, for social activities, and for maintaining community character and a sense of place that adds to the quality of life for all of Cumberland's residents.

However, despite past preservation milestones, there is still much to do to realize the full potential of Cumberland's heritage assets. In a backdrop of declining population and the need for a more diverse tax base due to deindustrialization, Cumberland stakeholders recognize that maintaining both the historic downtown and older neighborhoods in good shape is paramount to attracting new investors, businesses, and residents to the community. One pressing fact - a housing vacancy rate of 20 percent - underscores the need to think more proactively about how preservation and rehabilitation can make Cumberland a compelling place of choice to live and work in.



This is why a Historic Preservation Plan is critically important. While a community comprehensive plan explores future scenarios for land use growth, transportation and infrastructure, the environment, new housing, and social services, a historic preservation plan offers direction for the future of Cumberland's heritage as reflected in its built environment and landscapes. Creating a Historic Preservation Plan builds on past accomplishments and positive initiatives already in motion in Cumberland while confronting the challenges that lie ahead. Amid a time of limited resources, Cumberland needs a preservation plan to coordinate and leverage investments in the most effective and efficient means possible to achieve ideal preservation goals and outcomes.

The Cumberland Historic Preservation Plan proposes a series of strategies and actions for both public and private decision-makers over a 10-year planning horizon. In addition to more traditional aspects of preservation planning, such as future survey work and landmark and historic district designations, the Preservation Plan follows a comprehensive approach to integrating historic preservation policies within downtown and neighborhood revitalization programs, adaptive use initiatives, and education and outreach efforts. The Preservation Plan also provides a framework for implementation that includes partnerships with local organizations, religious and cultural institutions, funding entities, and community groups to ensure future implementation success.

In preparing this Historic Preservation Plan, the City of Cumberland followed the *Secretary of the Interior's Standards for Preservation Planning*, which outlines best practices in local preservation planning. These Standards, include:

- Preservation Planning Establishes Historic Contexts.
- Preservation Planning Uses Historic Contexts to Develop Goals and Priorities for the Identification, Evaluation, Registration, and Treatment of Historic Properties.
- The Results of Preservation Planning Are Made Available for Integration Into Broader Planning Processes.

The Secretary of the Interior also outlines the following preservation principles:

- **Avoid the loss and destruction of Important historic properties.** Preservation planning provides for conservative use of these properties, preserving them in place, avoiding harm when possible, and altering or destroying properties only when necessary.
- **Identify all important and significant historic and cultural resources first.** A community must first identify all significant properties if planning for the preservation of historic properties is to have positive effects. To make responsible decisions about historic properties, communities must use existing information to the maximum extent possible while acquiring new information as needed.
- **Preservation planning includes public participation.** The planning process should provide a forum for open discussion of preservation issues. Public involvement is most meaningful when used to assist in defining values of properties and preservation planning issues, rather than when limited to review of decisions already made. Early and continuing public participation is essential to the broad acceptance of preservation planning decisions.

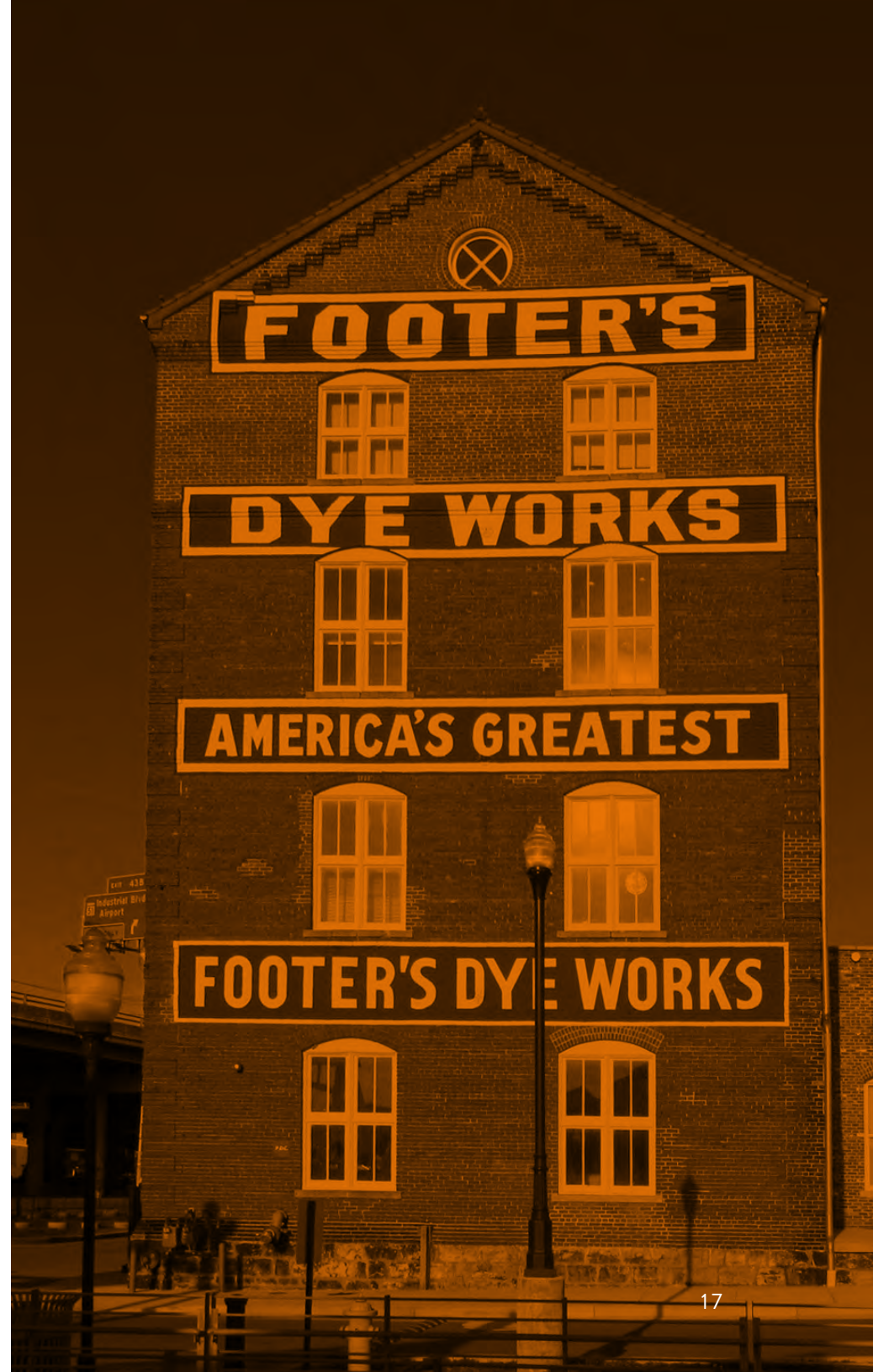
WHO WILL USE THIS PRESERVATION PLAN?

Historic preservation relies on the participation of a variety of stakeholders to ensure successful outcomes. The City of Cumberland plays an important role in administering and advancing the local preservation program by adopting preservation legislation and policies implemented by the Historic Preservation Commission, staff, and other municipal departments. The Historic Preservation Commission's day-to-day responsibilities include design management for designated Local Landmarks and Historic Districts and education and outreach activities. Other public agencies and entities can coordinate with the City of Cumberland and the Historic Preservation Commission and integrate preservation policies and programs into their activities.

Private organizations, institutions, businesses, and property owners also have responsibilities to maintain their historic properties and follow local, state, and federal legislation and policies to preserve historic buildings and places. Developers should understand the City of Cumberland's preservation regulations and seek financial incentives for rehabilitation projects. Financial institutions can assist in funding rehabilitation projects to ensure successful revitalization outcomes.

In summary, the following stakeholders can use this Historic Preservation Plan in several ways, including:

- City of Cumberland Staff and Elected Officials will set policy and direction and seek funding solutions for future preservation efforts.



- Cumberland Historic Preservation Commission will prioritize implementation strategies and identify partners to create an annual work plan.
- Other Government Agencies will identify partnership opportunities and potential funding solutions for relevant preservation strategies.
- Religious and Cultural Institutions will partner with the City of Cumberland on preservation strategies and identify funding sources for revitalization efforts.
- Preservation Advocates will partner with the Historic Preservation Commission to identify, document, and preserve significant historic resources and provide education and outreach on preservation-related initiatives.
- Cumberland Community Groups and Residents will partner with the City of Cumberland and the Historic Preservation Commission to identify, document, and preserve significant historic resources, seek education and training on the benefits of historic preservation, and identify funding sources for revitalization efforts.

CUMBERLAND HISTORIC PRESERVATION COMMISSION

The Cumberland Historic Preservation Commission (HPC), established in 1974 by municipal ordinance, serves as the primary body responsible for managing municipal efforts in local historic preservation, including the designation of Local Landmarks and Historic Districts as empowered under the Cumberland Historic Preservation Ordinance. Comprised of seven members appointed by the Mayor and City Council, Commission members must have an interest, knowledge, or academic training in the fields of history, architecture, architectural history, planning, archaeology, anthropology, landscape architecture, historic preservation, urban design, or related discipline. Commission officers consist of a chairperson, a vice-chairperson, and a secretary. The Commission must hold at least one meeting per month. A historic preservation planner assigned to the City of Cumberland Community Development Department currently staffs the HPC.

The Historic Preservation Ordinance also outlines various other roles and responsibilities, including:

- To direct studies, reports, and surveys to identify historical, archaeological, or architecturally significant sites, structures, and districts that exemplify the cultural, social, economic, political, or architectural history of Cumberland and that of the state or nation.
- To accept and use gifts for the exercise of the Commission's functions consistent with the City of Cumberland's policies regarding the acceptance and use of gifts by public officials.



- To adopt rehabilitation and new construction design guidelines for designated landmarks, sites, structures, and districts consistent with the Secretary of the Interior’s Standards for Rehabilitation.
- To accept historic preservation easements on designated landmarks, structures, sites, or structures located in, or adjacent to a historic district.
- To provide recommendations for the designation of local landmarks and districts to the Mayor and City Council of Cumberland for approval.
- Creating an annual work plan that prioritizes Historic Preservation Plan strategy implementation.

Commission Design Review

As part of its duties, the Cumberland HPC reviews Certificate of Appropriateness (COA) applications for proposed exterior alterations, additions, new construction, moving, or demolition for any locally designated property. The HPC reviews COAs based on the application’s conformance to the *Preservation District Design Guidelines* (Guidelines). The Commission will issue a COA if the proposed changes to a property do not adversely affect the historic characteristics of the property. Municipal preservation staff can approve COA applications administratively for minor work such as replacing materials in-kind.

Adopted in 2016, along with their regulatory function for the Cumberland HPC, the Preservation District Design Guidelines provide valuable and important information to owners of historic resources regarding the proper material maintenance, the repair or replacement of windows, doors, roofs, porches, and other common building elements, as well as recommendations for new additions and construction. The Guidelines use the Secretary of the Interior’s Standards for Rehabilitation as the base set of preservation standards.



DEFINING HISTORIC PRESERVATION IN CUMBERLAND

Historic preservation can mean different things to different people. To most, historic preservation is saving and preserving significant landmarks and districts in areas important to the community. But preservation can also signify small-scale, incremental acts of preservation that often go unnoticed in a community, such as repainting a porch, replacing a brick in a brick street, supporting the corner store, or saving and restoring a favorite sign. When put together, all of these activities define the different aspects of historic preservation activities.



The following are other ways to define historic preservation:

- Designating preservation districts to preserve historic areas, like the Canal Place Local Historic District.
- Designating significant individual buildings, such as the Town Clock Church National Register landmark.
- Preserving and restoring architecturally significant homes, like the Wright Butler House.
- Reusing vacant commercial and industrial buildings for new uses, such as the Klot's Throwing Company Mill now used for housing.
- Restoring a downtown storefront or façade, like Rosenbaum's Department Store.
- Typical property maintenance such as fixing a broken gutter.
- Repairing the wood windows, front porch, or siding on your house.
- Maintaining and preserving historic brick streets.
- Rehabilitating older homes and apartment buildings to create attainable housing.
- Reducing the number of blighted properties through rehabilitation.
- Recognizing cultural heritage through the placement of historical markers.
- Maintaining and interpreting a historic cemetery.

See Appendix I for a description of key terms used in this Historic Preservation Plan.

HISTORIC PRESERVATION BENEFITS

Historic preservation benefits Cumberland in many ways, helping to revitalize neighborhoods, contribute to the economy, and maintain community character, including:

- **Promotes Neighborhood Revitalization** – Residential neighborhoods represent the majority of Cumberland’s historic buildings, whether as single-family homes, double houses, rowhouses, or apartment buildings, and each residential dwelling plays a part in telling Cumberland’s heritage story. Historic residential buildings also provide a variety of housing choices. Rehabilitating historic housing enhances Cumberland’s character, reduces blight, and provides additional opportunities for attainable housing.
 - **Encourages Economic Development** – Property rehabilitation and adaptive use help to revitalize commercial districts by providing spaces for small businesses and upper-story offices and residential units. In today’s economy, historic buildings can serve as suitable places for remote workers and location-neutral businesses to make Cumberland a destination place to work and live.
 - **Supports Tourism** – Cumberland’s outstanding architectural resources and diverse heritage story already play an important role in the local heritage tourism industry. With over 200 years of architectural history, and outstanding hiking and cycling trails, the Canal Place Preservation District, the Western Passages of the Potomac Maryland Heritage Area, and the C & O Canal Historical Park are assets in which to build and increase tourism activities in the downtown and other areas of Cumberland.
- **Enhances Quality of Life** – Living and working in a revitalized city with a rich history and outstanding architecture helps residents to connect with their heritage, providing shared memories and pride of place. Historic neighborhoods can add to a sense of contentment when preservation planning efforts create a safe and visually appealing environment.





CUMBERLAND'S HERITAGE ASSETS

Cumberland's heritage assets are numerous, diverse, and characteristic of a community that traces its beginnings to the Revolutionary War period. A heritage asset has a distinct architectural, historical, or cultural value that contributes to understanding not only Cumberland's history but also that of the state and the nation. Cumberland's vast legacy and inventory of heritage assets include its compact and architecturally rich downtown districts, middle and working-class neighborhoods, religious buildings, cemeteries, and other landscapes. More specifically, Cumberland's heritage assets, include:

- **Historic Landmarks and Districts** – Cumberland has been successful in designating some of its most significant buildings and places as landmarks and districts dating back to 1973 when it listed four individual buildings and the Washington Street Historic District in the National Register of Historic Places. Cumberland currently has 18 buildings and six districts listed in the National Register. Designated in 1998, the Canal Place Preservation District is Cumberland's only locally-designated district, which provides a level of preservation protection that the National Register listing does not. Preservation of these places is a priority for the citizens of Cumberland.
- **Downtown Cumberland** – Cumberland's downtown district centered along Baltimore Street represents an impressive collection of highly intact historic commercial buildings that comprise the commercial and civic heart of the community. From the 1848 Cumberland Citizens Bank at 101-105 Baltimore Street to the 1930s U.S. Post Office and Courthouse, now the Allegany Museum, downtown Cumberland includes a variety of architectural styles and building types dating from the mid-

19th to the mid-20th century. As a designated Main Street community since 1998, Cumberland highly values its historic downtown and views its revitalization as critically important to Cumberland's revitalization.

- **Neighborhoods** – Cumberland's historic residential neighborhoods represent over 150 years of community development. Each neighborhood has a unique character and identity. For example, the Rolling Mill neighborhood, listed in the National Register, comprises brick and frame housing developed for workers from the nearby Rolling Mill industrial facility. The housing types, development period, street plan, and topography combine to create a defined character for the neighborhood.
- **Cemeteries, Parks, and Cultural Landscapes** – Sumner Cemetery, Braddock Road, Constitution Park, the Chesapeake and Ohio (C&O) Canal, and the many brick streets and sidewalks are examples of some of Cumberland's most significant sites and cultural landscapes—places whose development over time provide Cumberland's strong sense of history and authenticity. Preserving Cumberland's cultural landscapes recognizes the importance the landscape plays in Cumberland's heritage.
- **Diversity of Historic Resources** – The varied range of Cumberland's heritage resources, architectural styles, and property types date back to the early 19th century. These resources include residential, commercial, religious, civic, institutional, and industrial buildings—all contributing to making Cumberland a compelling place of history and experience.

THE FIRST 50 YEARS: PRESERVATION ACHIEVEMENTS

Cumberland's historic and cultural resources span over 250 years and residents have long treasured this rich heritage. As early as 1937, with the formation of the Allegany County Historical Society, residents have sought to preserve the community's stories and places for future generations. The creation of the C & O Canal Association in 1957 spurred the recognition and preservation of one of the region's most significant cultural landscapes. In response to the demolition of historic buildings during the urban renewal era of the 1960s and following the authorization of the National Historic Preservation Act of 1966, which created the National Register of Historic Places, the City of Cumberland created an Advisory Commission on Historical Matters to provide recommendations for the preservation of Cumberland's significant historic places. As a result, Cumberland's first listings in the National Register, in partnership with the Maryland Historical Trust, occurred in 1973 including:

- Washington Street Historic District,
- Bell Tower Building (1884, 24 Frederick Street),
- Cumberland City Hall (1912, 57 North Liberty Street),
- Public Safety Building (1904, 19 Frederick Street), and
- Western Maryland Railway Station (1913, 13 Canal Street).

These National Register listings signaled the official start of Cumberland's preservation program. In 1974, the City of Cumberland adopted its first historic preservation ordinance. By 1986, eleven additional properties and downtown Cumberland would receive National Register listing. Presently, there are eighteen individual properties and six historic districts listed in the National Register of Historic Places—Washington Street, Downtown Cumberland, Chapel Hill, Decatur Heights, Greene Street, and Rolling Mill—representing a broad range of Cumberland's heritage and architecture through the 19th- and early-20th century.

In addition to the National Register, the Washington Street Historic District would become Cumberland's first locally designated preservation district in 1978, with a boundary expansion to the west in 1989. Following the establishment of the Canal Place Maryland Heritage Area in 1993 by the Maryland Historical Trust, now the Western Passages of the Potomac Maryland Heritage Area, the City of Cumberland designated the Canal Place Local Preservation District in 1998, encompassing the boundaries of the Washington Street Local Preservation District, the Downtown Cumberland National Register Historic District, and the remaining areas within the Canal Place Heritage Area. The district, which includes the C & O Canal National Historical Park, remains the focus of Cumberland's preservation and heritage tourism efforts.



PRESERVATION MILESTONES

1930

- 1931: Preservation Maryland, the statewide non-profit preservation advocacy organization, established
- 1937: Allegany County Historical Society founded
- 1957: Creation of the C & O Canal Association

1960

- 1961: Maryland Historical Trust founded as a quasi-public organization; Established as the State Historic Preservation Office in 1967

1970

- 1966: National Historic Preservation Act ratified by Congress establishing the National Register of Historic Places
- c.1970: Cumberland Advisory Commission on Historical Matters created
- 1971: U.S. Congress establishes the C & O Canal National Historical Park

1980

- 1979: Chesapeake and Ohio Canal National Historical Park established by the U.S. Congress
- 1978: Washington Street Local Preservation District designated
- 1977: Western Maryland Chapter of the National Railway Historical Society established
- 1976: Architectural and Historic Survey of the City of Cumberland; Tax Reform Act passed by the U.S. Congress establishes the Federal Historic Preservation Tax Credit Program; Bicentennial of the United States
- 1974: Cumberland Preservation Ordinance and Historic Preservation Commission established; Maryland Historic Sites Inventory created
- 1973: Cumberland's first listings in the National Register of Historic Places – Washington Street Historic District, Bell Tower Building, Cumberland City Hall, Public Safety Building, and Western Maryland Railway Station

1980: Amendments to the 1966 National Historic Preservation Act create the Certified Local Government Program

1981: Allegany Central Railroad begins steam engine excursions between Cumberland and Frostburg; renamed Western Maryland Scenic Railroad in 1991

1983: Downtown Cumberland Historic District listed in the National Register of Historic Places

1985: Maryland Historical Trust Act established to provide procedures on state actions for historic buildings

1989: Washington Street Local Preservation District expanded

1990

2010

- 2008: Rolling Mill Historic District listed in the National Register of Historic Places
- 2005: Chapel Hill, Decatur Heights, and Greene Street historic districts listed in the National Register of Historic Places

2000

- 1998: Canal Place Local Preservation District created; Main Street Maryland created by the Maryland Department of Housing and Community Development; Cumberland joins the Main Street program

1993: Canal Place Maryland Heritage Area established (now Western Passages of the Potomac)

2010: Allegany Museum opens in the former U.S. Courthouse and Post Office

2013: Footer's Dye Works listed in the National Register of Historic Places

2020: Cumberland Arts and Entertainment District established through the Maryland State Arts Council

201 N. CENTRE ST. ST. PATRICK CHURCH



80-86 BALTIMORE ST



PLAN SECTIONS

The Cumberland Historic Preservation Plan contains five sections that describe current heritage places, districts, and landmarks, economic and environmental trends impacting local preservation efforts, and strategies and actions for local implementation.

- **Section 1:** Introduction provides an overview of the Cumberland Historic Preservation Plan, the community historic preservation program, and the benefits of preserving buildings and places.
- **Section 2:** Cumberland’s Heritage Places summarizes Cumberland’s periods of development, architectural resources, and cultural landscapes as the basis for future documentation and preservation initiatives. This section also offers an overview of Cumberland’s designated landmarks and districts and past documentation efforts.
- **Section 3:** Preservation Planning Context describes the existing planning and preservation legislation and policies at the local, state, and federal levels that make preservation possible in Cumberland. This section also provides an analysis of demographic and land use trends and summarizes relevant preservation incentives and benefit programs for owners and investors in historic properties.
- **Section 4:** Cumberland Historic Preservation Plan presents the goals, objectives, and corresponding preservation planning strategies related to future districts, downtown and neighborhood revitalization, advocacy, and program administration.
- **Section 5:** Implementation provides a summary of all planning strategies with a recommended timeframe and suggested set of preservation partners for implementation action.





Photo courtesy of the City of Cumberland



Section 2

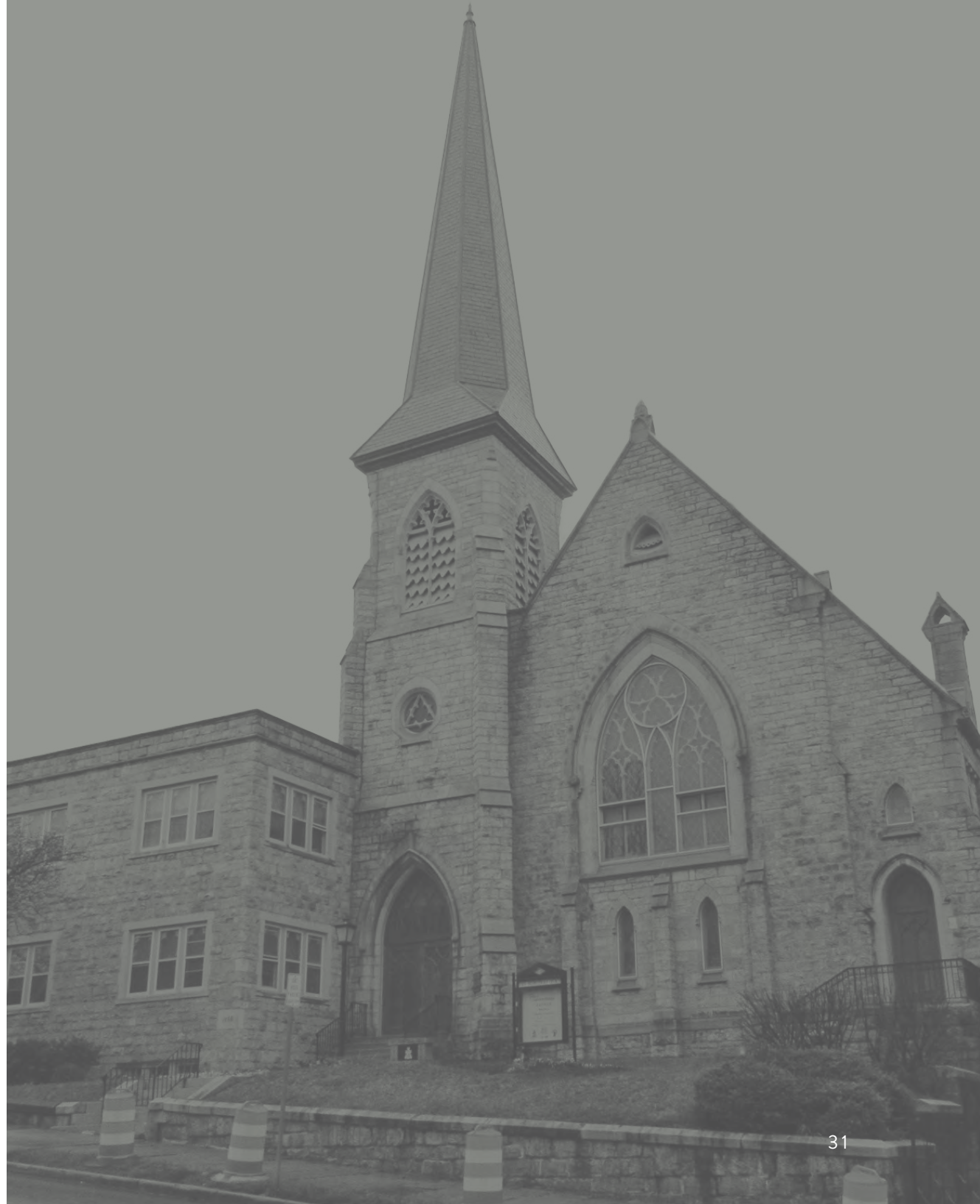
**CUMBERLAND'S
HERITAGE PLACES**

CUMBERLAND'S HERITAGE PLACES

Cumberland's architectural, industrial, and cultural heritage reflects its 250 years of distinguished history, which encompasses seven broad periods of significance: the Indigenous Peoples of Allegany County, the development of Fort Cumberland, and Cumberland's early growth and settlement, Cumberland as a transportation crossroads and gateway to the west, Cumberland's rise of a manufacturing center in western Maryland, its early 20th century expansion, and Cumberland's post-World War II development and urban renewal. Along the way, many diverse groups and peoples arrived in Cumberland, settled in its neighborhoods, worked in its factories, and contributed to the community's civic and cultural life.



Section 2 provides an overview of Cumberland’s heritage story—the periods of history defining how and why Cumberland came to have its urban form, architecture, and development patterns. This history provides an appropriate context for understanding what architectural, cultural, and historical resources are significant and worthy of future preservation efforts. An accompanying timeline in the pages that follow highlights important buildings, places, people, and events in Cumberland before 1975. This section also summarizes Cumberland’s designated heritage resources—landmarks and districts recognized as such by the Historic Preservation Commission and listed in the National Register of Historic Places—as well as past survey and documentation efforts that identified significant historic resources worthy of preservation.



CUMBERLAND'S HISTORIC CONTEXT PERIODS

Indigenous Peoples of Allegany County (Pre-1750)

Indigenous peoples have inhabited the western Maryland region and along the Potomac River for at least 12,000 years. Archaeological finds at the Herman Barton Indian Village Archaeological Site southwest of Cumberland, listed in the National Register of Historic Places in 1975, show evidence of inhabitation from the Late Woodland to the Late Prehistoric periods (ca. 1000-1500 CE to contact). By the 1400s Indigenous culture occupied villages in the area along the Potomac River. The Massawomeck and Susquehannock tribes, who spoke the Iroquois language, occupied the region in the 16th and 17th centuries until their defeat by the Seneca in the mid-17th century (First Nations Seeker, n.d.).

The Algonquian-speaking Shawanese, or Shawnee, were first recorded living in what is now Cumberland in 1728 in a village named Caiuctutuc, located on the western shore of the Potomac River where it meets Will's Creek (Lowdermilk, 1878, 18). The Shawnee Old Fields Archaeological Site, located in Oldtown southeast of Cumberland and listed in the National Register of Historic Places in 1975, provides information on historic Shawnee villages in the area, including that of King Oppessa, thought to have sheltered runaway slaves (Shawnee Old Fields Village Archaeological Site, n.d.). The Shawnee had abandoned the area prior to European occupation in the mid-18th century.



NATIONAL REGISTER

OLD FIELDS VILLAGE
ARCHAEOLOGICAL DISTRICT



8000 BCE - 1600s

The Archaic Period (8,000 BCE to 1,000 BCE) and the Early to Middle Woodland Period (1,000 BCE to the Time of Contact) are represented in the Herman Barton Indian Village Archaeological District and the Shawnee Old Fields Village Archaeological District. Both are listed in the National Register of Historic Places.

8000 BCE



**THE MARYLAND
TERRITORY IS
FORMED.**

Maryland is one of the original North American British colonies.

Illustration of a Shawnee encampment, Seth Eastman



1700s

Shawnee Tribe inhabits Allegany and Garrett Counties

1632

1700



1728

**EARLY EXPLORERS
REACH WILL'S CREEK**

Will's Creek is a tributary of the North Branch of the Potomac River that flows through Cumberland.

**STOREHOUSE AT
WILL'S CREEK**

The Ohio Company, a group of merchants and settlers, erected a storehouse for supplies at Will's Creek. It served as a center for commerce and trade.

1749

1750

Fort Cumberland, the Colonial Era, and Early Development (1750-1800)

Fur trading in the Ohio Valley region saw French and British traders vying for dominance in the mid-18th century. The Ohio Company, a British trading and land speculation company, built a storehouse at the mouth of Will's Creek in 1750 (Weaver, 1987, 2) to aid British trading opportunities. The French built Fort Duquesne in what is now Pittsburgh soon after, placing pressure on the British for control of the area. The Virginia government sent Lt. Colonel George Washington with troops to Fort Duquesne in 1754 to expel the French, though he was unsuccessful. These military actions led to the start of the French and Indian War. By 1755, the construction of Fort Cumberland provided a strategic position for British and Colonial troops. Major General Edward Braddock commanded troops from Fort Cumberland to advance on Fort Duquesne using the ancient Native American path through the Cumberland Narrows, a mountain gap to the west, known as Nemacolin's Trail, eventually known as Braddock's Road. However, Braddock dies in defeat from battle wounds and Washington retreated from the area.

Washington would return to Fort Cumberland several times during the period 1755-1758 leading attacks on the French and the ultimate destruction of Fort Duquesne. During his visits to Cumberland he quartered in a log cabin constructed as part of Fort Cumberland. The cabin, moved and altered in the mid-19th century, moved again in 1921 to its current site in Riverside Park following reconstruction. Fort Cumberland remained an outpost until its abandonment in 1765.

There were few settlers in the area following the construction of Fort Cumberland, though increased settlement did not occur until after end of the French and Indian War. Although Thomas Cresap of nearby Oldtown had prepared a survey for the area that is now Cumberland

in 1745, settlement of the area did not begin in earnest until Thomas Beall prepared a town plan called "Washington Town" in 1785 (Smith, 1978, 11); the town incorporated in 1787 under the name Cumberland with most of the houses on the west side of Will's Creek along what is now Greene Street and businesses on the east side along Mechanic Street (Keller p. 4). The formation of Allegany County in 1789 led to Cumberland's designation as the county seat.

By 1790 there were 4,809 people residing in Allegany County, including 258 slaves and 12 free Black people (Smith, 1978, 12). Cumberland remained a small town through the turn of the century, with about 300 buildings and 120 families (Weaver, 1987, 6). In 1794, George Washington, in his second term as U. S. President, visited Cumberland to inspect Maryland and Virginia troops gathered to put down an insurrection in Pennsylvania known as the "Whiskey Rebellion."

Fort Cumberland is constructed as military outpost against the French, headed by British Maj. Gen. Edward Braddock with George Washington as his aide-de-camp.

French and Indian War (Seven Years' War) begins.

1755

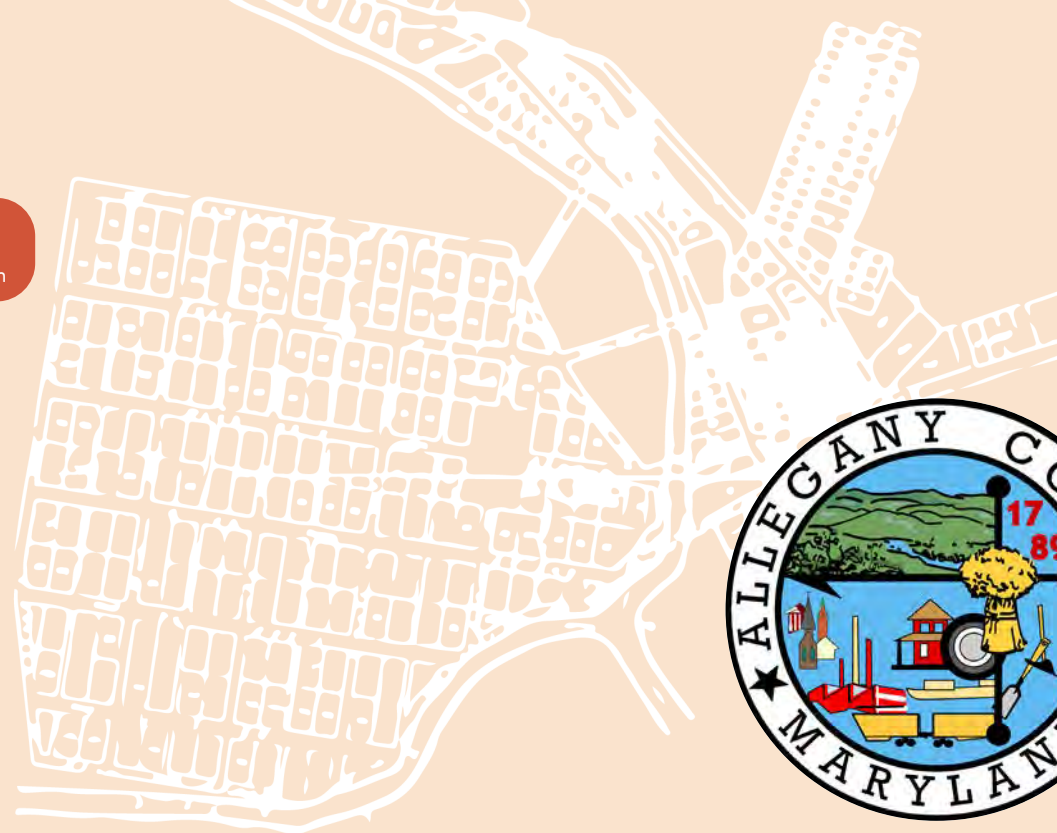
1765

Nemacolin's Trail (later Braddock's Road) used as military route to Fort Duquesne.

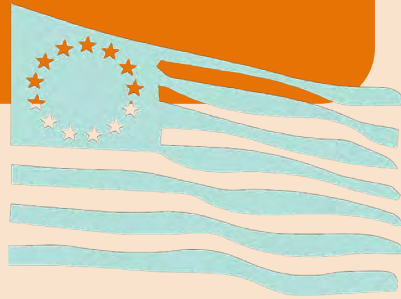
**FORT CUMBERLAND
IS ABANDONED**



Illustration of Fort Cumberland, Albert and Angela Feldstein Collection



THE AMERICAN REVOLUTION BEGINS AND THE STATE OF MARYLAND IS FOUNDED.



1787

TOWN OF CUMBERLAND INCORPORATED

FORMATION OF ALLEGANY COUNTY

Cumberland becomes the County Seat.

1776



Painting of George Washington, Mount Vernon Ladies Association

President George Washington arrives in Cumberland to review troops to suppress the "Whiskey Rebellion"

1789

1794

1800

A Transportation Crossroads (1801-1860)

Due to its location on the Potomac River at the edge of the frontier, Cumberland was already a focal point for trade by 1800. During this period, the Potomac Company made significant improvements along the river to bypass dangerous sections with a canal to improve travel between Georgetown and Cumberland. Improved navigation led to the shipment of flour, whiskey, and farm produce downriver to Georgetown, though by 1825 coal and flour were the major products (Smith, 1978, 14). Large coal deposits west of Cumberland provided a rich source of raw materials – initially for shipping south along the Potomac River, and later by rail. Coal mining would become the largest industry in Cumberland due to large coal fields west of Cumberland, providing materials for various industries located in Cumberland.

Following Ohio's entrance in the union in 1803, President Thomas Jefferson created a land sales tax in Ohio to fund the construction of a road to connect it with the eastern states. Known as the National Road (and also the National Pike and Cumberland Road), it began in Cumberland rather than in a larger city as it was the shortest distance to Ohio (Smith p. 15). Completed in 1818, the first section of the road, the second in the U. S. to use macadam, ended in Wheeling, West Virginia. Settlers heading west could now provision in Cumberland and ride safely to Wheeling and the Ohio River. The course of the road through Cumberland changed in 1833 to run through the Narrows along Braddock's Road (Lowdermilk, 1878, 332).

The arrival of the Baltimore and Ohio (B & O) Railroad in 1842 and the Chesapeake and Ohio Canal (C & O) in 1850 provided Cumberland with an opportunity for community and economic growth. Both provided a means for increased shipping of coal and other products east as well as passenger service. The railroad reached Wheeling, West Virginia, and the Ohio River valley in 1853 (Western Maryland Chapter, National Railroad Historical Society, n.d.). Following the arrival of the

B & O Railroad, additional railroad lines, including the Cumberland and Pennsylvania Railroad, the Pennsylvania Railroad, the Georges Creek and Cumberland Railroad, the Piedmont and Cumberland Railway of the West Virginia Central, and the Western Maryland Railroad, would connect Cumberland to Pittsburgh, the coal mines to the west, and other destinations in the region with connections to the east coast, the south, and the Midwest (Western Maryland Chapter, National Railroad Historical Society, n.d.). Early settlers included Germans, Swiss-Germans, and Scot-Irish from Pennsylvania. (Farris, 2017, 8-1)

Between 1840 and 1850 the town grew from 2,000 to over 6,000 in population and saw the construction of several prominent buildings including the Allegany County Academy and the Town Clock Church. Substantial commercial development occurred in downtown Cumberland, including hotels, department stores, and saloons (Keller, Survey, 1976, 5). The Decatur Street area, Greene Street, and the Dumbhundred district saw the expansion of Cumberland's working-class residential neighborhoods, while Washington Street developed as an area for the city's elite.

The Narrows,
Lowdermilk



1833

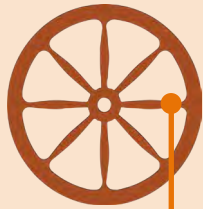
Fire destroys much of downtown and Mechanic Street

Route of National Road moved to The Narrows

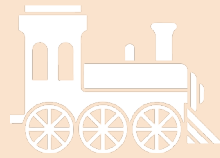


1834

CITY OF CUMBERLAND INCORPORATED



Washington Street the first paved street in Cumberland



ARRIVAL OF RAILROAD

The Baltimore and Ohio Railroad comes to Cumberland.



CANADA HOSE COMPANY

Cumberland's first fire station, Canada Hose Company No. 1, constructed at 400-402 North Mechanic Street (NR)

NATIONAL REGISTER



FEDERAL ROWHOUSES, 200-208 DECATUR STREET (NR)

FEDERAL STYLE 1840s



TOWN CLOCK CHURCH (NR)

Constructed at 312 Bedford Street as a German Evangelical Lutheran Church

NATIONAL REGISTER

1838

1840

1842

1845

1848

1850

2,428

1840 POPULATION

Allegany County Academy, Lowdermilk

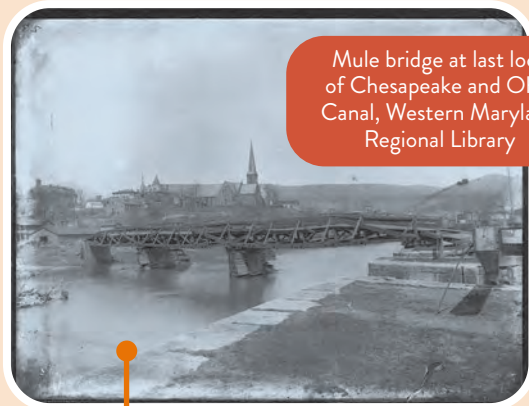


1849

Allegany County Academy constructed

6,073

1850 POPULATION



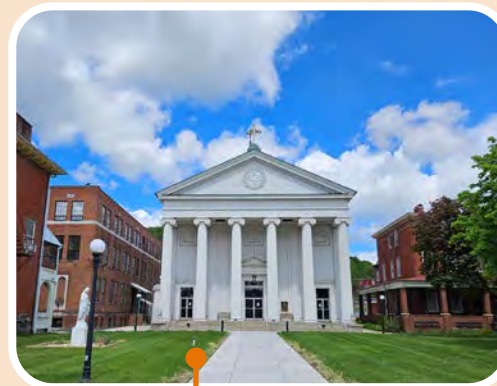
Mule bridge at last lock of Chesapeake and Ohio Canal, Western Maryland Regional Library

Chesapeake & Ohio Canal completed



1850s

Emmanuel Episcopal Church is an integral stop on the Underground Railroad



St. Patrick's Church (St. Mary's) constructed at 201 N. Centre Street



Emmanuel Episcopal Church constructed at 16 Washington Street



GREEK REVIVAL HOUSE AT 16 ALTAMONT TERRACE, 1851 (NR)

GREEK REVIVAL 1850s

1850

1851

1860

4,078
1860 POPULATION

A Center for Manufacturing (1861-1900)

Cumberland's location near large coal fields and access to multiple transportation routes such as the C & O Canal and the B & O Railroad made the city an ideal place for a variety of manufacturing endeavors, including iron and steel foundries, breweries, glassworks, lumber mills, as well as other industries like the Footer Dye Works (Taylor, Rolling Mill, 2005, 8-7). The growth of industry in the last half of the 19th century was due to Cumberland's transportation connections. The period saw the immigration of ethnic populations to Cumberland to work in its manufacturing facilities and other industries, including German brewers and glassmakers, who settled on the north end of the city (Keller, Survey, 1976, 9).

Glassmaking was a prominent industry in Cumberland from the late 19th century through the 1930s. The Warren Glass Works Company opened in 1880 in South Cumberland, though the companies using the facility changed over time, including the South Cumberland Glass Company of Allegany County, the Queen City Glass Company, and the Eastern Glass Company. Following a fire on the site in 1913, the Maryland Glass Company constructed a new plant in 1918 (Keller, Maryland Glass Company, 1977, 3, 5). The Cumberland Glass Works on North Mechanic Street was another large glassmaking company. During its peak period in Cumberland around 1920, the glassmaking industry employed 1,000 people (Keller, Maryland Glass Company, 1977, 5). The industry waned by the 1930s due to numerous fires and the Depression.

Due to the large population of German immigrants, Cumberland had a thriving brewing industry in the late 19th and early 20th centuries. By 1888 there were 13 local breweries in the city employing hundreds of workers (Preservation Maryland, 2016). The two largest breweries were the Cumberland Brewing Company (c. 1890, 711 North Centre

Street), established in 1890, and the Queen City Brewing Company, originally named the German Brewing Company in 1901 (Farris, 2017, 8-11). While many breweries remained open during prohibition by selling non-alcoholic beverages, they reverted to brewing beer at the end of Prohibition. In 1958, the Queen City Brewing Company purchased the Cumberland Brewing Company and operated until 1974 (Farris, 2017, 8-11). While not as prevalent as breweries, several liquor distilleries operated in Cumberland during this period.

The B & O Railroad became one of the leading industrial and economic forces in the city, employing hundreds and maintaining car shops and a roundhouse capable of housing multiple locomotives. In 1870, the B & O Railroad constructed a large rolling mill facility near the railroad tracks on the east side of the Potomac River. (Taylor, Rolling Mill, 2005, 8-7). Seeing the need for worker housing, Francis Haley constructed a home to the east of the industrial site and laid out plans for housing, which developed quickly following the opening of the rolling mill. In 1896, the B & O Railroad opened a large rail yard and repair facility in South Cumberland and by 1906 was the largest employer in the city with 2,000 employees (Weaver, 1987, 34-35).

Built in 1906 as the company's third location, Footer's Dye and Cleaning Works (1906, 2 Howard Street), individually listed in the National Register of Historic Places, undertook the cleaning, dyeing, and pressing of garments, upholstery, rugs, and other fabrics. It was one of the largest cleaning and dyeing companies in the country in the 1920s, with 500 employees in Cumberland, and at least twenty branch offices in the Mid-Atlantic region including Baltimore, Philadelphia, and Pittsburgh (Reed, Wallace, 2013, 8-5). Following its closure in 1937, the building saw use by various companies.

In 1891 Cumberland had “...over forty factories, including...glass and steel works, flouring and planing mills, breweries and distilleries, carriage and cigar factories, furniture and cement works, tanneries, marble yards, a pulp and paper mill,” and others (Smith, 1978, 82). By 1900, Cumberland’s population had grown to over 17,000 thanks to the tremendous growth of manufacturing—a direct result of the city’s location near natural resources and its connection to the rest of the country via the railroad and Potomac River. Downtown was flourishing as a regional center of commerce and entertainment with retail stores, banks, hotels, theaters, and many others. Cumberland became home to 18 churches by 1891 (Smith, 1978, 82).

FRANCIS HALEY HOUSE

Francis Haley House constructed at 634 Maryland Avenue in 1870.



Francis Haley was a successful local brick manufacturer that helped to develop the surrounding Rolling Mill neighborhood, where his brick yards were located (NR)

B'ER CHAYIM TEMPLE

B'er Chayim Temple constructed at 107 West Union Street (NR)



**MARYLAND
ABOLISHES
SLAVERY**

1864

1866

1870

8,056

1870 POPULATION



1871

Janes Gates, a prominent African American citizen, purchased her house at 515 Greene Street, now a museum.

Jane Gates, John Gates and Delores Gates-Thomas



205 COLUMBIA STREET (NR)

In 1896, architect Wright Butler constructs his home at 205 Columbia Street. (NR)

**QUEEN ANNE STYLE
1890s**



BELL TOWER BUILDING (NR)

Built in 1884 at 24 Frederick Street, the Bell Tower Building was Cumberland's first police station and jail. (NR)

**ITALIANATE STYLE
1880s**



309 FREDERICK STREET (NR)

In 1892, the African Methodist Episcopal Church is constructed.

SECOND EMPIRE STYLE 1890s

1880

1890

10,693
1880 POPULATION

Cumberland
Brewing Company,
TavernTrove.com



1890
Cumberland Brewing
Company founded.

12,729
1890 POPULATION

Early 20th Century Growth (1901-1940)

Cumberland's greatest period of growth occurred in the first decades of the 20th century. Cumberland's population grew by over 20,000 during this period, with a peak population of over 39,000 in 1940. This is due in part to the continued expansion of the city's manufacturing base, the arrival of the Western Maryland Railroad in 1906, and the construction of new housing in Cumberland's southern reaches. During this period, Cumberland had 29 factories, mills, and foundries (Farris, 2017, 8-3). In 1916, leaders of the local Chamber of Commerce formed the Cumberland Development Company whose mission was to lure additional manufacturing interests to the city, now the second-largest economy in Maryland (Farris, 2017, 8-3). They were successful in bringing to Cumberland the Kelly-Springfield Tire Company, which opened in 1921, and the American Cellulose and Chemical Manufacturing Company (later renamed the Celanese Corporation), which manufactured synthetic fiber and thread and opened in 1924. Together these companies provided thousands of new jobs and a demand for additional housing. While the Kelly-Springfield plant is now defunct, the housing subdivision constructed nearby to house its workers remains.

At this time, Cumberland was in dire need of housing for the thousands of new residents moving to the city. The historic city center had little room to grow and most new construction occurred along the edges of Cumberland creating new neighborhoods including Chapel Hill, Egypt (Lower Cumberland), Johnson Heights, and The Dingle. While most of this housing was for the working class, middle-and-upper-class housing for company executives and other professionals developed in Johnson Heights and The Dingle. The Real Estate Securities Company of Allegany County, later known as the Dingle Company, purchased farmland on the west side of Cumberland in 1906 to develop a 55-house subdivision known as The Dingle (Cleven, 2017, 8-13). Trolley lines helped to connect these outer neighborhoods to the downtown.

On Cumberland's south side, the newly developing Chapel Hill and Egypt neighborhoods included Irish, German, and Italian immigrants (Taylor, Chapel Hill, 2005, 8-5). Chapel Hill, listed in the National Register of Historic Places, developed on the site of a former fairground following several subdivision plats beginning in 1891 and extending through 1901, including those by the Cumberland Improvement and Investment Company and the Humbird Land and Improvement Company (Taylor, Chapel Hill, 2005, 8-3). By the 1920s, Chapel Hill was a thriving neighborhood with Virginia Avenue serving as a major neighborhood commercial district.

The first two decades of the 20th century saw the greatest growth in downtown Cumberland as the city's economy grew and its neighborhoods expanded. Baltimore Street developed into a regional shopping and commercial hub with the construction of several major banks, department stores, and theaters. Buildings as large as six stories now dominated the streetscape, many designed by local architects in various architectural styles. Construction of the community's civic buildings also occurred during this period, including the Public Safety Building, City Hall, and the U. S. Post Office and Courthouse (now the Allegany Museum).

1900

17,128
1900 POPULATION



1901

St. Mary's
Catholic Church
constructed
at 300 East
Oldtown Road



Image of German Brewing Co. in 1910, TavernTrove.com

1901 German Brewing Company opens, later renamed Queen City Brewing Company

KLOT'S THROWING MILL AT 917 GAY STREET, 1903 (NR)



PRODUCTION SHED
1900s

FOOTER'S DYE WORKS AT 2 HOWARD STREET, 1906 (NR)



CLASSICAL REVIVAL
1900s



GEORGE TRUOG HOUSE

George Truog House constructed at 230 Baltimore Avenue in 1903. (NR)

NATIONAL REGISTER

1903



U.S. POST OFFICE BUILDING

The U.S. Post office is constructed at 19 Frederick Street in 1904. (NR)

NATIONAL REGISTER

1904

The mural on the interior rotunda dome was designed by artist Gertrude du Brau.



NATIONAL REGISTER

THOMAS KOON HOUSE

Thomas Koon, a well-known doctor, constructs his house at 231 Baltimore Avenue in 1912. (NR)

CUMBERLAND CITY HALL, 1912 (NR)



INDUSTRIAL LOFT
1910s

CRAFTSMAN STYLE 1910s

Chamber of Commerce forms the Cumberland Development Company to attract new industry.

NATIONAL REGISTER



WESTERN MARYLAND RAILWAY STATION, 1913



NATIONAL REGISTER

FIRST BAPTIST CHURCH

Façade of First Baptist Church is added to the 1849 building in 1917.



Image of Kelly-Springfield Tire Plant, NPS

1921 Kelly-Springfield Tire Company Plant opens in Cumberland

1910

1912

1916

1920

21,839

1910 POPULATION

29,837

1920 POPULATION



NATIONAL REGISTER

CUMBERLAND YMCA

Cumberland YMCA constructed at 205 Baltimore Avenue in 1925.



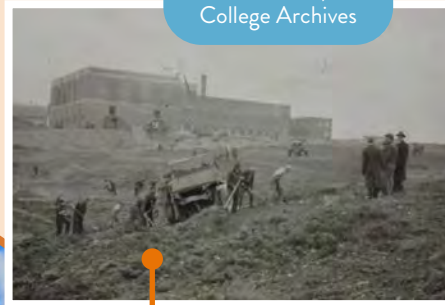
Cellulose workers, Allegany Museum

American Cellulose and Chemical Manufacturing Company opens.



FORT HILL HIGH SCHOOL

37,747
1930 POPULATION



WPA Workers, UM College Archives

Public Works Administration funds construction of Fort Hill High School; Greenway Avenue Stadium constructed through Works Progress Administration.



Local industry turns to war production during World War II.

1922

1924

1925

1930

1936

1940



Carver School – Cumberland’s school for African American students – opens; it closes in 1960 following desegregation.

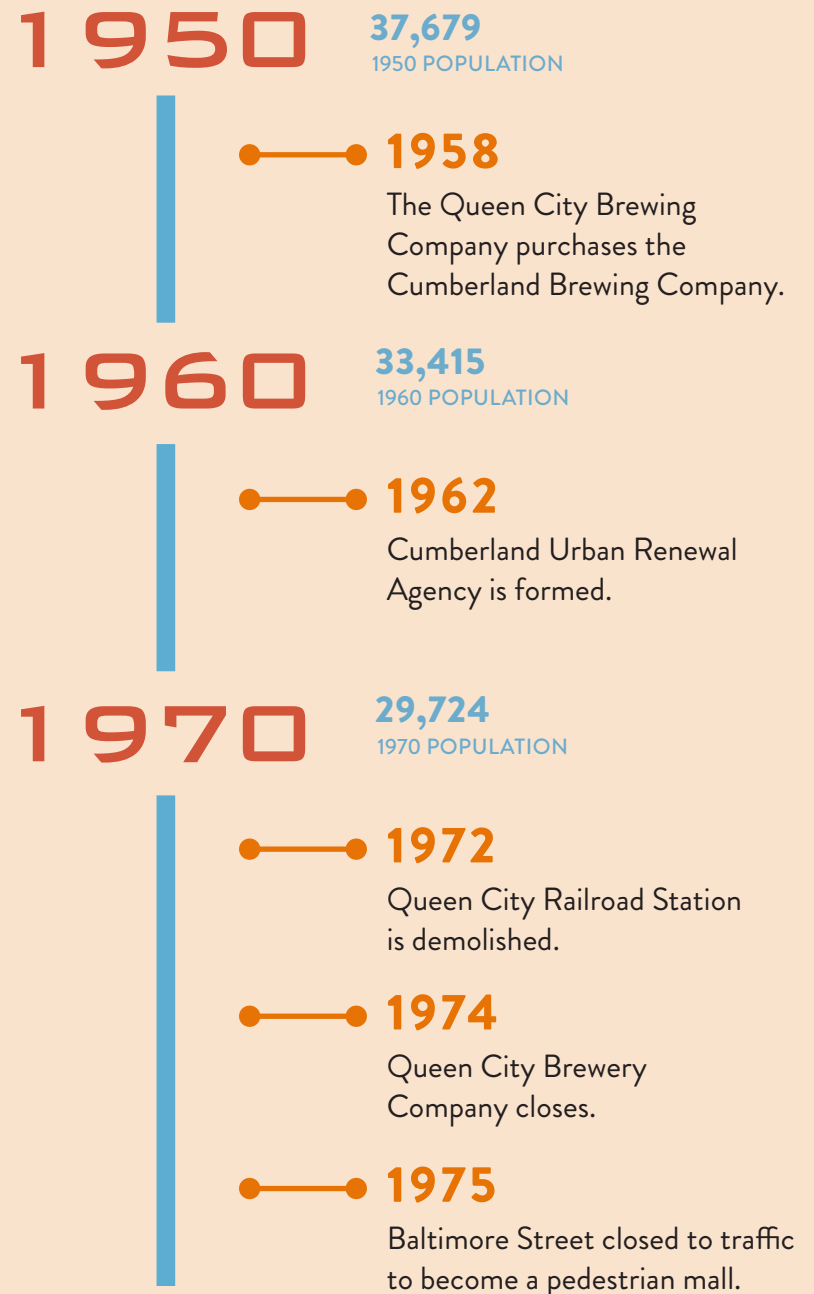
39,483
1940 POPULATION

Downtown and Urban Renewal (1941-1975)

Following the economic downturn of the Depression in the 1930s, Cumberland's industry revived temporarily for war production due to its inventory of manufacturing facilities and excellent transportation connections. However, industry declined significantly following the war and a post-war recession led to higher unemployment. An economic boom during the 1950s helped Cumberland expand its job base, and both the Kelly-Springfield Tire Company and the Celanese Corporation modernized and expanded (Weaver, 1987, 63). This economic expansion saw some additional development on Cumberland's periphery, such as the White Oak Manor Subdivision and Shopping Center in the 1960s.

Despite these improvements, deterioration in many areas of the city, and continued economic decline, spurred the creation of the Cumberland Urban Renewal Agency (CURA) in 1962 (Farris, 2017, 8-5). As in many cities, urban renewal saw the demolition of historic buildings to make way for new development and improved transportation corridors for the rise in automobiles. In Cumberland that included the removal of industrial and commercial buildings near the downtown's edges and the construction of Queen City Drive, the Bedford Street Bridge, and what is now Interstate 68 (Farris, 2017, 8-5). As retail stores moved to new suburban shopping centers, the conversion of Baltimore Street into a pedestrian mall sought to retain shoppers.

By the 1970s, most of Cumberland's larger industrial facilities closed, including the Springfield-Kelly Tire Plant and the Celanese Corporation. To counteract Cumberland's decline and loss of buildings, and as a result of the National Historic Preservation Act of 1966, a preservation movement developed in Cumberland to preserve some of its oldest neighborhoods. The City of Cumberland enacted its first historic preservation ordinance in 1974 and completed an architectural survey of the city's historic resources, resulting in the listing of 11 buildings and the Washington Street Historic District in the National Register of Historic Places.



Cumberland's Diverse Heritage (1750-1975)

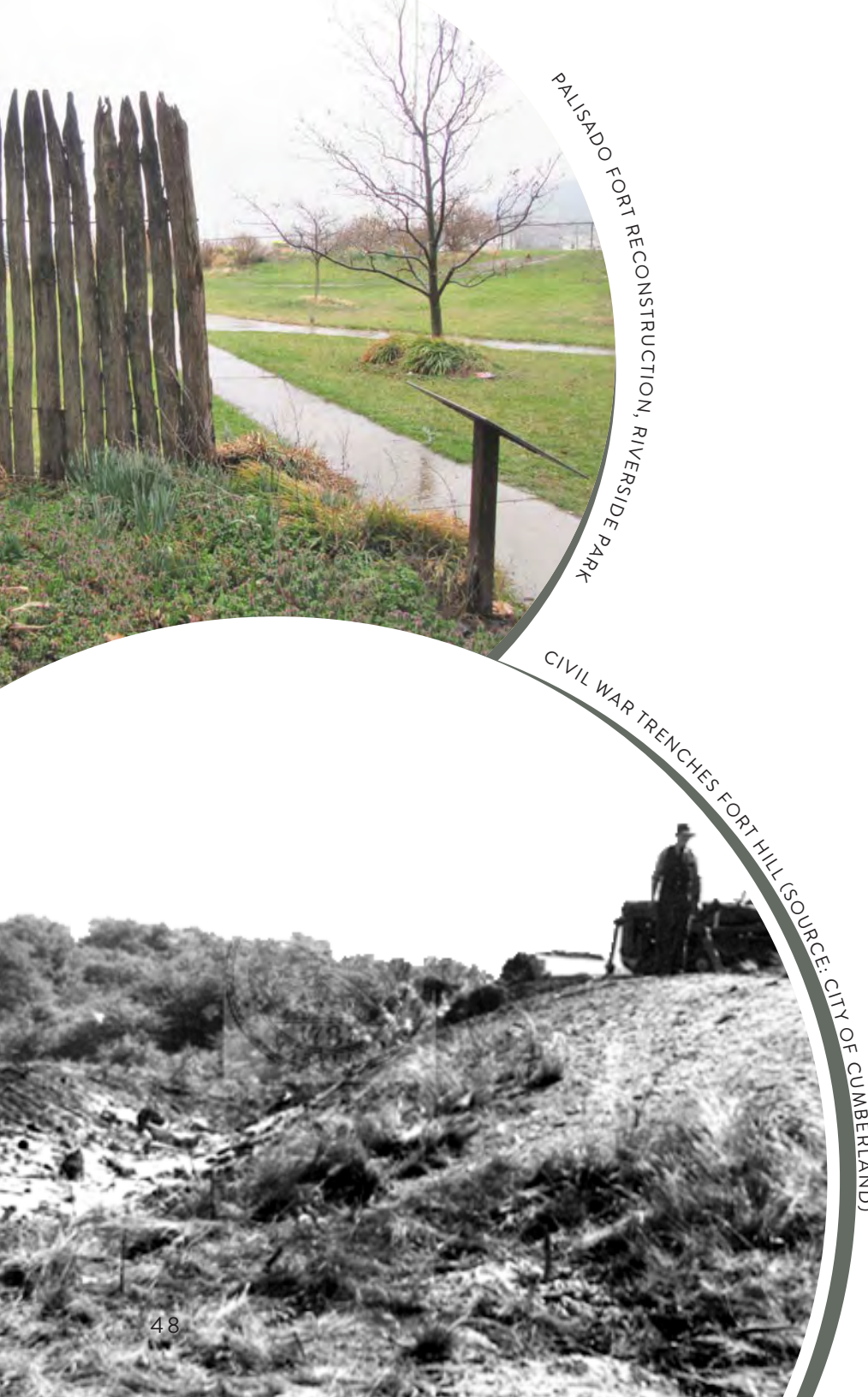
Western Maryland, including Cumberland, was historically the home of Indigenous peoples including the Shawanese or Shawnee, as well as other Indigenous cultures dating back thousands of years based on several archaeological investigations in the Cumberland region. As Cumberland grew, it developed a rich history of ethnic diversity due to its strong manufacturing base that attracted various newcomers and immigrant groups. While its earliest residents were of British descent, industrial growth saw an influx of Irish, Scotch, German, and Italian immigrants, among others, to work in the region's coal mines, build the C&O Canal, B&O railroad, and work in Cumberland's growing manufacturing establishments. Often, ethnic groups would live in concentrations due to culture and language barriers, such as Germans in the North End and Italians in Chapel Hill.

African Americans have had a presence in Cumberland since its early settlement. The Maryland Colony, founded in 1634, was a slave state and remained so through statehood until the abolishment of slavery in 1864. While slavery existed in Cumberland, there was also a small community of free Black people living there as well. By 1870, the African American population numbered 690, around seven percent of Cumberland's population (Miller, Stegmaier, 1978, 320).

During the decades leading up to the Civil War, Cumberland was an important stop on the Underground Railroad due to its proximity to Pennsylvania, a free state. Based on oral history, Emmanuel Episcopal Church was integral in transporting African Americans seeking freedom through several tunnels beneath the church building that comprise remnants from Fort Cumberland.

According to current residents of Cumberland's African American community, historically, Cumberland's African American communities concentrated in three areas—South Central Avenue and Pine Avenue on the east side, Frederick Street in the Decatur Heights neighborhood, and along Wineow Street south of downtown Cumberland, also known as Black Bottom or Shanty Town. Demolition of the Black Bottom neighborhood occurred during the urban renewal era of the 1960s. However, several resources are remaining that are significant to the African American heritage in Cumberland, including the African Methodist Episcopal Church (1892, 309 Frederick Street), first organized in 1847 by the free Black community (Collins, Purdham, 1979, 8-1). The Jane Gates House (1871, 515 Greene Street), now a museum, is the home of a prominent resident who worked as a nurse and laundress to save the funds to purchase the house only seven years after the abolishment of slavery (Jane Gates Heritage House, n. d.).

African Americans in Cumberland attended separate schools until the end of segregation, which occurred in Cumberland between 1955 and 1960. A school for African Americans existed in Cumberland as early as 1871. By the early 20th century, Cumberland's African American students attended Carver School (1922, 340 Frederick Street) until it closed in 1960. The Pine Avenue playground was an important site in the 20th century for community youth to gather. Sumner Cemetery is the earliest African American cemetery in Cumberland and is home to many of the community's earliest citizens. Woodlawn Cemetery opened as the community's second cemetery in the early 20th century.



PALISADO FORT RECONSTRUCTION, RIVERSIDE PARK

CIVIL WAR TRENCHES FORT HILL (SOURCE: CITY OF CUMBERLAND)

CUMBERLAND'S HERITAGE RESOURCES

Heritage resources are those created by human activities that help to inform people, both in the present and in the future, of the community. A community's heritage may include archaeological, architectural, and cultural resources.

Archaeological Resources

Cumberland's history dates back to the 1750s and the construction of Fort Cumberland on the hill overlooking Will's Creek. The site of the fort now includes Emmanuel Episcopal Church, the Allegany County Courthouse, and the Allegany County Library. Several underground tunnels located under Emmanuel Episcopal Church remain from the Fort's construction. This area of early settlement, as well as downtown Cumberland, early residential neighborhoods, and industrial sites, provide archaeological links to the city's early history. The Chesapeake and Ohio (C&O) Canal, the Baltimore and Ohio (B&O) Railroad, and the National Road (a former Native American trail) are also areas of interest in yielding information on Cumberland's early transportation and industrial history.

While no comprehensive archaeological program exists, one Maryland State Highway Administration project on South Mechanic Street identified artifacts documenting Cumberland's working-class history dating back to 1790. As part of the Station Square Park project from 1992 to 1993, excavations in the rear yards on four residential lots provided artifacts and information

into the lives of working-class residents and merchants. In total, archaeologists discovered 47,529 artifacts, including dishes, clothing, and personal items dating from 1790-1940 (Archaeological Collections in Maryland, n.d.).

Residential Resources

The earliest residential architecture in Cumberland dates to the early 19th century, represented in styles popular for the period, including the Federal style rowhouses at 200-208 Decatur Street (1840s), listed in the National Register, and the Greek Revival double house at 15-17 Prospect Square (c. 1840). The Perry House (1840, 104 Washington Street), now the Gilchrist Gallery, includes elements of both the Federal and Greek Revival styles (Miller, Morgan, 1973, 7-2). Greene Street, downtown Cumberland, and the Decatur Heights neighborhood include homes of similar style and age, including 16 Altamont Terrace (c. 1851), designed in the Greek Revival style, and listed in the National Register of Historic Places. As Cumberland's industry expanded, so did the need for housing workers, administrators, and executives. With the construction of B&O's rolling mill in the east end, the Rolling Mill neighborhood developed to provide worker housing. The Francis Haley House (c. 1870, 634 Maryland Avenue) is an early Italianate style residence built by Haley, a brick manufacturer who played a part in the growth of the neighborhood (Andrews, Dorsey, 1982, 8-2).

Other neighborhoods experienced growth during the late 19th century, including Decatur Heights and the Dumbhundred district. While many of these frame homes were more vernacular to house immigrant workers, some homes, such as George Truog House (c. 1903, 230 Baltimore Avenue) had an eclectic mix of high-style influences and decorative glass details. One of Cumberland's most influential local architects, Wright Butler, designed his own home (1896, 205 Columbia Street) in the Queen Anne style, along with many others around Cumberland, including the Truog House (Andrews, 1978, 8-1).

225 COLUMBIA ST, DUMBHUNDRED DISTRICT



GREEK REVIVAL STYLE, 115-117 PROSPECT SQUARE





QUEEN ANNE STYLE, 217 WASHINGTON ST

AMERICAN FOURSQUARE, 209-215 PENNSYLVANIA AVE.

Washington Street west of the Allegany County Courthouse provided the setting for Cumberland's wealthiest residents to build grand homes on a hill overlooking the city, away from industries along Will's Creek and the Potomac River. Many of Cumberland's leading citizens built two-story and three-story frame and brick homes designed in a variety of architectural styles, often by architects such as Wright Butler, Robert Holt Hitchens, and George Sansbury, including Gothic Revival, Italianate, Second Empire, Queen Anne, and Classical Revival (Miller, Morgan, 1973/1989, 8-F). Examples include the Queen Anne-style houses at 217 and 501 Washington Street, both with a corner turret and shingle cladding, and the McKaig House (1905, 528 Washington Street) with an imposing temple front and two-story columns in the Classical Revival style. The Algonquin Hotel (c. 1926, 1 Baltimore Street) at the east end of Washington Street provided luxury apartment living, later converted into a hotel.

The early 20th century was a time of great growth for Cumberland, as its population grew by 20,000 from 1900 to 1930 due to the ongoing expansion of industry. The former fairgrounds in South Cumberland developed into the Chapel Hill neighborhood during the early 20th century. Its mix of brick and frame houses included many double houses, often with slate cladding or roofing, including those at 111-113 and 115-117 Grand Avenue (c. 1910) and 121-123, 125-127, and 129-131 Oak Street (c. 1902). The expansion of the middle class during this period saw the development of larger homes in the Dingle beginning in 1913 and continuing through the 1960s, many designed in architectural styles such as the Spanish, Georgian, Tudor, and Colonial Revivals. Also prevalent are bungalows and Ranch homes. By the mid-20th century, there was little land within Cumberland for new housing, relegating new subdivisions to the outskirts, such as the White Oaks Manor subdivision, developed in the 1960s with modest brick Ranch houses like the one at 1423 Magnolia Court (1963).

Commercial Resources

Cumberland's downtown business district, centered on Baltimore Street, comprises the largest concentration of the city's historic commercial resources. Although the earliest commercial buildings developed along Mechanic Street, by the mid-19th century Baltimore Street was the established Main Street in the downtown business district. The existing downtown, which includes Centre, Liberty, and Mechanic Streets, remains a cohesive and intact grouping of late 19th - and early-20th-century commercial buildings representing architectural styles such as Italianate, Romanesque Revival, and Art Deco. The three-story brick building at 101-105 Baltimore Street (1870s) is one of two remaining Italianate examples downtown.

Several buildings on Baltimore Street feature Romanesque design elements. Architect George Sansbury designed the three-story brick building with terra cotta details and arched windows at 80-82 Baltimore Street in 1911 (Henry, Ware, 1983, 7-3). The Rosenbaum Department Store (1899, 118 Baltimore Street) is one of downtown's most prominent and architecturally significant buildings. The First National Bank (c. 1890, 71 Baltimore Street), designed by architect Bruce Price, exhibits Romanesque details with an arched stone entry, arched window openings, and a tile roof. Other important buildings include the Schwarzenbach and Son Building (1912, 128 Baltimore Street), with Beaux Arts details, and the six-story brick Liberty Trust Company Building (c. 1902, 83 Baltimore Street), with stone trim and a copper cornice, both designed by architect Wright Butler.

One other notable feature in downtown Cumberland is the number of storefronts faced in Vitrolite structural glass, an alteration made in the 1920s and 30s in an effort to update storefront appearances during the Art Deco period. In later years, other updated storefronts began to appear downtown as architects and business owners alike took notice of European Modernism expression for



American retailing. The storefront for the Manhattan Clothing Store at 67-69 Baltimore Street, for example, features a modern storefront designed by well-known architect Morris Lapidus. The storefront uses modernist visual and spatial elements to create eye-catching, complex compositions that sequence signage, lighting, and display across facades, vestibules, and interiors. These storefronts comprise an important and integral part of downtown's architectural evolution.

Other commercial areas include North Centre and North Mechanic Streets north of downtown, where early commercial and industry mixed with residential, and Greene Street, a historically mixed-use corridor. The Coca-Cola Bottling Plant (1940, 312 Greene Street) is one of the few Art Deco buildings in Cumberland.

The commercial district on Virginia Avenue, in the Chapel Hill National Register Historic District, was the largest neighborhood commercial district outside of downtown and provided goods and services to the residents of South Cumberland. The buildings at 224 and 245 Virginia Avenue (c. 1900), and 249 Virginia Avenue (1912), represent intact two-story brick commercial buildings with arched windows, cornices, and decorative glass.

Cumberland's residential neighborhoods include several individual commercial buildings designed to provide services within walking distance of people's homes. Often one-to-two stories with an apartment located above, examples include the Corner Tavern building at 171 North Centre Street, the Hartley's Restaurant building at 432 Williams Street, and the Ellie's Deli building at 2 Decatur Street.

Religious Resources

Religion has been a part of Cumberland's identity from its early settlement with services often held in public buildings, private meeting rooms, or other shared spaces. In 1800, the Methodist Episcopal congregation built the first frame church in Cumberland (Lowdermilk, 1878, 449). By 1835 Cumberland was home to five churches representing the Episcopal, Catholic, Lutheran, Presbyterian, and Methodist denominations (Lowdermilk, 1878, 338). Several of Cumberland's historic churches are prominent landmarks due to the city's topography, such as the Town Clock Church (1850, 312 Bedford Street), designed by Harry Schmenner for its German Evangelical Lutheran congregation. The brick church with a clock tower is visible throughout Cumberland from its north-end location. Emmanuel Episcopal Church (1851, 16 Washington Street), designed by John Notman in the Gothic Revival style, is an imposing stone building with slate-roofed steeple set on a hill overlooking downtown Cumberland in line with views down Baltimore Street.





Cumberland's numerous religious buildings represent several architectural styles common to religious architecture of the period. First Baptist Church (1849/1917, 212 Bedford Street), listed in the National Register, is a two-story brick church with a Gothic Revival façade added in 1917. Established in 1791, St. Patrick's Catholic Church (1851, 201 North Centre Street) served the Irish community. The Greek Revival design with a temple front and two-story Ionic columns is the design of Irish architect John Tehan. Another church serving Cumberland's large German population, Trinity Evangelical Lutheran Church (1854, 328 North Centre Street) is a two-story brick edifice with arched windows, stone quoins, and a pedimented gable bisected by a brick tower on the front façade with a slate-roofed spire. The First Presbyterian Church (1875, 11 Washington Street) began in 1802, with the current Gothic Revival stone church with a tower and slate-clad steeple replacing the original 1839 building on its site (Clauson, Hansrote, 1970, 2)

The free African American population in Cumberland was small and initially worshiped from the balcony of the Centre Street Methodist Episcopal Church (Collins, Purdham, 1979, 3). The community left to begin their own congregation and constructed a brick church at 309 Frederick Street in 1848. Following several expansions, the congregation built a new African Methodist Episcopal Church (1892, 309 Frederick Street) on the site of the previous church which is still in use today as the Metropolitan A.M.E. Church.

By 1816 there were Jewish families settled in Cumberland though it was not until 1853 when the B'er Chayim Congregation formed (Dorsey, Pratt, 1979, 8-1). A growing congregation resulted in the need for their own synagogue, and the B'er Chayim Temple (1866, 107 West Union Street) reflects the strong popularity of the Greek Revival style with a pedimented

front gable and brick pilasters. The Beth Jacob Anseh Hebrew Orthodox Congregation formed in 1913 and constructed the Beth Jacob Synagogue (1924, 418 North Centre Street) following the use of members' homes and meeting halls for worship (B'er Chayim Temple, n.d.). The one-and-one-half-story brick synagogue presents a simple design with brick detailing and pointed arch Gothic Revival windows. In 1960 the congregation moved to the former St. Luke's Lutheran Church (1927, 11 Columbia Street), designed in the Gothic Revival style with a stone façade, and merged with the B'er Chayim Congregation in 1999 (B'er Chayim Temple, n.d.). St. Luke's Lutheran Church (1960, 1601 Frederick Street), the former congregation from the Town Clock Church, moved to a new brick Mid-Century Modern church following their sale to the Beth Jacob congregation. Another latter-day religious building featuring a Modernist design is the New Covenant United Methodist Church at 1709 Frederick Street.

Civic and Government Resources

Since its designation as county seat in 1789, Cumberland has been the home of prominent civic and government buildings, which include the Allegany County Courthouse (1894, Washington Street), a substantial Romanesque Revival building in the Washington Street National Register Historic District designed by architect Wright Butler and the former U. S. Post Office and Courthouse (1932, 3 Pershing Street), designed by architect R. Holt Hitchins with Art Deco and Classical Revival details, now the home of the Allegany Museum and located in the Downtown Cumberland National Register Historic District. Both buildings also contribute to the Canal Place Local Historic District.

Similarly, in the Downtown Cumberland National Register Historic District and the Canal Place Local Historic District, are several landmarks associated with the Cumberland municipality,

including the City of Cumberland's first police station and jail – the Bell Tower Building (1884, 24 Frederick Street) a two-story brick Italianate building with cupola. Other buildings include the Public Safety Building (1904, 19 Frederick Street), originally serving as the post office and courthouse, is a three-story brick and stone building with a pedimented front gable and stone Ionic columns representing the Classical Revival style; and Cumberland City Hall (1912, 57 North Liberty Street), also designed in the Classical Revival style with a stone façade, balustrade, and stone pilasters flanking an arched entrance.

In reaction to a devastating downtown fire in 1833, the Cumberland Fire Engine Company, known as the Canada Company due to its location in the Canada-Viaduct neighborhood, incorporated in 1840 as a volunteer fire service and constructed the Canada Hose Company No. 1 (1845, 400-402 North Mechanic Street), a brick vernacular building with bi-fold garage doors, eave brackets, and arched windows facing a brick driveway. The City of Cumberland Fire Department, founded in 1906, constructed several early 20th century stations, including Engine Company No. 2 (1926, 300 East Third Street), a one-story brick building with a low-hipped roof located in the Chapel Hill National Register Historic District, and Engine Company No. 3 (1926, 411 Frederick Street), which is alike in layout and design. A third identical building at 320 Greene Street, no longer in use as a fire station, retains its tile roof.

The Maryland National Guard has a long history in Cumberland dating back to the mid-19th century. Cumberland's access to roads and rivers provided an excellent location and the National Guard played a significant part in the Civil War and both World Wars. The Maryland National Guard Armory (1925, 210 South Centre Street) is a two-story brick building with decorative stone Tudor Revival design elements including steel casement windows, a crenelated parapet, and octagonal towers flanking the entrance. The CPT Thomas Price Maryland National Guard Armory, Cumberland Readiness Center (1955, 1100 Brown Avenue) presents a decidedly modern appearance with a spare design on the brick façade and flat roofs with overhanging eaves.

CHESAPEAKE & OHIO CANAL



13 CANAL ST, WESTERN MARYLAND RAILWAY STATION





COLUMBIA STREET SCHOOL

Educational Resources

Cumberland’s first school, constructed in 1799, was the Allegany County School (Lowdermilk, 1878, 279-280). The one-story brick building served Cumberland’s educational needs until the construction of a larger school in 1850. The new school (31 Washington Street), a two-story brick Greek Revival-style building, features a temple front with massive two-story fluted columns. A one-story addition completed in 1966 provided additional space for its new use as the Allegany County Public Library.

Several of Cumberland’s historic schools that remain from the early 20th century are mostly two to three stories in height and constructed of brick with limestone or terra cotta details. One example is Columbia Street School (1912, 311 Columbia Street), a three-story brick Tudor Revival building with a terra cotta bay and crenelated parapet adapted to apartments in the 1980s. Gephart Elementary School (1915, 930 Frederick Street) is a two-story brick building with minimal ornament, now serving as Cornerstone Baptist Church.



500 GREENWAY AVE. FORT HILL HIGH SCHOOL

During the Great Depression of the 1930s, President Franklin Roosevelt’s New Deal Program provided labor and funding for several large-scale projects in Cumberland. The Public Works Administration was responsible for funding the construction of Fort Hill High School (1936, 500 Greenway Avenue), a three-story brick and stone building designed in the Art Deco style. Adjacent to the south is the Greenway Avenue Stadium (1936, 601 Greenway Avenue) constructed through the Works Progress Administration for use by both of Cumberland’s high schools.

By the mid-20th century, school architecture changed to reflect the times, as seen at Braddock Middle School (1965, 909 Holland Street), comprised of two rectilinear brick buildings connected by an enclosed

second-story bridge with minimal ornamentation and flat roofs, and Bishop Walsh School (1966, 700 Bishop Walsh Road) in a similar rectilinear design with flat roofs and portico.

Cumberland's earliest African American public school was in place as early as 1871. A second school, located on North Mechanic Street, opened in 1898 (Miller, Stegmaier, 1978, 326). By 1922, the construction of the Carver School (1922, 340 Frederick Street) in the Decatur Heights neighborhood provided additional space.

Transportation Resources

Cumberland's growth in the 19th century was a direct result of its location at the crossroads of multiple transportation networks. The Baltimore and Ohio Railroad arrived in Cumberland in 1842 with freight and passenger service. The Canada-Viaduct neighborhood on North Centre and Mechanic Streets received its name from its proximity to the large B&O Railroad viaduct extending north through the neighborhood, completed in 1851. In 1896, the B&O Railroad constructed a large rail yard and repair facility in South Cumberland, which included a complex of two-to-four-story interconnected brick buildings that expanded over time. The CSX Railroad Company now owns and operates the rail yard.

The Chesapeake and Ohio Canal (1850) provided another impetus for Cumberland's industrial growth. As trade in the canal diminished in the late 19th century, the B&O Railroad gained ownership in Cumberland and made numerous changes to the locks and canal basin near downtown. However, much of the canal and towpath are visible and intact in South Cumberland. These features are a critical part of the Passages of the Western Potomac Maryland Heritage Area and the Chesapeake and Ohio Canal National Historical Park.

The Western Maryland Railroad arrived in Cumberland in 1903. The Western Maryland Railway Station (1912, 13 Canal Street), listed in the National Register of Historic Places, remains the only rail station in Cumberland. The three-story brick building, clad in limestone on the first floor, includes minimal ornamentation with arched windows, a dentil cornice, and a slate roof with dormers. The station now houses several tourism-related offices and is the home of the Western Maryland Scenic Railroad which runs between Cumberland and Frostburg.

Park and Cemeteries

Rose Hill Cemetery (535 Fayette Street) is the parish cemetery for Emmanuel Episcopal Church. Captain David Lynn donated the land to Emmanuel for the cemetery in the 1840s, which he received from the federal government as payment for his services in the Revolutionary War (Emmanuel Parish of the Episcopal Church, n. d.). The cemetery, set on a large tract of land on the west side of Cumberland, includes many of the city's prominent citizens, including founder Thomas Beall. Within the cemetery is a brick caretaker's house, a large stone columbarium, and large monuments and tombs surrounded by a wrought iron fence.





GEORGE WASHINGTON'S HEADQUARTERS, RIVERSIDE PARK

917 GAY STREET, KLOT'S THROWING MILL CO.

Sumner Cemetery on Yale Street has served the African American community since its founding in 1892 by the Laboring Sons of Cumberland (Collins, Williams, p. 3). The cemetery includes many of Cumberland's notable business leaders and citizens, including five soldiers who served in the Union Army during the Civil War. As Sumner Cemetery reached capacity in the 20th century, Woodlawn Cemetery (722 Golden Lane) opened as the second African American cemetery.

There are several cemeteries dedicated to Cumberland's large German population, including the German Lutheran Cemetery (515 Baltimore Avenue) dating back to the 1830s and Saints Peter and Paul Cemetery (663 Fayette Street), adjacent to Rose Hill Cemetery, dating back to the 1850s. The B'er Chayim Congregation purchased a plot of land in 1854 to house Cumberland's Jewish cemetery, Eastview Cemetery (156-198 West Reynolds Street), expanding in 1873 onto the former Cumberland Soldiers' Cemetery (B'er Chayim Congregation, n. d.).

Constitution Park (1939, Fort and Reservoir Avenues), created as part of the Works Progress Administration, a New Deal program proposed by President Roosevelt during the Great Depression, included a large swimming pool and a small zoo (Weaver, 1987, 57). The park is Cumberland's largest at 150 acres and hosts concerts and gatherings in addition to its recreational use with lawns, picnic areas, ball fields, and tennis courts. Riverside Park (38 Greene Street) sits at the confluence of the Potomac River and Will's Creek, and is home to several monuments and historical markers, as well as George Washington's Headquarters, moved to the site in 1921.

Historic streetscape elements, including brick streets and sidewalks, all add to Cumberland's authenticity and sense of place. The Chapel Hill National Register Historic District and some streets on the west side retain their historic brick streets, including Grand Avenue and

Oak Street, though concrete patching does occur in some areas. Brick sidewalks are prevalent in the Chapel Hill, Washington Street, Greene Street, and Decatur Heights National Register historic districts.

Industrial Resources

Cumberland's rich and varied industrial heritage has left an important legacy of industrial resources, despite the loss of many of its major factories and industrial facilities. Klot's Throwing Company Mill (1903, 917 Gay Street), a producer of silk thread, is a good example of an industrial mill, a rectangular two-story brick building with multiple windows and stepped parapets. Following a 2011 rehabilitation, the building now serves as multi-family housing. Footer's Dye Works (1906, 2 Howard Street) was one of the dominant cleaning and dyeing companies in the mid-Atlantic region during the 1920s, with major branch offices located in Baltimore, Philadelphia, and Pittsburgh (Reed, Wallace, 2013, 8-1). The four-story brick industrial loft building features a gabled roof and is a remnant of a much larger complex.

Breweries were a major part of Cumberland's industrial economy in the 19th and early 20th centuries. With a strong German heritage, Cumberland's breweries produced lager, ale, and porter and employed hundreds. While many of the breweries are no longer extant, a two-story brick section of the Cumberland Brewing Company (1904, 711 North Centre Street) building remains in the Canada-Viaduct neighborhood. As a remnant of Cumberland's large glass-making industry, the two-story brick Coca-Cola Bottling Plant (c. 1940, 312 Greene Street) is an excellent example of the Art Deco style with an inset entry of corbeled brick and concrete cap and detailing.

Fraternal Lodges and Theaters

Cumberland has a long history of social clubs and fraternal organizations dating back to the mid-19th century. These included the Elks Club, the Grand Army of the Republic, the Knights of Pythias, the Independent Order of Good Templars, the Knights of Columbus, the American Legion, and many others. The Masonic Temple (1912, 15 Greene Street), located in the Washington Street National Register Historic District, is a prominent example designed in the Classical Revival style by architect Wright Butler. The Woman's Civic Club (c. 1855/c. 1868, 515 Washington Street) purchased the Gothic Revival style Magruder House, also in the Washington Street Historic District, in 1956 to serve as their headquarters and event space (Dorsey, Pratt, 1977, p. 13).

49 BALTIMORE ST, EMBASSY THEATRE, 1931





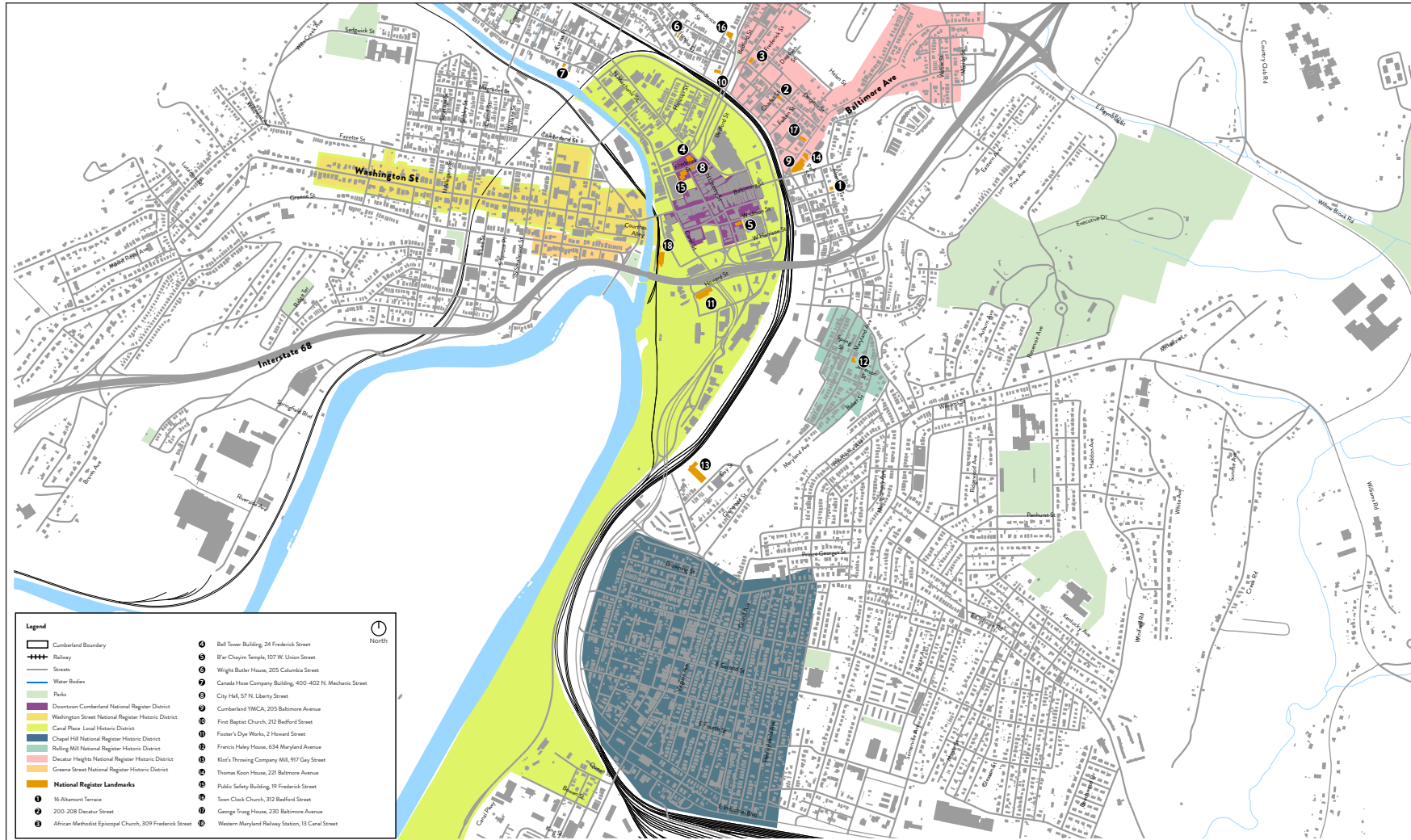
While theaters played an important role in Cumberland’s cultural and entertainment history, only one original theater remains extant – the Embassy Theatre (1931, 49 Baltimore Street) originally opened as a movie palace and closed in the 1950s following conversion to a retail store. Hodgens and Hills, a Philadelphia architecture firm, designed the theater in the Art Deco style (Keller, Survey, 1976, 5). Restoration of the building in the 1990s converted the theater into a multi-purpose arts venue. The Cumberland Theatre (101 Johnson Street), purchased by the organization in 1991, operates from a former early 20th century church.

First established in Cumberland in 1873, the YMCA (1925, 204 Baltimore Avenue) is an important community institution. The four-story brick building is an example of the Classical Revival style with Classical stone entry surrounds and a copper cornice.

HERITAGE PLACES

The following summarizes buildings, places, and districts listed in the National Register of Historic Places or recognized through formal designations made by the Cumberland Historic Preservation Commission and the Cumberland City Council. Listing in the National Register of Historic Places, whether for buildings or districts, is honorary only and places no restrictions on the use and disposition of listed properties. National Register listing does not require property owners to restore or rehabilitate their building but it does provide access to local, state, and federal incentives for rehabilitation. Designations by the Historic Preservation Commission and the City Council, however, do require design review by the Commission for any proposed changes to landmark properties and those located within Local Historic Districts. There is currently only one Local Landmark District in Cumberland.

Figure 2.1. Local and National Register Landmarks and Districts



Canal Place Local Preservation District (Designated 1998)

Designated as Cumberland's first and only Local Historic District in 1998, incorporates the Downtown Cumberland and Washington Street National Register Historic Districts and includes a multitude of historic resources, including the Potomac River and the C&O Canal towpath to the south of downtown. The towpath is also within the boundaries of the Passages of the Western Potomac Maryland Heritage Area, formerly known as the Canal Place Heritage Area. The Cumberland Historic Preservation Commission reviews all exterior work to historic resources, including repairs, rehabilitation, demolition, and new construction for properties located within the historic district.

Figure 2.2. Canal Place Local Preservation District





National Register Landmarks and Historic Districts

The National Register of Historic Places is the nation's official list of buildings, structures, sites, and objects worthy of preservation, including over 1,500 in Maryland. The National Register is a program of the National Park Service administered by the Maryland Historical Trust (State Historic Preservation Office).

National Register Landmarks

As of June 2023, there are 18 properties within the City of Cumberland individually listed in the National Register of Historic Places.

1. **16 Altamont Terrace** (National Register #75000858, listed 1975)
2. **200-208 Decatur Street** (National Register #75000859, listed 1975)
3. **African Methodist Episcopal Church** (309 Frederick Street, National Register #79001105, listed 1979)
4. **Bell Tower Building** (24 Frederick Street, National Register #73000881, listed 1973)
5. **B'er Chayim Temple** (107 West Union Street, National Register #79001106, listed 1979)
6. **Wright Butler House** (205 Columbia Street, National Register #78001440, listed 1978)
7. **Canada Hose Company Building** (400-402 North Mechanic Street, National Register #79003257, listed 1979)
8. **City Hall** (57 North Liberty Street, National Register #73000882, listed 1973)
9. **Cumberland YMCA** (205 Baltimore Avenue, National Register #97001184, listed 1997)
10. **First Baptist Church** (212 Bedford Street, National Register #80001776, listed 1980)
11. **Footer's Dye Works** (2 Howard Street, National Register #13000460, listed 2013)
12. **Francis Haley House** (634 Maryland Avenue, National Register #82002804, listed 1982)
13. **Klot's Throwing Company Mill** (917 Gay Street, National Register #09001282, listed 2010)
14. **Thomas Koon House** (221 Baltimore Avenue, National Register #82002805, listed 1982)
15. **Public Safety Building** (19 Frederick Street, National Register #73000883, listed 1973)
16. **Town Clock Church** (312 Bedford Street, National Register #79001107, listed 1979)
17. **George Truog House** (230 Baltimore Avenue, National Register #86002382, listed 1986)
18. **Western Maryland Railway Station** (13 Canal Street, National Register #73000885, listed 1973)

National Register Historic Districts

As of June 2023, there are six historic districts listed in the National Register of Historic Places within the City of Cumberland.

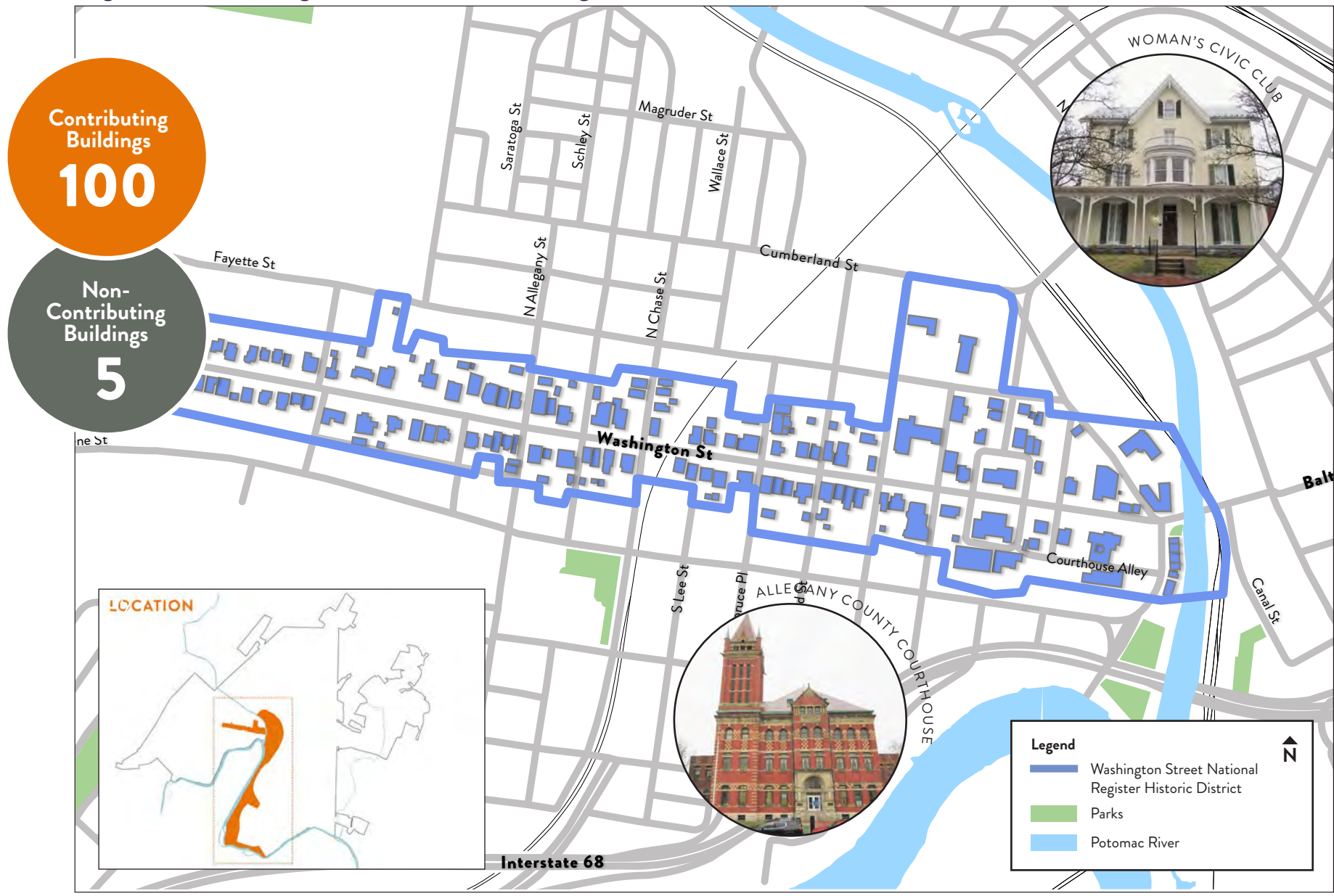
Washington Street National Register Historic District (1840-1941)–listed 1973

The Washington Street National Register Historic District is an outstanding collection of 100 residential, civic, religious, commercial, and institutional buildings along Washington Street, Prospect Square, and one block of Greene Street west of downtown Cumberland. The district includes some of Cumberland’s earliest buildings, as well as the original site of Fort Cumberland. The eastern end of the district includes several one- and two-story brick commercial buildings, brick civic and institutional buildings including the Allegany County Courthouse designed in the Richardson Romanesque style, and early Federal and Greek Revival style homes, most used as offices, museums, and a library. To the west along Washington Street are some of Cumberland’s grandest homes designed in a range of styles including Italianate, Queen Anne, Colonial Revival, Tudor Revival, and Second Empire. The homes include brick and frame construction and are two- and three-story in height. Two imposing stone churches flank Washington Street on the east end of the district: Emmanuel Episcopal Church (1851), and First Presbyterian Church (1875). The historic district retains a high degree of integrity.

Properties within the historic district are located within two zoning districts under the Cumberland Zoning Ordinance, including the R-U Urban Residential District, which allows low and medium-density urban residential uses, such as single-family detached, attached, and multi-family dwellings along the west half of Washington Street; and, the R-O Residential Office District, which encompasses the east half of Washington Street and permits a mix of residential and non-residential uses. The majority of buildings within these zoning districts conform to the zoning regulations. However, maximum height requirements within the R-O District for mid-rise and high-rise apartments allow buildings from eight to eleven stories in height, which may not be appropriate for the historic district.



Figure 2.3. Washington Street National Register Historic District



Downtown Cumberland National Register Historic District (c. 1860-c. 1930)–listed 1983

The Downtown Cumberland National Register Historic District includes the historic central business district centered along Baltimore Street between Bedford and Harrison Streets east of Wills Creek. Cross streets within the district include Mechanic, Liberty, and Centre Streets. The district comprises brick and stone commercial, civic, institutional, and religious buildings ranging in height from one to six stories. A range of architectural styles, including Georgian Revival, Classical Revival, Italianate, Beaux Arts, and Art Deco, add to the district’s historic character. The compact street wall along Baltimore Street serves as Cumberland’s primary commercial thoroughfare and includes the impressive Rosenbaum Department Store (1899) and the Second National Bank (1880s). The B’er Chayim Temple (1866), a Greek Revival design, remains the only religious building in the downtown. The district also includes Cumberland City Hall (1912) designed in the Classical Revival style. The historic district retains a high degree of integrity.

There are four properties located within the historic district individually listed in the National Register, including City Hall (57 North Liberty Street), the Public Safety Building (19 Frederick Street), the Bell Tower Building (24 Frederick Street), and the B’er Chayim Temple (107 West Union Street).

Properties within the Downtown Cumberland National Register Historic District fall within the B-CBD Central Business District zoning district. The B-CBD District permits a variety of commercial, office, civic, institutional, residential, and light industrial uses appropriate to downtown Cumberland. Zoning regulations within downtown Cumberland do not require front or side yard setbacks for non-residential buildings and allow 100 percent building lot coverage. Maximum height requirements within the B-CBD District allow buildings up to 11 stories.



Figure 2.4. Downtown Cumberland National Register Historic District



Chapel Hill National Register Historic District (c. 1840-1950)—listed 2005

The Chapel Hill National Register Historic District is Cumberland's largest historic district, encompassing the entire Chapel Hill neighborhood, also known as South Cumberland. The historic district boundaries include East Oldtown Road and Lamont Street on the north, South Street on the east, and West Industrial Boulevard on the south and west. Virginia Avenue, a neighborhood commercial corridor that bisects the district from north to south, includes one- and two-story frame and brick commercial buildings as well as two-story residential duplexes. The majority of buildings in the district are residential, both frame and brick and include one-and-a-half-story bungalows and two-story American Foursquares and Gable Fronts. Duplexes, also known as double houses, are a common building form throughout the district. A few buildings in the district display particular architectural styles, including the Second Empire and the Dutch Colonial Revival. The district also features several churches, a fire station, and two parks. Slate roofing and cladding, and brick streets and sidewalks are defining characteristics of the neighborhood. While much of the historic district is intact, the use of artificial siding impacts the district's overall architectural character and integrity.

The Chapel Hill National Register Historic District has two zoning districts. The first, the B-L Local Business District, permits commercial uses that serve the needs of nearby residential areas, including retail, restaurants, and other uses along Virginia Avenue between 1st Street on the north, West Industrial Boulevard on the south, Arch Street on the east, and Springdale Street on the west. Other than along Virginia Avenue, the remaining buildings in the zoning district are residential. Buildings in this commercial zoning district mostly conform to lot coverage and height requirements. However, the minimum front yard setback is 15 feet where most buildings sit at or near the front lot line. Additionally, since the zoning code does not permit residential in the zoning district, most residential along Arch and Springdale Streets are non-conforming. The second, R-U Urban Residential District includes the remainder of the historic district and allows low and medium-density urban residential uses, including single-family detached, attached, and multi-family dwellings. The majority of buildings within this zoning district appear to conform to the zoning regulations for lot coverage, setbacks, and building height.



Figure 2.5. Chapel Hill National Register Historic District



Decatur Heights National Register Historic District (c. 1820-1950)–listed 2005

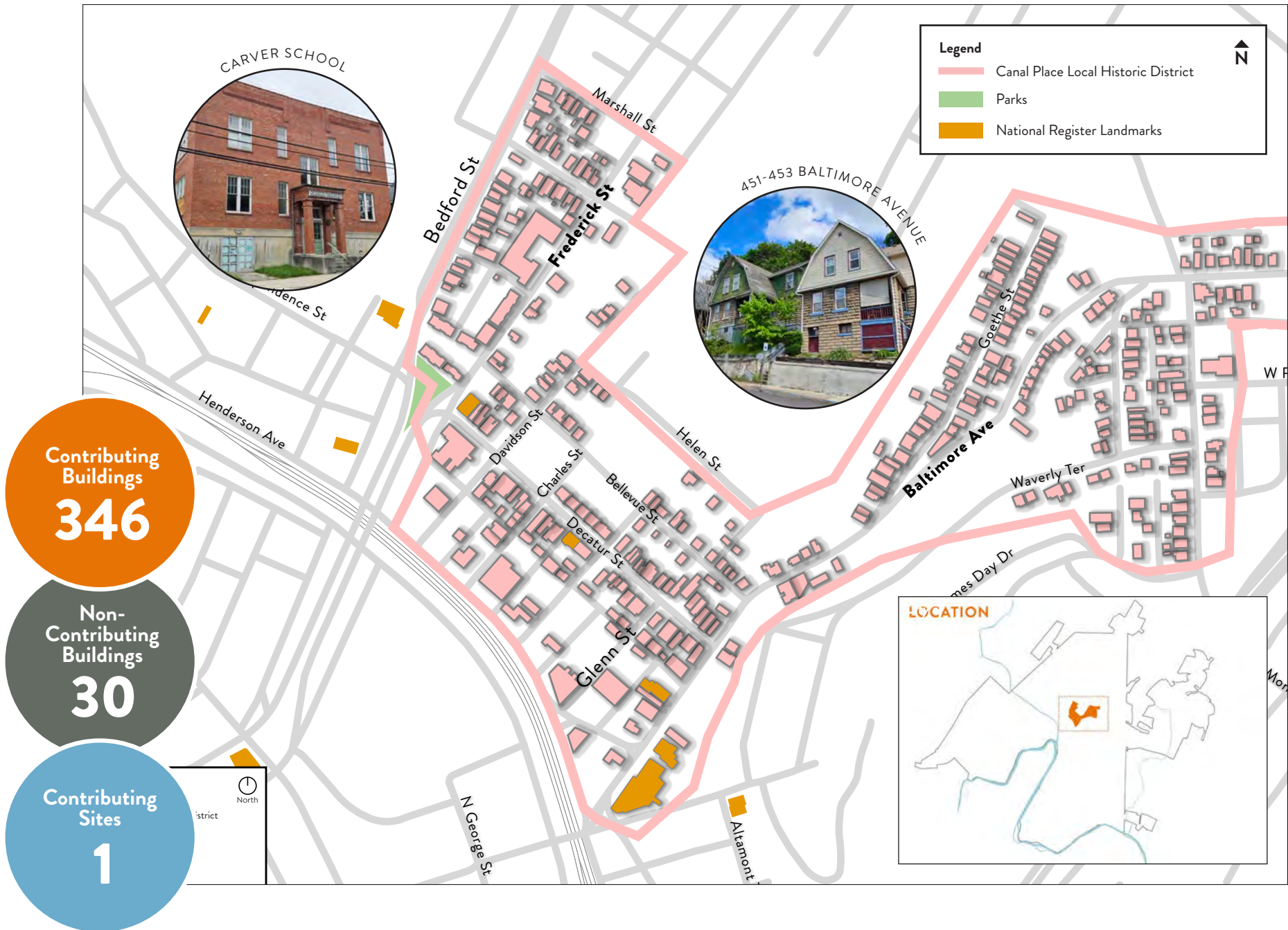
Incorporating mostly vernacular brick and frame houses, Greek Revival and Federal rowhomes, as well as a few commercial and institutional buildings, the Decatur Heights National Register Historic District extends from Baltimore Avenue to Bedford Street, north from Henderson Avenue to Marshall Street and along Baltimore Avenue, the National Road to include Goethe Street and the area surrounding Marion Street. Other architectural styles in the historic district include Italianate, Colonial Revival, Second Empire, Queen Anne, and Dutch Colonial Revival. Brick and frame buildings of two to three stories have minimal setbacks from the street, making for a tight development pattern. The district includes several large apartment buildings, including the former National Biscuit-Queen City Candy Company building at 200 Glenn Street. The historic district retains good integrity, though demolition and the use of artificial siding impact the district's architectural character.

Within the historic district are five properties listed individually in the National Register, including the rowhouses at 200-208 Decatur Street, the African Methodist Episcopal Church (309 Frederick Street), the George Truog House (230 Baltimore Avenue), the Thomas Koon House (231 Baltimore Avenue), and the Cumberland YMCA (205 Baltimore Street).

Three zoning districts encompass the historic district, including the B-H Highway Business District, the R-O Residential Office District, and the R-U Urban Residential District. The B-H Highway Business District includes the lots along Henderson Avenue and permits businesses that serve the needs of motorists and shoppers along highways, such as restaurants, bars, offices, hotels, auto sales, communications towers, and others. Although the majority of this zoning district is comprised of parking lots and non-contributing resources, other than the National Biscuit-Queen City Candy Company building at four stories, its proximity to Decatur Street to the north makes some permitted uses, such as communications towers, incompatible with the character of the historic district.

R-O Residential Office District incorporates the area from Decatur to Helen Streets, as well as the area around Marion Street, and permits a mix of residential and non-residential uses, such as restaurants, government uses, offices, and schools. Maximum height requirements within the R-O District for mid and high-rise apartments allow buildings up to 11 stories in height, which may impact the historic district's visual qualities. The R-U Urban Residential District includes the remainder of the historic district and permits low and medium-density urban residential uses, including single-family detached and attached homes and multi-family dwellings.

Figure 2.6. Decatur Heights National Register Historic District



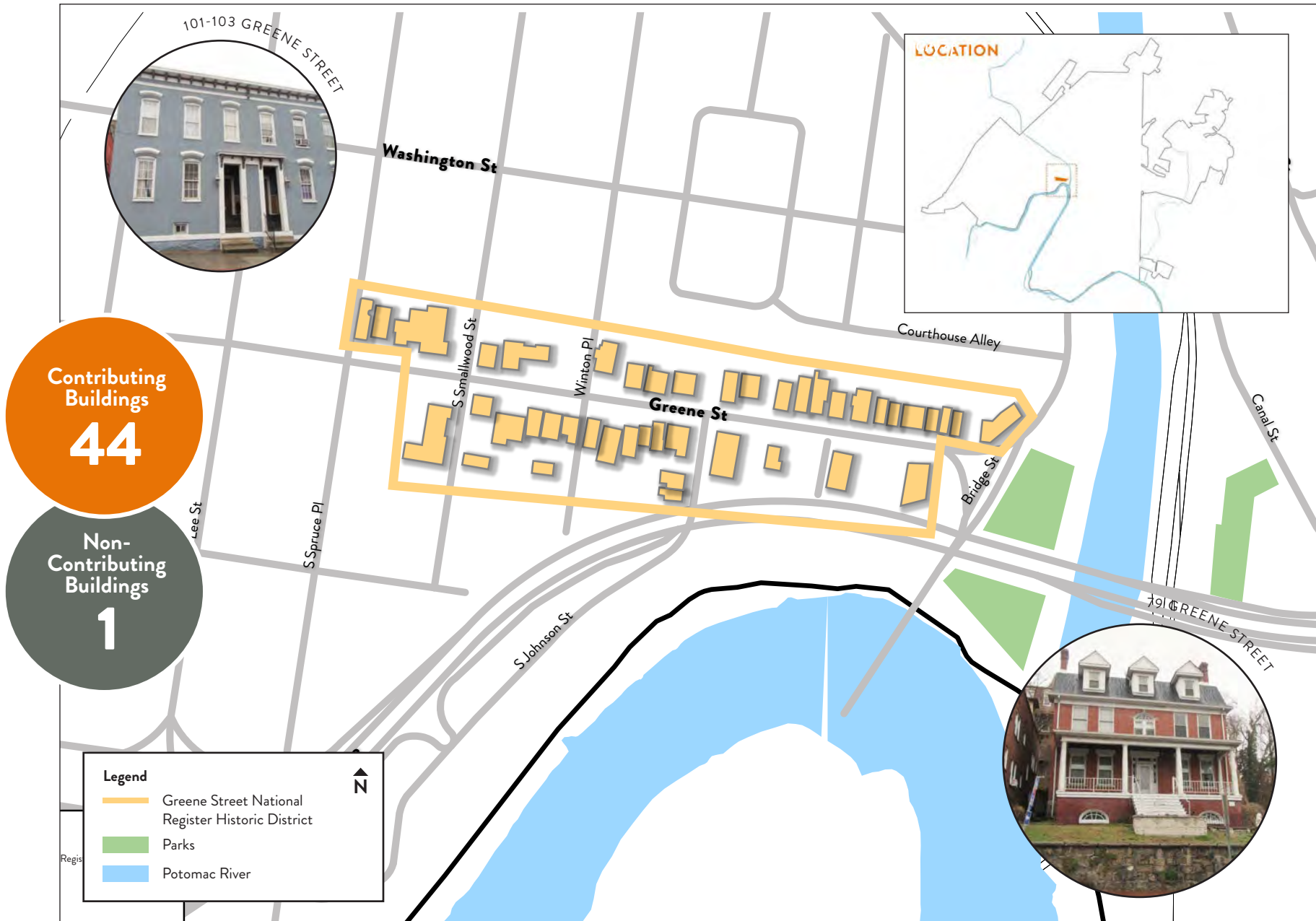
Greene Street National Register Historic District (c. 1820-c. 1930)–listed 2005

Representing Cumberland’s early development patterns, the Greene Street National Register Historic District is a mix of residential and commercial buildings presenting a range of architectural styles including Federal, Greek Revival, Italianate, Queen Anne, and Colonial Revival. Most buildings have little to no front setbacks from the sidewalk, are two stories in height, and feature brick construction. Some brick sidewalks remain, which add to the district’s design character. The historic district retains a high degree of integrity.

The historic district includes two zoning districts, the B-L Local Business District, which permits commercial uses that serve the needs of nearby residential areas, and the B-H Highway Business District, which addresses land uses on the south side of Greene Street. Most buildings in the B-L District, however, are residential. The buildings in this district mostly conform to lot coverage and height requirements. However, the minimum front yard setback is 15 feet, where most buildings are at or near the front lot line. Additionally, residential is not a permitted use in the zoning district, creating non-conforming uses along the entire north side of Greene Street. The B-H Highway Business District permits restaurants and bars, offices, hotels, auto sales, communications towers, and other highway-oriented uses. Buildings on the south side of Greene Street share party walls or have minimal side and front setbacks, making the setback and height requirements incompatible with the architectural character of the historic district.



Figure 2.7. Greene Street National Register Historic District



Rolling Mill National Register Historic District (c. 1870 – c. 1950)–listed 2008

The Rolling Mill National Register Historic District is a collection of frame and brick two-story homes, including duplexes or double houses, developed as worker housing for the nearby rolling mill (located outside the district's boundaries, now demolished). The district features mainly vernacular architecture, along with several bungalows from the early 20th century and other high-style Greek Revival, Italianate, and Colonial Revival buildings. Most buildings have little to no front or side setbacks. Integrity within the historic district is an area of concern due to the use of artificial siding, deterioration, and the demolition of contributing resources, which reduces the inventory of resources. The Francis Haley House (234 Maryland Avenue), individually listed in the National Register, lies within the district's boundaries.

The historic district falls within the B-H Highway Business District, which includes the south side of Williams Street between Miltonberger Place and Maryland Avenue, and the R-U Urban Residential District encompassing the remainder of the historic district. The B-H Highway Business District permits a variety of commercial uses, hotels, auto sales, and communications towers. While there are no extant buildings within this area of the historic district, the uses, setbacks, and height requirements are incompatible with the residential character of the historic district. The R-U Urban Residential District allows low and medium-density urban residential uses, such as single-family detached and attached homes and multi-family dwellings. The majority of buildings within this zoning district conform to the zoning regulations.



Figure 2.8. Rolling Mill National Register Historic District



Other Heritage Places

Apart from Local and National Register Districts, there is one National Historical Park, which is a unit of the National Park Service, and one State of Maryland Heritage Area that seeks to coordinate local grassroots, community-driven approaches to heritage conservation and economic development through public-private partnerships. A national Historical Park requires Congressional authorization.

Chesapeake and Ohio Canal National Historical Park (Established 1979)

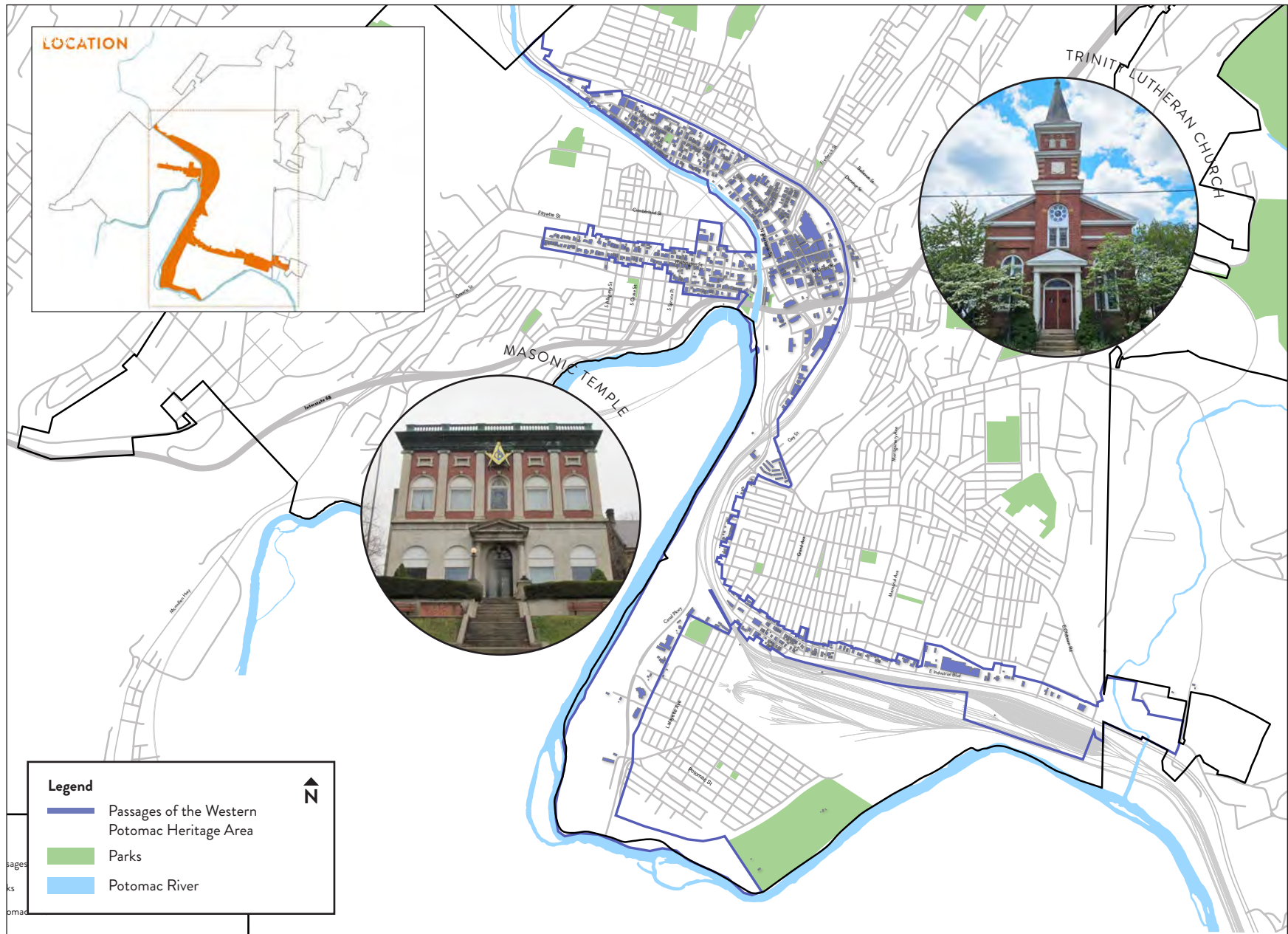
The Chesapeake and Ohio National Historical Park recognizes the significance of the C&O Canal in the nation's early transportation network. Constructed between 1828 and 1850, the canal traversed 184 miles from Georgetown, in Washington, D.C., to its western terminus in Cumberland. The canal ceased operations in 1924. Boundaries of the Historical Park include the canal, towpath, locks, and other adjacent related historic buildings and structures. In Cumberland, the canal and towpath remain along the north side of the Potomac River. The Western Maryland Railway Station serves as the Historical Park's visitors center in Cumberland.

Passages of the Western Potomac Maryland Heritage Area (Established 1993, Expanded 2018)

Originally the Canal Place Maryland Heritage Area, the Passages of the Western Potomac Maryland Heritage Area recognizes the meeting point of the Chesapeake and Ohio Canal, the western Potomac River, roads, and railroads as a major center for early industry and westward migration dating back to the early 1800s. It is also the eastern starting point of the National Pike, also known as the National Road and the Cumberland Road, begun here in 1811. The boundary of the Heritage Area within the City of Cumberland encompasses downtown Cumberland, the Washington Street National Register historic district, a portion of the Canada-Viaduct neighborhood to the west of downtown, and a portion of the Chesapeake and Ohio Canal National Historical Park south along the Potomac River to Cumberland's eastern boundary. The Canal Place Preservation and Development Authority oversees management of the heritage area.



Figure 2.9. Passages of the Western Potomac Maryland Heritage Area



IDENTIFYING AND DOCUMENTING THE PAST

Historic resource surveys identify and gather information on a community's heritage resources, placing them in an appropriate historic context to understand their architectural, historical, and cultural significance. Surveys also document buildings, structures, objects, and districts to serve as a guide for future local designations and listings in the National Register of Historic Places. The Maryland Historic Sites Inventory, created by the Maryland Legislature in 1974 and managed by the Maryland Historical Trust, is the state's official repository of surveys and other documentation efforts. Documentation efforts also extend to research and oral histories that help illuminate different dimensions of local heritage. The section summarizes past survey and documentation efforts in Cumberland.

Architectural and Historic Survey of the City of Cumberland, Maryland (1976)

The survey, conducted on behalf of the City of Cumberland, documented the architectural resources of Cumberland's 15 official neighborhoods, identifying individual buildings, sites, structures, objects, and districts recommended for preservation. The survey also provided a historic context statement and recommendations for updating the Historic Preservation Ordinance and future local designations and listings in the National Register of Historic Places. The survey noted that there are many individual buildings eligible for National Register listing but concluded that a district approach would be more feasible in capturing a broader segment of Cumberland's significant historic resources.

The survey did propose the local designation of seven potential historic districts:

- A portion of downtown Cumberland, including Baltimore Street, North Centre Street, and North Liberty Street (later included in the Canal Place Local Preservation District).
- The Canada/Viaduct neighborhood west of downtown, including North Mechanic Street and North Centre Street.
- The area surrounding Decatur Street between Baltimore Avenue and Frederick Street.
- Washington Street and Greene Street between Will's Creek and Brook Avenue (later included in the Canal Place Local Preservation District).
- The Dumbhundred-Stony Batter neighborhoods north of the railroad tracks between Bedford Street and the city limits.
- The South Cumberland neighborhood between Virginia Avenue and South Street from Oldtown Road on the north to Industrial Boulevard on the south.
- Maryland Avenue between Oldtown Road and the National Road, Elm Street, and Spring Street.

The survey also suggested seven potential National Register Historic Districts as follows:

- West Side Historic District – includes the 1973 Washington Street National Register Historic District
- Downtown Baltimore Street Historic District – listed in 1983 as the Downtown Cumberland National Register Historic District
- South Cumberland Historic District – listed in 2005 as the Chapel Hill National Register Historic District
- Decatur Street Historic District – listed in 2005 as the Decatur Heights National Register Historic District
- Rolling Mill Historic District – listed in 2008 as the Rolling Mill National Register Historic District
- Dumbhundred Historic District (proposed)
- Canada-Viaduct Historic District (proposed)

In addition, the survey suggested seeking a determination of eligibility for two potential National Register districts, the Kelly-Springfield, and Egypt Historic Districts.

Maryland Historic Sites Inventory (Medusa)

Medusa is an online cultural resource information system that serves as the state’s official repository of architectural, historic, cultural, and archaeological buildings and sites, managed by the Maryland Historical Trust. The inventory includes properties already listed or eligible for listing in the National Register of Historic Places, as well as other survey and easement documentation. The following properties and historic districts received an official determination of eligibility for listing in the National Register from the Maryland Historical Trust:

- Dumbhundred Historic District (2004)
- Canada/Viaduct Historic District (2017)
- The Dingle (2017)
- CPT Thomas Price Maryland National Guard Armory (Cumberland Readiness Center), 1100 Brown Avenue





CULTURAL PRESERVATION PROGRAMS AND ACTIVITIES

Local heritage can include more intangible aspects of local culture through folklore, food, festivals, traditions, and knowledge. Oral history is an effective means of capturing the stories of people and events significant to Cumberland's heritage. Between 1976 and 1980, the Allegany County Local History Program conducted over 50 oral history interviews with Cumberland residents regarding a variety of subjects and experiences. From 2004 to 2008, students at the Allegany College of Maryland's Leaning Commons transcribed the original oral histories from recordings and created digital audio files. The transcripts and audio are available to the public in the College's Donald L. Alexander Library and on its website.

Since 1999, the Allegany High School Oral History Program, comprised of students in the Historical Research Methods class, part of the Social Studies program, has conducted oral histories with Cumberland residents resulting in numerous publications. Oral history subjects have included movie theaters, local industry, and the African American community. The Historical Research Methods course, now offered in all three of the Allegany County's high schools, includes documentaries and archival projects in addition to publications. In 2023, the Historical Research Methods class at Allegany High School received a Heritage Fund grant from Preservation Maryland to prepare a new oral history report on Baltimore Street in downtown Cumberland.

Another notable effort is the photographic documentation of 1926 Allegany County High School by students and residents prior to its demolition. With the use of Facebook to garner interest, the project evolved into architectural salvage, the collection of school memorabilia, a museum exhibit, oral histories, a book, and a museum exhibit. Funded by grants from the Maryland Arts Council, the Allegany Art Council, and local crowdfunding, the project, titled "Fade to Blue," received a Maryland Preservation Award from the Maryland Historical Trust in 2023.





A blue-tinted photograph of a river with a dam and a bridge in the background. The dam is a concrete structure with several pillars. The bridge is a white arch bridge. In the background, there is a hill with a building on top. The sky is clear and blue.

Chapter 3

**PRESERVATION
PLANNING CONTEXT**

PRESERVATION PLANNING CONTEXT

Formal historic preservation efforts that involve the designation and protection of historic and cultural resources, and the creation of preservation incentives and benefits, emanate from a collection of federal, state, and local planning policies and legislation. Congressionally adopted legislation has led to the establishment of familiar programs such as the National Register of Historic Places and the Historic Preservation Tax Credits (HPTC), both essential tools in preservation planning and in facilitating investment in historic buildings. State-enabling laws permit local communities to adopt local historic preservation ordinances and form historic preservation commissions that designate Local Landmarks and Districts. In addition, statewide historic preservation plans and other local planning initiatives also provide guidance and an operating framework for local preservation endeavors.

In addition to these planning and legal contexts, a community often faces economic, environmental, and demographic constraints in fulfilling preservation aims. To preserve individual buildings, sites, and districts, a community must first understand those constraints and the opportunities for using preservation as a means of achieving community revitalization. This section summarizes current plans, policies, and trends related to Cumberland's historic preservation efforts.



PLANNING POLICIES

Planning documents at the state and local levels guide local communities in implementing long-term preservation goals and strategies. The following section offers a summary of local and statewide plans and other studies that guide and influence Cumberland’s preservation efforts.

2019-2023 Preserve Maryland II Statewide Historic Preservation Plan

The National Historic Preservation Act, as amended, requires all State Historic Preservation Offices, including the Maryland Historical Trust create a Statewide Historic Preservation Plan every five years to provide guidance *“for effective decision-making about historic property preservation throughout the state.”* The plan builds on the five planning goals identified in the 2013-2018 Statewide Plan, which involve connecting with broader audiences, improving the framework for preservation, expanding, and updating survey and documentation, building organizational capacity, strengthening preservation networks, and collaborating with preservation partners to achieve shared objectives.

The following key strategies identified in the Statewide Preservation Plan relate to local governments:

- Work with individual schools and teachers to identify ways to include local heritage in the curriculum.
- Expand outreach to media outlets regarding preservation successes.
- Identify opportunities for tax credit programs to reach all geographic areas and income levels.

- With expanded outreach to diverse communities, identify priorities and opportunities to collaborate on documentation.
- Identify opportunities to partner on cemetery stewardship projects and enhance opportunities for information exchange.
- Showcase Maryland’s Native American and African American cultural heritage using trails and interpretive signage.

City of Cumberland Comprehensive Plan (2013)

The Cumberland Comprehensive Plan serves as the primary land use planning document for the City of Cumberland, outlining key goals and policies for transportation and infrastructure systems, neighborhoods and housing, community facilities, and economic development. Volume 1 of the Comprehensive Plan—the Neighborhood Element—provides an overview of Cumberland’s neighborhoods with relevant strategies and recommendations related to design character, public safety, housing, and public facilities. Volume 2, City-Wide Element, offers strategies for Cumberland’s long-term economic growth, housing needs, and future land use. The City-Wide Element proposes several action items related to historic preservation, including:



- Incorporate sustainability elements in the Preservation District Design and Preservation Guidelines to ensure consistency with the Secretary of the Interior’s Standards for Rehabilitation and Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings.
- Explore the designation of additional districts to the National Register of Historic Places, or local designations where desired and supported.
- Work with the Canal Place Heritage Area Authority to implement the new Canal Place Heritage Management Plan.

Blight Action Plan (2016)

Funded by a Community Development Block Grant, the Blight Action Plan was the result of a citywide survey of neighborhoods to identify blighted properties, prioritize code enforcement efforts, encourage rehabilitation, and remove properties deemed a public safety hazard. The survey identified over 400 blighted or vacant properties throughout Cumberland, including many located in the city’s historic districts. The Action Plan suggested the creation of a blighted property inventory with ongoing updates undertaken by the City of Cumberland as well as new preservation incentives for property rehabilitation.

Constitution Park Trails and Improvement Plan (2018)

The Constitution Park Trails and Improvement Plan focuses on enhancing Cumberland’s trail system, pedestrian access to the system, and the overall design enhancement of Constitution Park. The Plan prioritizes the design and installation of a wayfinding system, increasing connectivity with surrounding areas, and the preservation and rehabilitation of Constitution Park’s existing architecture and design.

Cumberland Economic Development Corporation Strategic Economic Development Plan (2022)

Prepared by the City of Cumberland, the Strategic Economic Development Plan seeks to promote development efforts by increasing the local tax base, supporting existing businesses, attracting new ones, and developing the arts and tourism industries. The Economic Development Plan acknowledges Cumberland’s historic and architectural heritage and the challenges of rehabilitation and adaptive use. The Plan recommends coordinating with Preservation Maryland and other state entities to secure grants and other services to help improve Cumberland’s historic building stock and the continued promotion and marketing of Cumberland’s to attract investment and tourism.

Other Studies

2020 A City at a Crossroads: The Impact of Historic Preservation in the City of Cumberland, Maryland

The *City at a Crossroads Study: The Impact of Historic Preservation in the City of Cumberland, Maryland*, sponsored by the City of Cumberland, provides an analysis of public and private investment in local historic preservation activities and how such efforts benefit Cumberland’s economy through housing rehabilitation, adaptive use, and commercial district revitalization. The study notes that Cumberland’s historic housing stock provides a naturally occurring source of affordable housing and that preservation tax incentives can play an important role in housing rehabilitation. Main Street revitalization efforts also have contributed to positive economic and business development efforts in the downtown.



2020 Expanding Housing Quality and Opportunities: A Comprehensive Housing Strategy for Cumberland, Maryland

The *Comprehensive Housing Strategy for Cumberland Maryland* examined the existing type and quality of housing options in Cumberland and recommends ways to enhance housing options that add affordable units as well as new construction aimed at attracting and retaining new and higher-income residents. The study also proposes the demolition of uninhabitable housing while focusing redevelopment efforts on the former Memorial Hospital and Allegany High School sites and new housing unit construction in the upper stories of downtown commercial buildings.

2020 Analysis of Impediments to Fair Housing Choice

The U.S. Department of Housing and Urban Development (HUD) requires communities receiving HUD appropriations to conduct an Analysis of Impediments (AI) to determine if barriers exist that affect the rights of fair housing choice in a community. A community must demonstrate faith efforts toward meeting the requirements of the 1968 Fair Housing Act, ensuring fair housing choices for all regardless of race, color, religion, national origin, sex, and family and disability status. The analysis concludes that providing additional funding for the rehabilitation of homes and rental units along with rehabilitating and redeveloping city-owned properties can help provide new homeownership opportunities in Cumberland.

2015 Reimagining Greene Street: A Complete Streets Study of Greene Street

The *Reimagining Greene Street: A Complete Streets Study of Greene Street* identifies methods for providing safe transportation options for pedestrians and cyclists along Greene Street ³/₄ a key entry into Cumberland and part of the historic National Road and the Greene Street National Register Historic District. Divided into four zones, the study recommends streetscape improvements, tree-planting, pocket parks, directional wayfinding, and entry monuments.

LEGAL CONTEXT

This section provides an overview of relevant legislation that permits local-level landmark and district designations. While federal and state laws provide a broader framework for preservation activities, local ordinances offer a greater level of protection than programs such as the National Register of Historic Places.

Maryland Historical Trust Act of 1985

Adopted in 1985 by the Maryland General Assembly, the Maryland Historical Trust Act delegates authority to the Maryland Historical Trust to conduct reviews of state-funded capital projects to determine any adverse impacts on historic and cultural resources. The legislation also outlines regulations and procedures for state agencies to identify and preserve historic properties already listed in or eligible for listing in the National Register of Historic Places and to prioritize their utilization if under state ownership.

Code of Maryland; Article: Land Use; Division I - Single-Jurisdiction Planning and Zoning; Title 8 - Historic Preservation

Title 8 – Historic Preservation, Article – Land Use, Division 1 of the Code of Maryland, as amended, enables counties and municipalities to locally designate sites, structures, and districts determined to possess historical, archaeological, or architectural significance. The legislation also authorizes local communities to regulate the construction, reconstruction, alteration, moving, and demolition of locally designated historic buildings, structures, and sites.

Code of Maryland; Land Use; Division I - Single-Jurisdiction Planning and Zoning, Titles 3 and 4, Comprehensive Plans and Zoning

In addition to Title 8, Titles 3 and 4, Division I also allows local jurisdictions to both prepare and implement comprehensive plans and zoning ordinances, as well as subdivision codes and other land use regulatory mechanisms. Title 4 permits the establishment of a local Zoning Board of Appeals and other procedures for enforcement of planning and zoning laws.

Chapter 25, Article XI, Historic Area Regulations, City of Cumberland Zoning Ordinance.

The City of Cumberland first adopted a Historic Preservation Ordinance in 1974, which created the Historic Preservation Commission and processes and procedures for designating Local Landmarks and Historic Districts and reviewing exterior alterations to locally designated historic properties. The City of Cumberland has amended the Ordinance several times, the most recent in 2013. The overall purpose of the Historic Preservation Ordinance is to preserve and enhance local quality of life and to safeguard the historical and cultural heritage of Cumberland by preserving sites, structures, or districts that reflect elements of cultural, social, economic, political, archeological, or architectural history.

The Historic Preservation Ordinance includes the following elements (see Appendix II to read the complete Historic Preservation Ordinance):



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Assistant Broker, CRE REALTOR
Century 21 Real Estate Group
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- A statement of purpose and key definitions used in the Ordinance.
- The powers and duties of the Cumberland Historic Preservation Commission.
- Procedures for designating Local Landmarks and Historic Districts and Certificate of Appropriateness reviews.
- Receive and consider reports from the Maryland Historical Trust on the designation and preservation of particular properties and areas.
- Procedures for appealing Historic Preservation Commission decisions.

Federal Legislation

Two important pieces of federal legislation of importance to Cumberland include the National Historic Preservation Act of 1966 and the Chesapeake and Ohio Canal Development Act of 1971 establishing the Chesapeake and Ohio Canal National Historical Park, a unit of the National Park Service, U.S. Department of the Interior.

National Historic Preservation Act of 1966

In 1966, the U.S. Congress passed the National Historic Preservation Act, serving as a key federal policy regarding the preservation of places and sites of national, state, and local significance. The Act created the National Register of Historic Places and instituted the Section 106 review process for federal undertakings that may adversely impact National Register eligible or listed properties. The National Register program also provides a process for recognizing buildings, sites, structures, objects, and districts with historic, cultural, and archaeological significance. The Maryland Historical Trust reviews nominations to the National Register in Maryland, with final approval by the National Park Service. The U.S. Congress amended the National Historic Preservation Act in 1980 to create the Certified Local Government (CLG) program, providing funding and technical support to local communities that adopt a local historic preservation ordinance and establish a preservation commission. Cumberland is one of 22 CLG cities and counties in Maryland.

Chesapeake and Ohio Canal Development Act of 1971

Approved by the U. S. Congress in 1971, the Act created the Chesapeake and Ohio Canal National Historical Park in Maryland, West Virginia, and the District of Columbia, administered by the National Park Service. Formerly the Chesapeake and Ohio Canal National Monument, the purpose of the historical park is to ***“preserve and interpret historic and scenic features along the canal and to develop the potential of the canal for public recreation...and restoration as needed.”*** The Act also created the Chesapeake and Ohio Canal National Historical Park Advisory Commission, which supports the work of the National Historical Park by managing scenic easements and land exchanges, and by participating in strategic planning processes for the Historical Park’s future.





ECONOMIC AND LAND USE CONTEXT

The preservation of buildings and cultural resources has value in itself. At the same time, market conditions influence the local preservation trajectory. The needs and capacity of the local population influence preservation goals and outcomes, allowing the leveraging of preservation for economic development. Cumberland's population characteristics impact the direction of preservation in the future, so it is worth considering those ramifications. At the same time, historic resources contribute enormously to Cumberland's economy and it is important to document that investment as a result of current and past preservation efforts.

Demographic Trends

Demographic characteristics as basic as population—and its growth or decline over time—impact preservation. In the simplest sense, people occupy buildings, and the occupancy and use of historic buildings—especially residential dwellings—is directly related to population-driven demand. In addition to population, consumer spending, competition, physical appropriateness of buildings for supportable commercial activities, proximity to markets, employment base, and tourism are all influencing factors on the demand and occupancy of commercial buildings.

To state the obvious, the population of almost every city is in a constant state of change. Housing supply and demand are therefore always adjusting to find equilibrium. However, when there is a long-term population decline, it exacerbates the disparity between housing supply and demand because, while the residential structures built for the peak population last generations, a smaller population leads to a housing surplus.

Cumberland has lost about 50 percent of its population from its historic high of about 38,000 in 1940 to about 19,000 today (ESRI 2023). The estimated vacancy of housing units in Cumberland is approximately 21 percent and is attributable, in large part, to the city’s smaller population. At the same time, one result of the over-supply of housing units in Cumberland is its housing affordability. It is interesting to note that cities with rapid population growth experience an obverse problem: housing demand can far exceed supply, leading to increased housing prices. As a result of the associated increase in land values, the high-growth situation frequently leads to the demolition of historic homes to replace them with newer buildings.

Historic District Demographics

Each of the five National Register Historic Districts in Cumberland hosts a small population. South Cumberland, the largest National Register District by population, has an estimated 2,663 people. Since data for small geographic areas, especially those smaller than a Census tract, tends to be less accurate than larger areas, this Historic Preservation Plan compared the National Register Historic Districts in the aggregate to Cumberland overall.

Population and Households

The 2020 Census estimates that the cumulative population within all National Register Historic District boundaries is 4,481. That indicates about 23 percent of Cumberland’s residents live in a National Register district. The population decline in National Register districts is happening more rapidly than in Cumberland overall. Cumberland lost eight percent of its population from 2010 to 2020, but the population within National Register districts appears to have declined significantly more, at about 12 percent (ESRI; Census of Population; The Lakota Group).

While population loss remains a cause for concern for many reasons beyond preservation, household size has been slowly shrinking nationally and locally in Cumberland—the result of fewer marriages and children—mitigating its impact on housing demand slightly. As a result of smaller households, a given population now occupies more housing units than it might have had 10 or 20 years ago. Household sizes across Cumberland shrunk by about three percent between 2010 and 2020, and about four percent in National Register districts. While the aggregate population in historic districts declined 12 percent over the 2010-2020 period, the number of households in the historic districts only fell by 9 percent (ESRI, The Census of Population, The Lakota Group).

Race and Ethnicity

Race and ethnic composition of historic districts closely mirror Cumberland’s composition overall, with only slightly fewer White residents and slightly more Black residents in the aggregated historic districts (ESRI 2023 update; American Community Survey; The Lakota Group).

Race/Ethnicity	Cumberland City	All Historic District
White	85%	82%
Black	6%	8%
American Indian	0%	0%
Asian	1%	1%
Pacific Islander	0%	0%
Hispanic (any race)	2%	2%

Household Income

While the racial composition is similar across Cumberland and historic districts, median household incomes indicate that the historic districts are poorer. The median household income for the city is \$45,750, but in the aggregated historic districts it is only \$39,124 (ESRI; American Community Survey; The Lakota Group). This is consistent with the fact that home values are lower in Cumberland's historic districts and household incomes tend to follow.

Housing Tenure

Americans have long aspired to homeownership as it is the primary means by which many households build wealth. Homeownership also fosters stability in neighborhoods as residents have a financial stake and they tend to be less transient.

Despite lower home prices, the homeownership rate in Cumberland's National Register districts is lower than for Cumberland overall. Owner occupancy citywide is 44 percent, while it is only 34 percent in the aggregated National Register districts (ESRI; American Community Survey; The Lakota Group). Nationally, homeownership has hovered around 65 percent, though it is typically lower in cities and urbanized areas. Residents in Cumberland's historic districts are therefore more likely to rent their homes than households in the city overall. It is more difficult for households who rent their homes to build wealth. It also means that rental properties typically receive less maintenance and investment than owner-occupied homes.

Separate from ownership is the issue of vacancy. Cumberland has a high residential vacancy rate at 21 percent of all housing units. However, unlike the differences in ownership rates between the city and National Register Historic Districts, the vacancy rate in the aggregated historic districts, at 23 percent, is not significantly different from Cumberland overall (ESRI; American Community Survey; The Lakota Group).

Residential Values and Historic Districts

Cumberland's housing is affordable, and homes in Cumberland's historic districts are even more affordable. Homes citywide have an average assessed value of \$81,646, while homes in Cumberland's historic districts have an average assessed value of \$63,685 (City of Cumberland GIS). Housing in historic districts is less expensive, in part, since homes tend to be smaller and on smaller lots than in other, newer city neighborhoods. For comparison, the median home sale price in Allegany County was \$118,000 in May 2023, and the median price for the US was \$419,103 (Redfin.com).

Price is one aspect of housing affordability, but the other side of the affordability equation is household income. Housing in Cumberland is affordable from the income perspective, also: ESRI assigns Cumberland an affordability index of 124, meaning that the median household income for the city is 24 percent higher than necessary to afford a home at the median value. Translated into a monthly budget, in Cumberland, a typical mortgage would cost 17.5 percent of monthly income (ESRI Housing Market Characteristics).



Building Permits, Residential Investment, and Demolition

Building permit records are a proxy for investment: With negligible recent new-home construction in Cumberland, residential building permits therefore largely represent repairs to existing homes. The City of Cumberland issued 111 building permits for existing residential properties from June 2022 to June 2023, of which 26 were in historic districts. This suggests that 23 percent of building permits were issued in historic districts, a significant indication of investment since historic districts contain only 15 percent of Cumberland's homes (City of Cumberland GIS).

Downtown Investment

Based on reporting from Cumberland Main Street and the Downtown Development Commission, the core downtown historic district has seen significant investment over the last five years, from 2019 to the present (City of Cumberland Downtown Development Commission):



Net new businesses



Net new jobs



Million in private investment

The current reconstruction of Baltimore Street, removing the pedestrian mall and returning traffic to the street, will account for an estimated \$16 million in public investment in the downtown. The street redesign follows “complete street” principles, prioritizing modes of transportation other than cars, including walking and cycling.

Some of downtown's most significant buildings – former department stores and offices – are challenging to reuse due to their size. However, recent preservation development projects, including those by CG Enterprises, are providing innovative and successful examples of reuse. The McMullen Building (138 Baltimore Street) added 14 new apartments in a mixed-use conversion that includes office and retail. The Rosenbaum Building (former M&T Bank at 118 Baltimore Street), in construction, will add 20 new apartments in a mixed-use conversion that includes residential, short-term stay rentals (e.g., Airbnb), office, and retail. Also recently added to the downtown inventory are apartments at The Perrin Building and the Church Estate.

Multiple recent commercial-to-residential conversions have shown that, while the projects are challenging for a variety of reasons, particularly tax credit approval timelines and contractor capacity, they are supportable: Absorption of new residential units has been commensurate with the development community's capacity to deliver new housing. This is affirming for downtown Cumberland's future. The projects have demonstrated demand for loft-style apartments, a product not available previously in Cumberland. These conversions have demonstrated viable new uses for large downtown buildings previously viewed as “white elephants.”

Heritage Tourism

The central element of Cumberland's heritage attractions is the Chesapeake and Ohio Canal. Cumberland's many historic buildings and sites may also attract visitors, but quantitative measures of their economic impacts are unavailable. The C&O Canal National Historical Park represents the reuse of a historic resource (the canal) as a recreational trail that brings people to other historic resources along their journey. According to a 2019-2020 visitation

analysis published in 2021, Cumberland sees about 137,000 annual visitors pass through its section of the 185-mile trail. Of those, an astonishing 95 percent (131,000 people) got off the trail and visited Cumberland. That represents a significantly higher capture rate than most other towns on the canal trail. The report estimates direct economic impacts, such as hotel stays and restaurant dining, at \$110 per visitor per day (C&O Canal National Historical Park, 2019-2020 Visitation Analysis).

The entire National Historical Park received 5.1 million visitors in 2019, of which an estimated 1.3 million traveled more than 50 miles from home to come to the park (C & O Canal National Historical Park, 2019-2020 Visitation Analysis). Since the means of data collection and reporting, it is not discernable how many visitors stayed overnight in Cumberland on their journey. However, according to the report, 90 percent of National Historical Park users who stayed overnight chose a traditional hotel, and 9.4 percent of Park visitors reported primary accommodations in Cumberland. This suggests that Park visitors accounted for about 110,000 paid nights of accommodation in Cumberland in 2019. A rough estimate of these visitors' annual direct economic impact, at \$110 per day, is \$12 million (The Lakota Group).

Equally important is what motivates travelers on the C&O towpath to visit Cumberland. The Visitation Analysis notes that, across all Park visitors and among a range of 15 activities, 31 percent said "history-cultural activity" was one of the things they enjoyed doing. It is therefore reasonable to say Cumberland's history, culture, and historic buildings are a motivating factor for many on the trail to visit the city.

CLIMATE CHANGE AND DISASTER PREPAREDNESS

Increasingly, communities and their historic and cultural resources face increasing threats from climate change-related severe weather events, sea-level rise, drought, and fire. For instance, in recent years, several Maryland communities, including Ellicott City and Catonsville, were subject to intense periods of torrential rainfall that caused flash flooding and significant damage and loss to buildings, businesses, streets, and infrastructure. Cumberland is no stranger to natural disasters as a damaging flood in 1936 paralyzed the downtown district while a convergence of rapid mountain snowmelt and heavy rainfall caused a similar event almost 60 years later. Today, cities and communities with historic preservation programs must undertake proactive efforts to consider and integrate historic and cultural resources as part of ongoing disaster preparedness planning efforts.

According to the University of Maryland Extension, Maryland, like many other states, is already experiencing the effects of climate change with warmer winters due to higher than average temperatures, more frequent and longer heatwaves, and more intense storms and flooding (The Effects of Climate Change in Maryland, 2023). While sea-level rise, sinking land, and the loss of saltwater marshes in the Chesapeake Bay and the tidal portions of the Potomac and other rivers are of major concern in the state, climate change-related heat waves leading to both droughts and intense rain events could pose greater risks for flash floods and forest fires in the decades ahead. At present, in an average year, the Maryland Forest Service responds to an average of 123 wildfires that burn more than 1,780 acres of forest, brush, and grasses.

Local fire departments already respond to 40 times that number of wildfire incidents per year (“Wildland Fires in Maryland,” 2023). Flash floods and forest fires pose some risk to Cumberland and its historic and cultural resources.

In addition to these forecasts, the National Risk Index, a web-based dataset tool that measures the potential vulnerabilities of disaster events at the county and Census tract level, considers Cumberland at low risk for a combination of possible disaster events as compared to other communities across the country. The Federal Emergency Management Agency (FEMA) created and manages the Index. Allegany County currently has a National Risk Index score of 42.4 out of 100 with 100 considered the highest risk level. Within Maryland, only eight percent of Maryland communities have a lower risk score. However, despite the low overall ranking, Cumberland does have a moderate risk of riverine flooding, winter weather events and cold waves, high wind, and landslides—all with potential impacts to historic and cultural resources. While the National Risk Index ranks Allegany County as low risk for future disasters, it also retains a high rating for community resilience, signifying that communities within the county can readily adapt and respond to anticipated disaster events.

The *Allegany County Hazard Mitigation Plan*, last updated in 2018, identifies several natural disaster types that have historically impacted Allegany County, including riverine and flash flooding, winter storms and severe cold spells, thunderstorms and tornados, land subsidence, excessive heat and droughts, wildfires. The Mitigation Plan also recognizes hazardous materials transportation and railroad accidents as two other, man-made disaster risk factors. Although the Mitigation Plan does not inventory buildings and places listed in the National Register of Historic Places as critical facilities that provide essential services during and after a disaster, it does estimate potential losses for residential and commercial buildings for a one-percent annual chance flood event as a benchmark to measures potential losses from other disasters. In terms of mitigation, among several planning objectives, the Plan proposes protecting buildings from flooding, including acquisition and elevation measures, and reducing the number of houses and buildings in floodplains that suffer repetitive losses from flooding.







Chapter 4

COMMUNITY ENGAGEMENT

COMMUNITY ENGAGEMENT

The planning process to create the Cumberland Historic Preservation Plan began in February 2023 with participation from the City of Cumberland, its Historic Preservation Commission and Preservation Plan Steering Committee, local preservation advocates, residents, and other community stakeholders. The first steps in the process involved a review of Cumberland's historic preservation program, the inventory of local designations and National Register listings, past survey and documentation efforts, relevant plans and policies, current adaptive use and revitalization projects, and other preservation-related efforts and initiatives. In May 2023, the Historic Preservation Commission and the Steering Committee organized and hosted a series of stakeholder listening sessions and a community open house to discuss preservation issues and opportunities. In September, a second community open house held at the Allegany Museum presented preliminary preservation planning strategies for community feedback.



PLANNING PROCESS

- February 24, 2023
Project Start Meeting
- March 2023
Project Website
- March 2023
Site Visit for Field Work
- May 2-4, 2023
Stakeholder Listening Sessions, Community Open House
- June 30, 2023
First Draft Historic Preservation Plan
- July 28, 2023
Second Draft Historic Preservation Plan
- September 12, 2023
Stakeholder Listening Sessions and Second Community Open House

Community engagement is a key component of any planning process to gather input, ideas, and perspectives from the community regarding historic preservation priorities. Engagement activities included listening sessions with community stakeholders, two community open houses, a booth at the Allegany County Farmer's Market, and the creation of a project website for sharing project information and receiving community comments through an intake form.

Stakeholder Listening Sessions

In May 2023, the City of Cumberland hosted 14 listening sessions over three days with various stakeholder groups to receive feedback on historic preservation issues within the city. Locations for the listening sessions included the council chambers at Cumberland City Hall and the conference room at the Allegany Museum. Sessions were informal with attendees providing their input on issues dealing with African American heritage, incentives, housing rehabilitation, economic development, and educational initiatives. The listening sessions were instrumental in informing the plan's analysis of existing conditions and recommendations for future preservation initiatives. Listening Session groups included:

- Mayor and City Council
- African American Community Members
- City Commissions
- City Staff
- Churches and Religious Institutions
- Community Development and Affordable Housing Representatives
- Cumberland Historic Cemetery Organization
- Cumberland Historic Preservation Commission
- Economic Development Organizations and Professionals, Downtown Businesses
- Heritage Association
- Historic District Residents
- Outdoor Activities and Trail Groups
- Preservation Plan Steering Committee
- Schools and Other Institutions



Community Open House #1

The first community open house, held on May 3, 2023, and conducted in the Cumberland City Hall Council chambers, featured several information stations on Cumberland's historic resources, local and National Register landmarks and districts, an overview of available preservation tax incentives at the local, state, and federal levels, as well as interactive exercises to gather input on preservation priorities, places of significance, and other key questions.

Allegheny County Farmer's Market

Following the first Open House, on May 4, 2023, a Cumberland Preservation Plan booth at the Allegheny County Farmer's Market, held at Canal Place, utilized the same open house exhibits to gather additional input regarding community preservation priorities and places of significance.

COMMUNITY PRESERVATION PRIORITIES


The top five preservation priorities identified at the community open house and the Allegany County Farmer's Market include:



Establish funding for a preservation program that maintains Cumberland's historic brick streets and streetscapes.



Promote heritage tourism by celebrating Cumberland's historic places and cultural heritage through expanded marketing, festivals, and site improvements.



Expand incentive programs for the rehabilitation of blighted residential properties that help provide attainable housing and preserve neighborhood character.



Promote the recognition and preservation of Cumberland's cultural, ethnic, and industrial heritage through lectures, walking tours, site markers, and other programs.



Expand funding to assist property owners in the maintenance and preservation of historic housing.

Community Open House #2

On September 12, 2023, the Cumberland Historic Preservation Commission and the Plan Steering Committee conducted a second Open House to present draft preservation planning goals and strategies related to future historic districts, neighborhoods, and housing, preservation-based economic development, and education and outreach initiatives. The Allegany County Museum hosted the open house. On September 13, the City of Cumberland conducted additional stakeholder listening sessions to garner feedback for planning strategies related to housing and preservation-based economic development.



Preservation Overview

LOCAL DESIGNATION

The Cumberland City Council approves Historic Districts and Landmarks by ordinance following review and recommendation by the Historic Preservation Commission. The purpose of local designation is to:

- Stimulate revitalization of commercial and residential neighborhoods
- Preserve the City's character
- Protect significant historic and cultural resources
- Encourage the continued use and adaptive use of historic buildings

The 7-member Historic Preservation Commission reviews Certificate of Appropriateness applications for proposed exterior alterations, additions, or demolition to any locally designated property, processed through the City's Historic Preservation Planner in the Community Development Department.

What does a Certificate of Appropriateness evaluate?

A Certificate of Appropriateness (CAO) will be issued if external changes to a property do not adversely affect the historic characteristics of the property. A building permit is issued once the CAO is approved. The CAO evaluates:

- Demolition | Porches | Windows
- Siding | Additions | Roofing and more!

NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the nation's official list of buildings, structures, sites, and objects worthy of preservation. The National Register is a program of the National Park Service administered by the Maryland Historical Trust (State Historic Preservation Office), National Register designation includes individual properties and historic districts.

- National Register listing is:**
- Honorary and includes no restrictions on the transfer, or disposition of property
 - Does not require property owners to maintain their buildings



415-417 Washington St.

Preservation Defined

WHAT IS PRESERVATION AND HOW DOES IT BENEFIT CUMBERLAND?

Historic preservation can mean different things to different people, including:

- Preserving and restoring great structures
- Restoring commercial and educational buildings, such as Kent's Downing Company Mill

Preservation can also mean:

- Tending property maintenance
- Repairing fire and water, frost, or wood damage

Historic preservation also involves:

- Reinforcing older homes and apartment buildings
- Creating historic housing through preservation and rehabilitation
- Restoring the character and quality of life as experienced



222 Washington Street
National Register Historic District



Kent's Downing Company Mill, 97 City St.



100 Park Avenue, a former school, 1200 Capital

What does historic preservation mean to you?

Handwritten notes on a sticky note attached to the station board.

Myth vs. Fact

As you walk through a park or a local historic district, you may have questions about the historic structures here. The following provide facts and information regarding local landmarks and historic preservation.



MYTH: The Historic Preservation Commission will tell me what I can do to the exterior of my house.

FACT: The City of Cumberland's historic preservation ordinance does not regulate exterior work.



MYTH: The National Register of Historic Places protects a building from alterations or demolition.

FACT: Listing on the National Register of Historic Places does not restrict a property owner's alterations. However, designation as a Local Landmark's preservation ordinance may restrict a building from inappropriate exterior alterations and exterior painting. Certificate of Appropriateness and historic preservation guidelines apply.



MYTH: Local Historic Districts impede business growth and new development.

FACT: Communities take a close interest in the history of their area. This history is a source of pride and a source of local business. Historic preservation can help to attract new business, create jobs, and increase public safety by bringing historic buildings back to the work economy.



MYTH: Historic designation will reduce property values.

FACT: Historic designation can increase property values. Historic designation can increase property values by providing a sense of pride and a source of local business. Historic preservation can help to attract new business, create jobs, and increase public safety by bringing historic buildings back to the work economy.







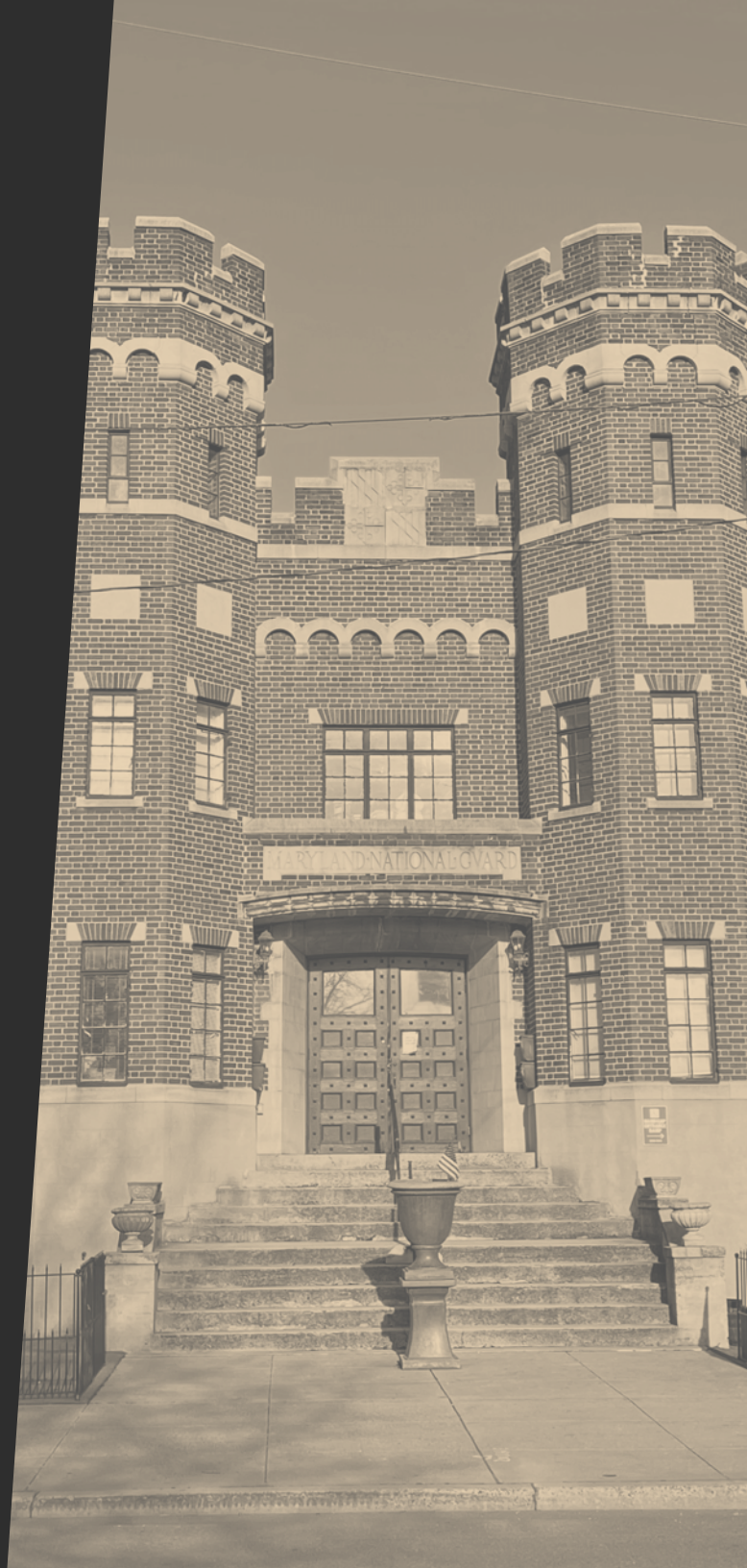
Chapter 5

**HISTORIC
PRESERVATION PLAN**

VISION, GOALS, STRATEGIES, AND RECOMMENDATIONS

HISTORIC PRESERVATION PLAN

The Cumberland Historic Preservation Plan is the result of a collaborative process between the City of Cumberland, the Historic Preservation Commission, and stakeholders and residents to prepare a document that will guide the community's preservation program over the next ten years. The Historic Preservation Plan, organized around five planning elements, identifies goals, strategies, and implementation recommendations that will rely on collaborative relationships between the City of Cumberland, the Historic Preservation Commission, and preservation partners to achieve.



CUMBERLAND'S PRESERVATION VISION

The rich history, culture, and natural beauty of Cumberland are vital in creating a unique sense of place and quality of life for its residents. The City of Cumberland works closely with partners to identify, document, and preserve its significant historic resources. The City and its Historic Preservation Commission also works to educate and advocate to residents, property owners, developers, and investors historic preservation's benefits and provide access to programs and assistance to help spur the rehabilitation and revitalization of Cumberland's historic buildings and neighborhoods. Cumberland values its distinctive heritage, architecture, historic districts, and diverse peoples who contributed to Cumberland's growth and development over the decades.



Planning Approaches

The following describes key planning approaches the City and its Historic Preservation Commission, its preservation partners, and community stakeholders will undertake to achieve the preservation vision for Cumberland.

Telling Cumberland's Full Heritage Story. Cumberland takes pride in its storied and diverse heritage, reflected in its recognizable historical and cultural landmarks, including the C-&-O Canal, the Allegany County Courthouse, the Town Clock Church, and the Canal Place Local Preservation District. Although Cumberland's history is well-known, there are untold stories to explore and places to discover related to Cumberland's earliest Indigenous communities, African American heritage, industrial expansion, and Post-World War II neighborhoods. The Cumberland community will work to identify, acknowledge, and designate these sites to share its full heritage story.

Collaborating For Success. An effective local historic preservation program relies on strong partnerships. Numerous public and private partnerships in Cumberland serve as examples of this — partnerships between the City of Cumberland and the Downtown Development Commission, the Canal Place Preservation and Development Authority, the Allegany County Historical Society, local non-profit organizations, property owners, businesses, and neighborhood associations, among others. These partnerships have led to numerous preservation successes and achievements over the years. The preservation community in Cumberland will pursue continued opportunities for collaboration that can help advance the preservation program.

Informing Stakeholders of Preservation's Benefits. Cumberland's residents and stakeholders understand the importance of recognizing their heritage. Past designation and revitalization efforts have made a positive impact on some neighborhoods. Preservation initiatives and incentives support neighborhood revitalization and adaptive use programs, provide new housing opportunities, help create jobs, reduce blight, and instill neighborhood pride. Integrating preservation into other municipal programs and continuing to inform the community of the benefits of preservation will ensure a broad commitment to future preservation efforts.

Revitalizing Traditional Neighborhoods. Cumberland's traditional neighborhoods help to form its unique historic character and identity with its residential dwellings representing a range of architectural styles and property types from worker housing to the homes of Cumberland's wealthiest citizens. Enacting new preservation-based community development initiatives while utilizing existing programs and incentives will create opportunities for the rehabilitation of Cumberland's historic housing to counter disinvestment and create housing options for existing and new residents.

Capitalizing on Heritage Assets. The historic and cultural heritage of Cumberland is not only a source of pride for its residents but an attraction that brings visitors to the city to see and experience the landmarks, districts, and sites that give the community its unique character. The C&O Canal National Historical Park and the Passages of the Western Potomac Maryland Heritage Area highlight the city's historic architecture and cultural heritage in a way that attracts visitors to the city to shop in downtown stores, visit area museums, and stay in local hotels, providing a boost to the local economy. Cumberland will seek new opportunities and continue existing partnerships to provide new policies and incentives to increase local heritage tourism and brand Cumberland's identity as a regional destination.

Promote Economic Investment. Downtown Cumberland is the heart of the community, which boasts a variety of retail stores, restaurants, and businesses. Additionally, the area is well-known for its stunning collection of 19th and early 20th-century architecture. Industrial and commercial buildings offer potential for new investments through rehabilitation and adaptive use, enhancing the quality of retail areas and increasing the availability of housing options, including housing and upper-level living accommodations. Cumberland will create new opportunities to leverage incentives for economic investment in its downtown and neighborhood commercial districts to generate employment, boost the economy, and preserve the city's significant architectural resources.

Planning Elements and Definitions

The Historic Preservation Plan includes goals and strategies that provide an action framework for future preservation efforts organized around five planning themes. Each theme includes the following components:

- **Goal Statement:** A statement that sets the direction for short and long-term historic preservation actions.
- **Strategy Statement:** A more specific statement of key objectives that achieves the planning goal.
- **Recommendation:** A specific set of initiatives and actions that identify the steps needed to achieve the preservation strategy, involving the City of Cumberland, the Historic Preservation Commission, and other key stakeholders and stakeholder groups.

The five planning themes are:

Theme #1: Revitalizing historic housing is crucial in reversing disinvestment and attracting new residents to Cumberland. The City of Cumberland and its preservation partners should adopt a comprehensive approach to facilitating reinvestment and rehabilitation of historic residential neighborhoods.

Theme #2: Historic preservation can boost economic growth through adaptive use and building rehabilitation, generating job opportunities and increased tourism in the process. Leveraging technical assistance and financial programs can increase opportunities for revitalization and adaptive use.

Theme #3: Continuing efforts to identify Cumberland's significant architectural resources through survey and documentation efforts can guide future landmark and district designation efforts. Additional documentation of Cumberland's historic and cultural heritage—whether through formal landmarking, or commemorative or interpretive efforts—will help to tell the stories associated with Cumberland's various Indigenous, ethnic, and racial groups.

Theme #4: Cumberland's residents and stakeholders will support local preservation efforts if they understand and take advantage of preservation's benefits and have more opportunities to participate in the preservation program.

Theme #5: Ensuring that municipal ordinances and policies utilize best practices for historic preservation can help to strengthen the local preservation program and clarify preservation procedures for the Historic Preservation Commission, elected officials, and community stakeholders.



Planning Theme #1:

HOUSING AND NEIGHBORHOODS

Cumberland's historic neighborhoods consist of a diverse housing stock comprising apartment buildings, rowhouses, double houses, and single-family dwellings. The adaptive use of historic commercial and industrial buildings for new housing units also provides additional living opportunities close to downtown and the community's recreational amenities. Each Cumberland neighborhood has its unique character and aesthetic that residents value.

However, revitalizing neighborhoods and maintaining the diversity of the historic housing stock in Cumberland has its challenges as the loss of industries, jobs, and population has led to declining property values, a drop in housing ownership and an increase in rentals, vacancies, and housing demolition. Stabilizing property values, increasing homeownership, and encouraging property maintenance and rehabilitation are key aspirations for preservation and neighborhood advocates. Achieving such aims will require a comprehensive approach involving the creation and implementation of new tools and planning approaches as well as the participation of various preservation partners and stakeholders. Like revitalizing downtown Cumberland, realizing success in regenerating historic neighborhoods will be a long-term, incremental effort necessitating strong commitments of resources and time on part of all involved stakeholders.

GOAL 1: FACILITATE PRESERVATION-BASED REVITALIZATION OF CUMBERLAND'S TRADITIONAL RESIDENTIAL NEIGHBORHOODS.

Cumberland's traditional neighborhoods are significant to the city's character and heritage. Preserving neighborhood character involves the rehabilitation of the city's housing stock while maintaining other unique features such as brick streets and sidewalks. Creating targeted policies and incentives to provide support for revitalization efforts will serve to create new opportunities for the City of Cumberland, property owners, and developers to invest in Cumberland's historic neighborhoods.

Strategy 1.1: Promote and enhance existing programs that support housing rehabilitation in historic neighborhoods.

The City of Cumberland currently administers several incentives and other financial assistance programs that aim to encourage housing rehabilitation. One is the recently created Home Rehabilitation Grant Program, which provides 50 percent matching funds up to \$25,000 for property improvements. Another is the Property Improvement and Roof Replacement Program which offers an outright grant of up to \$24,000 for the improvement of an owner-occupied

property in need of repairs or subject to a recent code enforcement violation. In addition to these programs, the City, through its appropriation of Community Development Block Grant monies from the U.S. Department of Housing and Urban Development, administers various other neighborhood improvement efforts related to sidewalks and infrastructure, social services, and facility rehabilitation. Focusing and enhancing the use of such programs in historic neighborhoods can help preserve Cumberland's distinctive historic neighborhoods.

Recommendation 1.1: Augment capitalization of the City of Cumberland housing improvement incentive programs to increase the number of historic housing rehabilitations.

Over time, as the City of Cumberland implements and sees success with its housing rehabilitation incentive programs, it should explore other funding options to increase program capitalization to help facilitate additional rehabilitation activity.

Recommendation 1.2: Leverage municipally-sponsored incentive programs with the State of Maryland Homeowner Historic Revitalization Tax Credit Program.

Consider providing a higher grant award to incentive program applicants who will use the State of Maryland Homeowner Historic Revitalization Tax Credit Program to help finance a housing rehabilitation project. The City of Cumberland could structure its incentive programs in a two-tiered approach where applicants seeking Maryland tax credits would get a higher grant amount than those who do not. This approach would only apply to historic dwellings located in existing National Register historic districts or properties considered eligible for National Register listing.

Recommendation 1.3: Provide design assistance as part of City-sponsored and administered incentive programs.

Ideally, housing incentive programs should provide some level of design assistance to property owners to ensure that building maintenance and rehabilitation activities follow appropriate standards and procedures. This is especially critical for properties located within Cumberland's residential National Register districts where preserving the integrity of each district's architectural and historical resources is highly important. Going forward, sequestering a percentage of grant awards to underwrite professional assistance from a qualified preservation architect can help building owners and contractors make the right design decisions. In some cases, with professional advice, a property owner can save on the project budget by using more appropriate materials and design approaches that are compatible with the style of the house and the architecture of the neighborhood. Alternatively, the City of Cumberland could retain the services of a preservation architect on an as-needed basis in support of the housing rehabilitation incentive programs.

Strategy 1.2: Create new incentives and housing rehabilitation programs that spur investments in Cumberland's historic neighborhoods.

The City of Cumberland's existing housing incentive programs are relatively new and will serve as a starting point for spurring investments in the historic housing stock. However, other incentives and program models can help augment current efforts and help address property rehabilitation needs in Cumberland's historic neighborhoods. New program models can also provide flexible approaches and leverage the resources of existing organizations so that the neighborhood revitalization burden is not completely reliant on City administration and management.

Recommendation 1.2.1: Offer small-scale grants for housing improvements.

The City of Cumberland could assign a portion of monies that underwrite its existing housing rehabilitation programs to offer \$2,500 to \$5,000 grants focused on small-scale property improvements such as porch and window repair, storm window installation, and exterior painting. As opposed to the existing programs offered on a rolling basis, the City could offer a small improvement grant program on an annual first-come, first-serve basis. The City may also explore the use of CDBG monies to finance such a program.

Recommendation 1.2.2: Capitalize a home repair loan program.

Some historic single and multi-family residential buildings in Cumberland may require more extensive rehabilitation than others and there may be cases where property owners and developers may not be able to access traditional financing for such projects. A home rehabilitation loan program that offers assistance for such cases with more flexible underwriting terms for projects requiring additional capital or bridge financing may be an effective tool for advancing neighborhood revitalization. The City could support such a program through CDBG monies and require the leveraging of the State of Maryland Homeowner Historic Revitalization Tax Credit Program. In addition, the City may only offer the loan program to properties located within existing National Register historic districts.

Recommendation 1.2.3: Explore the creation of a revolving fund for neighborhood housing rehabilitation.

Several communities across the country have established revolving fund programs as a critical and effective tool for promoting more comprehensive and systematic housing

rehabilitation and neighborhood revitalization efforts. Most often, non-profit revitalization and community development entities operate and administer revolving fund programs with a mix of financing sources, including local government CDBG monies, local lenders, and other private sector-sourced contributions. Communities have also accessed monies from the U.S. Department of Housing and Urban Development HOME Investment Partnerships Program (HOME) as a layer of revolving fund financing.

Typically, a non-profit managed revolving fund may undertake one or several functions:

- Operate home repair and rehabilitation loan and grant programs.
- Provide design assistance and cost estimation services.
- Offer contractor selection assistance for homeowners.
- Offer project management and quality control services
- Provide referral services for homeowner mortgage counseling
- Offer bridge financing for larger-scale housing rehabilitation projects using historic preservation tax credits or other incentives that escrow financing during the course of the project.
- Provide educational and technical assistance services for homeowners and investors seeking to use the Federal and State of Maryland historic preservation tax credit programs.

The City of Cumberland and its preservation partners may decide to pursue the creation of an independent non-profit revolving fund in the years ahead as it gains experience in managing its own housing programs and develops new resources and programs to meet local preservation and neighborhood revitalization needs. A key to success with revolving funds is to have sufficiently trained and experienced executive staff knowledgeable in finance, contracting, and

the preservation trades. In Cumberland, there are existing departments and agencies in place that can serve as ready partners in providing a variety of counseling and supportive services. The Cumberland Housing Group and the Cumberland Economic Development Corporation could also serve as suitable hosting entities for a revolving fund program. An important advantage of having a local revolving fund is the flexibility, nimbleness, and additional resources such a program offers in assisting property owners and investors in their housing rehabilitation needs and efforts.

Recommendation 1.2.4: Organize an annual “Rehabarama” event.

A few cities, including Dayton, Ohio, and San Antonio, Texas organize regular “rehabarama” events focused on rehabilitating at-risk historic housing with deferred maintenance, building code, and vacancy issues. Typically, rehabaramas offer intensive home repair and maintenance services to a qualified historic property over a specified time period using both volunteer and preservation tradespeople. The scope of the work may include structural and building envelope issues, porch and window repair, masonry maintenance, and weatherization. Upon completion of the project, the sponsoring municipality, agency, or organization may hold a special unveiling event with the surrounding neighborhood to celebrate a local success story in housing rehabilitation and neighborhood revitalization. In the case of Dayton, the City of Dayton and its partners often purchased homes for resale as part of a rehabarama event. The primary aim of a rehabarama is to generate momentum in neighborhood housing rehabilitation, promote the stewardship and care of a community’s historic housing stock, and provide a venue for people to learn trade skills.

Strategy 1.3: Implement educational, outreach, and policy initiatives that promote historic housing rehabilitation, neighborhood livability, and urban design.

In addition to formal, organized efforts and programs focused on spurring homeowner and private sector investment in Cumberland’s housing stock, other new initiatives that enhance neighborhood quality of life and visual appearances can help make the city’s historic residential districts desirable places to live. These efforts may consist of policy initiatives and educational and outreach programs.

Recommendation 1.3.1: Develop policies and programs and leverage existing incentives to support adaptive use projects for housing.

Facilitating adaptive use is a key approach for revitalizing vacant commercial or industrial buildings for a variety of uses, including new housing. Often, existing building and zoning codes provide barriers to repurposing a building. Downtown and select sites throughout Cumberland provide opportunities for adaptive use and adopting new policies and programs to facilitate investment in Cumberland’s historic buildings and places, including:

- Operate home repair and rehabilitation loan and grant programs.
- Provide design assistance and cost estimation services.
- Offer contractor selection assistance for homeowners.
- Offer project management and quality control services
- Provide referral services for homeowner mortgage counseling

Recommendation 1.3.2: Develop a design manual or handbook for owners of historic homes.

A design manual or handbook for owners of historic homes could serve as a valuable tool for providing information and technical advice regarding property maintenance and rehabilitation procedures, as well as information on available incentives and the benefits of local designation. The City and the Historic Preservation Commission could base the design manual content on guidance materials and narratives already included in the Preservation District Design Guidelines for Cumberland, Maryland, or decide to add additional content that addresses specific preservation issues in the different National Register historic districts. The City should use the manual to evaluate the appropriateness of applications to local building improvement grant and loan programs.



Recommendation 1.3.3: Develop a program to maintain and preserve neighborhood brick streets and sidewalks.

Cumberland's numerous brick streets and sidewalks are significant character-defining elements of its historic neighborhoods. Over time, accrued spot patch repairs and asphalt resurfacing have resulted in the loss of many brick streets across Cumberland. While it is unrealistic for the City of Cumberland to restore lost brick streets and sidewalks, maintaining, and preserving existing ones may be more feasible and desirable to enhance neighborhood appearances and character. A brick street and sidewalk preservation plan prepared collaboratively by the Public Works Department, Engineering Division, and the Historic Preservation Commission could create a work plan to direct future repair and maintenance efforts while also complying with the Americans with Disabilities Act. As part of this planning effort, the City can conduct a survey and inventory of the remaining brick streets and sidewalks and prepare a GIS layer that documents their location and condition. From this, the City can then prioritize preservation and rehabilitation efforts.

Recommendation 1.3.4: Update the Cumberland Blight Action Plan.

While the 2018 Cumberland Blight Action Plan provides a baseline of information regarding the number and location of significantly dilapidated properties in Cumberland, the Action Plan does not cross-reference its findings with data on the contributing and non-contributing status of properties within Cumberland's historic districts. This would provide a clearer picture of what historic properties have a blighted designation but may possess a level of historical, cultural, or architectural significance worthy of some intervention and rehabilitation. Blighted non-contributing properties may receive a priority for demolition than contributing properties. Going forward, as the Historic Preservation Commission undertakes new survey efforts, the City of Cumberland should integrate survey data within its blighted property inventories.

Case Study: Jumpstart Germantown.

Cumberland can replicate an innovative program in Philadelphia that launched in 2015 and brings together two aspects of neighborhood housing development that are normally treated as separate issues: A revolving fund for financing construction and a training program for small-scale (and often first-time) developers and entrepreneurs. Jumpstart Germantown is the brainchild and project of a single private developer in Germantown, Philadelphia, to increase development capacity in a part of the city where he has heavily invested. The program provides training in both financial modeling and construction for aspiring local developers, specifically to rehabilitate rowhomes, sell them, and place them back into service through conventional financing. In addition to training, Jumpstart provides better-than-market-rate construction financing for the development period. Like a revolving loan fund, after the sale of the home, payment of the construction loan replenishes the lending fund. The program has a strong equity component, prioritizing existing neighborhood residents, who are often people of color. More information is available at the project website: www.jumpstartgermantown.com.



Planning Theme #2:

PRESERVATION AND ECONOMIC GROWTH

Historic preservation can be a tool for economic growth by generating investment in buildings, attracting new residents and visitors, and creating jobs in the process. It is often necessary to stimulate more difficult projects with financial and/or regulatory incentives as preservation development projects often face more complicated barriers than new construction on vacant land, and the benefits of preservation-based development inure to the health of the city overall.

GOAL 2: LEVERAGE HISTORIC PRESERVATION FOR ECONOMIC GROWTH

Preservation can generate value in residential, commercial, and mixed-use properties and a variety of tools and incentives designed to bridge financial gaps for owners and investors can bring blighted properties back into service. In historic districts, increasing homeownership can also help generate household equity and wealth. Addressing these issues from different angles simultaneously can help to build back value in downtown Cumberland and surrounding historic neighborhoods.

Strategy 2.1: Increase developer capacity.

One of the rate-limiting factors for housing rehabilitation in Cumberland is the capacity of local developers to take on additional volume. There are both financing and construction capacity limits: Many residential and commercial preservation projects in Cumberland would not qualify for traditional financing, and at the same time there is also a relative shortage of skilled contractors and tradespeople.

Recommendation 2.1.1: Consider establishing a crowdfunded real estate investment pool, or marketing properties through SmallChange.co.

A crowdfunded real estate investment pool, unlike a revolving fund, is a tool whereby interested individuals can make equity or debt investments in real estate ventures, including commercial or mixed-use projects. Several organizations have created platforms in this space. SmallChange is a Pittsburgh-based crowdfunding platform for small-scale real estate development through which individuals can purchase investment shares in specific buildings and real estate projects. It is a means for pooling community assets through a structured, online financing system where small investors can reap benefits from projects they could not finance themselves.

Recommendation 2.1.2: Increase homeownership among residents of Cumberland’s historic districts.

Homeownership in Cumberland’s historic districts lags behind the city’s rate overall. Owner-occupancy leads to more stable neighborhoods, greater investment in home maintenance, and an increase in local wealth. It would therefore have multiple benefits to help more Cumberland residents own their homes. Cumberland may consider establishing a Community Development Corporation, a non-profit revolving fund organization, or an existing economic development or housing entity, as a nonprofit housing developer. An example of a community-based home developer is RenewCommunities.org, a nonprofit developer in the City of North Chicago, Illinois, with a mission to increase homeownership in that community. The organization sells and also rents its rehabilitated “Matthew Homes” to existing North Chicago residents, providing affordable mortgage financing and credit repair services. Renew also builds new homes in addition to its rehabilitation projects.

Strategy 2.2: Market Cumberland as a choice place to live.

Cumberland’s historic housing supply is affordable, with multiple options that could accommodate an additional population. However, much of this housing requires rehabilitation work. Preservation incentives are in place to facilitate housing revitalization.

Recommendation 2.2.1: Market Cumberland’s historic districts to remote workers.

Cumberland is an affordable, convenient place to live that remote/knowledge workers are slowly discovering. Several remote-worker residents of Cumberland participated in several community engagement activities as part of the planning process. Attracting

remote workers to relocate to Cumberland will help to increase demand for available housing, especially when leveraging existing preservation incentives in historic districts. The City may consider creating a new page on its website to address those considering relocation, optimizing search terms to direct web traffic, and placing social media ads in higher-cost regional markets such as Washington, DC.

Strategy 2.3: Enhance heritage tourism amenities and the visitor experience.

Cumberland’s growing heritage tourism economy is attracting more visitors every year. To continue marketing Cumberland to heritage visitors, the city will need a sufficient supply of accommodations such as hotels, bed and breakfasts, and Airbnb.

Recommendation 2.3.1: Incentivize additional downtown hotel development.

While there is not a current hotel demand study, it would appear upon stakeholder feedback that the two main downtown hotels do not provide sufficient capacity for the volume of heritage and recreational visitors using the C&O Canal Towpath Trail and others visiting Cumberland. As a first step in expanding accommodation options, the City of Cumberland may consider commissioning a lodging market study to confirm if there is indeed unmet demand and to understand visitor needs for lodging styles and price points. This may provide sufficient evidence for a private developer to undertake a lodging project. Tax-credit incentives could help steer lodging development to a historic downtown building.

Recommendation 2.3.2: Consider policy and financial incentives to stimulate short-term lodging development in the downtown area.

Alternative lodging options such as Airbnb apartments might be especially well-suited to recreation travelers, families, and groups. Incentives might include negotiating a limited-term exemption from the Allegany County hotel tax, or targeted use of Cumberland’s grant and incentive programs and various historic preservation tax credits. The City could consider limiting the expansion of the supply of short-term rentals in Cumberland’s residential historic districts, as Airbnb-type offerings can have quality-of-life impacts in neighborhoods.

Recommendation 2.3.3: Initiate a new downtown and neighborhood wayfinding system.

One-way streets and a historic street grid make getting around Cumberland confusing to a newcomer. A new comprehensive wayfinding system that directs people arriving by highway, bicycle, or hiking paths would help visitors find downtown, key sites, commercial offerings such as restaurants, and historic neighborhoods. The City may consider commissioning a wayfinding design program to improve area signage. Such projects may be eligible for state grants, such as Maryland’s Community Safety Awards.

Case Study: Downtown Frederick, Maryland, Wayfinding Program

Downtown Frederick, Maryland, founded in 1745, is the heart of this historic community and includes a variety of retail, restaurants, and museums encompassed within its local and National Register-listed Frederick Town Historic District. While many people live and work in Downtown Frederick, it also relies heavily on its heritage tourism industry, drawing visitors with its historic architecture, Colonial heritage, and Civil War history. To facilitate the visitor experience and increase local revenues, the Downtown Frederick Partnership, Frederick’s Main Street Program, created a wayfinding system within its historic downtown, including gateways, directional signage, parking garage identification, maps, and kiosks. While easing vehicular and pedestrian circulation, and directing residents and visitors to public parking, shops, entertainment venues, and heritage museums and sites, the signage presents a cohesive design that is in keeping with the character of the historic district. The Downtown Frederick Partnership, working with a wayfinding and graphic design consultant, collaborated with the Frederick Historic Preservation Commission to approve the design and location of the signage.





112

The Culture Cafe

ALLEGANY COLLEGE M. YLAND

ALLEGANY COLLEGE

STUDY

Planning Theme #3:

HERITAGE DOCUMENTATION

Identifying and documenting historic resources is essential to any preservation program. Historic resource surveys provide information on significant buildings, sites, structures, objects, and districts, and help to determine future local designations and National Register listings, identified as a priority in the *City-Wide Element of the 2013 Cumberland Comprehensive Plan*. Maintaining an ongoing survey program is a requirement for Certified Local Governments. Survey information can lead to more detailed research on a property or neighborhood and create community interest in historic preservation and local history.

While historic resource surveys provide valuable information on the built environment, other documentation efforts include oral histories documenting Cumberland's important stories, historical markers, developing historic context statements for specific resource types, ethnic groups, and underrepresented communities, and others.

GOAL 3: IDENTIFY, DOCUMENT, AND PRESERVE PLACES AND STORIES SIGNIFICANT TO CUMBERLAND HERITAGE

Cumberland has a rich heritage going back over 250 years. Identifying, documenting, and preserving the buildings and sites that help to tell this heritage story will ensure that future generations understand and appreciate Cumberland's history and architectural heritage.

Whether through historic resource surveys to document buildings, historic contexts to document heritage, or marker programs to document sites, all are important in telling Cumberland's full heritage story. Identifying and documenting Cumberland's heritage is only the first step. Preserving and interpreting these important resources and places is essential to their long-term survival. Historic marker programs provide recognition and historic designation access to financial resources for preservation efforts.

Strategy 3.1: Conduct ongoing historic resource surveys for designating future landmarks and districts.

The 1976 *Architectural and Historical Survey of Cumberland*, completed over 45 years ago, provided reconnaissance-level documentation and recommendations for future research at the neighborhood level. While the survey resulted in multiple National Register listings, surveys for areas not currently designated should be a priority. These surveys will document significant resources worthy of designation and preservation. Utilizing the latest internet-based survey technologies will facilitate fieldwork, improve and improve community participation. Reconnaissance-level surveys can provide the basis for local designations and identify areas for future intensive-level surveys. Intensive-level survey documentation qualifies for inclusion in the Maryland Inventory of Historic Resources and identifies properties and districts eligible for listing in the National Register.

When planning a historic resource survey, consider the size of the area, the reason for conducting the survey, and the level of documentation needed. A reconnaissance-level survey often covers larger areas or neighborhoods to determine whether significant historic resources are present and if further research is necessary. An intensive-level survey provides detailed documentation on each resource to determine significance and provides recommendations for designation. Listing in the National Register is an honorary designation while local landmark and preservation district designation provides protection from exterior alterations and demolition through a review process by the Historic Preservation Commission. In Cumberland, both local and National Register properties are eligible for preservation incentives.

The Maryland Inventory of Historic Properties (MIHP), managed by the Maryland Historic Trust (MHT), is the official repository of historic, cultural, and archaeological resources in the State of Maryland. The MHT's survey program requires intensive-level survey documentation for inclusion in the MIHP and listing of properties and districts in the National Register of Historic Places. While reconnaissance-level surveys are vital for local municipalities when determining future intensive-level survey work in order to identify future local landmarks and districts, they do not qualify for inclusion in the MIHP.

Recommendation 3.1.1: Survey Cumberland's residential areas not currently listed in the National Register or designated as Local Districts.

There are residential districts and neighborhoods that could benefit from formal survey documentation efforts to determine their eligibility for the National Register of Historic Places or local district designation. The areas include:

Survey Area #1: Rose Hill.

Bounded by Greene Street on the north, South Chase Street on the east, Lynn Street, Dunbar Drive, and Avirett Avenue on the south, and Fairmont Avenue on the west, Survey Area #1 includes approximately 200 buildings and consists of one-and two-story frame and brick single-family detached houses set on a steeply sloped hill. The majority of houses are Vernacular Gable Fronts, American Foursquare, and Double Houses, with a few examples of the Colonial Revival, Craftsman Bungalow, and Queen Anne style. The area also includes the West Side Elementary School. While some homes have vinyl siding and other minor alterations, the historic fabric is intact with a high level of integrity. The neighborhood of working-class houses developed in the early 20th century and has an urban character with minimal setbacks on small lots. The name derives from the former Avirett family home "Rose Hill" demolished for the construction of I-68 in the 1960s. Documentation of this neighborhood was part of the 1976 *Architectural and Historical Survey of Cumberland* and an intensive-level survey may identify potential National Register or Local Historic Districts and Landmarks.

Survey Area #2: Haystack

Comprised of two distinct areas on the city's west side, the eastern portion, bounded by Fayette Street and Gephart Drive on the south, Kams Avenue on the east, Calvert Terrace on the north, and Highland Avenue on the west, includes approximately 400 buildings and is a mix of early 20th century middle-class one-and-two-story frame and brick houses including Gable Fronts, American Foursquares, and Bungalows as well as Colonial Revival, Tudor Revival, and Craftsman Bungalow styles. Artificial siding is present on some houses though the neighborhood retains a high level of integrity. Set on a sloping hill, the area first developed as housing for workers at the Kelly-Springfield Tire Company in the 1920s

and includes houses by the Cumberland Homes Company along Braddock Road. Documentation of this neighborhood was part of the *1976 Architectural and Historical Survey of Cumberland*.

The western portion of Survey Area #2, bounded by Braddock Road on the south, includes approximately 170 buildings and encompasses the neighborhood along the hill off of Seton Drive. These mostly two-story homes date from the mid-to late-20th century with large setbacks on large lots. Housing types include Ranch, Raised Ranch, and Split-Level homes in Mid-Century Modern, Contemporary, Colonial Revival, and Tudor Revival styles. The area also includes the Bishop Walsh School, apartment buildings, and medical offices. There are few alterations and the area retains excellent integrity. The *1976 Architectural and Historical Survey of Cumberland* excluded this area.

Due to the size and geographic area of these survey areas, separate reconnaissance-level surveys may determine whether portions of these survey areas are eligible as National Register or Local Historic Districts.

Survey Area #3: Shriver-McNamee (Bedford/Frederick Streets)

The survey area includes Bedford Street, Frederick Street, and the adjacent streets between Marshall Street and the Cumberland city limits. The area includes approximately 590 buildings and is comprised of single-family homes, several churches, and a few automotive commercial buildings from the late-19th through the mid-20th century with setbacks and lot sizes increasing towards the north. The one-and two-story frame and brick homes include Vernacular, Bungalows, American Foursquares, Double Houses, and Ranches, as well as homes in the Colonial Revival and Minimal Traditional styles. The area includes two Mid-Century Modern churches.

While some homes have vinyl siding and other minor alterations, the historic fabric is intact with a high level of integrity. The area largely developed on former rural lands in the early 20th century as the city expanded in population. Documentation of this neighborhood was part of the *1976 Architectural and Historical Survey of Cumberland*. A reconnaissance-level survey may identify potential National Register or Local Landmarks and Historic Districts.

Survey Area #4: Mountain View

Bounded by Mountain View Drive and Niagara Street on the north, Johnson Street on the east, the north boundary line of the Canal Place Local Preservation District on the south, and Tilghman Street and Brooke Avenue on the west, Survey Area #4 lies directly north of the Washington Street National Register Historic District and the Canal Place Local Preservation District. Rose Hill Cemetery forms its western boundary. The area includes approximately 251 buildings and is comprised of early 20th century middle-class brick and frame houses, two-stories in height, with a mix of Vernacular buildings, Bungalows, and some Sears Catalog homes, as well as homes designed in the Georgian Revival, Queen Anne, Mission, and Craftsman styles, including a few designed by local architect Wright Butler. Unique landscape features include several brick streets and stone retaining walls. The area includes some vinyl siding and minor alterations with a high degree of integrity. Documentation of this neighborhood was part of the *1976 Architectural and Historical Survey of Cumberland*. An intensive-level survey may identify potential landmarks and whether the area is eligible for listing in the National Register or as a Local Historic District.

Figure 5.1. Future Survey Areas



Survey Area #5: Johnson Heights

Bounded by East Oldtown Road in the south, Hawthorne and Grand Avenues on the west, Williams Street on the north, and Avondale and Edgevale Avenues on the east, Survey Area #5 includes approximately 540 buildings. The one- and two-story brick and frame homes represent a range of building styles, including Colonial Revival, Dutch Colonial Revival, Tudor Revival, and Mission. The neighborhood developed from the early- to mid-20th century, spurred by the opening of the Kelly-Springfield Tire Company in 1921, followed by the construction of Memorial Hospital in 1929, and Fort Hill High School in 1939. Housing types in the area include Bungalows, American Foursquare, and Ranches. Many homes in the area are the work of local builders Atlee Hott and George Bowman. The neighborhood retains a high degree of integrity with few alterations. Documentation of this neighborhood was part of the 1976 Architectural and Historical Survey of Cumberland. A reconnaissance-level survey may identify potential landmarks and determine the neighborhood's eligibility as a National Register or Local Historic District.

Strategy 3.2: List new Local and National Register landmarks and districts.

Recognizing and designating significant historic resources is the most effective means of preserving Cumberland's significant historic resources. While Local Landmarks and Preservation Districts provide protection from exterior alterations and demolition, listing in the National Register provides other benefits, such as recognition of significance and access to preservation incentives. While Cumberland has had success in listing properties and districts in the National Register, it currently has only one local district – the Canal Place Local Preservation District – which encompasses a good portion of early Cumberland. Weigh each option accordingly when determining future preservation efforts for a property or district.

Recommendation 3.2.1: Designate existing National Register Landmarks and Historic Districts as Local Landmarks and Preservation Districts.

Cumberland has been successful in listing properties and districts in the National Register of Historic Places for over 50 years. However, with only one Local Preservation District, many of National Register properties and districts have no protection from exterior alterations or demolition. These areas include some of the city's most important historic resources. Most of the city's late 19th- and early 20th-century working-class neighborhoods, while listed in the National Register, remain vulnerable to inappropriate alterations and demolition. The City of Cumberland should locally designate existing National Register landmarks and districts not currently located within the Canal Place Local Preservation District.

Future Local Landmarks and Districts include:

- **Chapel Hill National Register Historic District** – Listed in 2005, this important historic district tells the story of Cumberland's early 20th-century growth and includes hundreds of examples of working-class housing, double houses, and Virginia Avenue, the city's largest neighborhood commercial district. Historic brick streets are a significant feature of the district. While the area has seen some decline, including artificial siding and some demolition, this South Cumberland neighborhood retains good integrity and is worthy of preservation.

- **Decatur Heights National Register Historic District** – Listed in 2005, this area is one of Cumberland’s earliest neighborhoods and includes significant resources that tell the story of Cumberland’s African American heritage. Historic brick sidewalks and stone retaining walls are significant features of the district. The neighborhood has seen changes over time, including alterations, artificial siding, and demolition, but the historic district is significant to the city’s heritage and worthy of preservation.
- **Greene Street National Register Historic District** – Listed in 2005, this district is one of the earliest developed areas in Cumberland and includes a mix of 19th- and early-20th century residential and commercial buildings. With few alterations, and several brick sidewalks, this historic district contains significant architecture and is integral to Cumberland’s history and worth of preservation.
- **Rolling Mill National Register Historic District** – Listed in 2008, this district is a significant example of a working-class neighborhood that developed in the late 19th century adjacent to the B&O Rolling Mill where many of the district’s residents worked. While the district suffers from deterioration and demolition has significantly altered its cohesion on the north end of Maryland Avenue, there remains a significant collection of properties that help to tell the immigrant working-class heritage story in Cumberland that are worthy of preservation.

The following 12 National Register properties located outside the Canal Place Local Preservation District are significant Landmarks and are worthy of preservation:

- 16 Altamont Terrace (1851)
- 200-208 Decatur Street (1840s)
- African Methodist Episcopal Church (1892, 309 Frederick Street)
- Wright Butler House (1896, 205 Columbia Street)
- Canada Hose Company No. 1 (1845, 400-402 North Mechanic Street)
- First Baptist Church (1849/1917, 212 Bedford Street)
- Francis Haley House (c. 1870, 634 Maryland Street)
- George Truog House (c. 1903, 230 Baltimore Avenue)
- Klot’s Throwing Company Mill (1903, 917 Gay Street)
- Thomas Koon House (c. 1912, 231 Baltimore Avenue)
- Town Clock Church (1850, 312 Bedford Street)
- YMCA (1925, 205 Baltimore Avenue)

309 FREDERICK ST, AFRICAN METHODIST EPISCOPAL CHURCH



Recommendation 3.2.2: List new Landmarks and Historic Districts in the National Register of Historic Places.

There are several individual properties and proposed historic districts that may be eligible for listing in the National Register of Historic Places, an honorary designation. There are three historic districts and one property determined eligible for listing in the National Register by the Maryland Historical Trust. Additional surveys outlined in Action 3.1 may identify other properties and districts worthy of consideration. Depending on the date of the determination of eligibility, additional documentation, including an updated property inventory and revised nomination report, may be necessary to meet current nomination requirements by the National Park Service.

Future National Register listings include:

Canada-Viaduct Historic District – Located west of downtown Cumberland along North Centre and Mechanic Streets, documentation of the proposed historic district was determined eligible for listing in the National Register by the Maryland Historical Trust in 2017. The area developed in the 19th- and early 20th centuries and includes a mix of residential, commercial, religious, and industrial resources, as well as potential archaeological significance as the site of the early settlement of Walnut Bottom.

The Dingle Historic District – This early 20th century single-family residential district designed by British landscape architect John Forsythe is located on the west side of the city and includes examples of larger, architect-designed homes for wealthier Cumberland residents in a variety of architectural styles. The proposed historic district was determined eligible for listing in the National Register by the Maryland Historical Trust in 2017.

Dumbhundred Historic District – Originally proposed as part of the 1976 Architectural and Historical Survey of Cumberland, the historic district first received a determination of eligibility from the Maryland Historical Trust in 1981. In 2004, following an update to the documentation, the Maryland Historical Trust again determined the district as eligible for listing in the National Register. The area contains a significant collection of worker housing as well as some architect-designed homes and relates to the city's growing industrial economy in the late 19th century. The district also has strong ties to the city's German immigrants.

Sumner Cemetery – Noted as the oldest African American cemetery in Cumberland dating back to 1892 and founded by the Laboring Sons of Cumberland, the cemetery is a significant cultural landscape and repository of a broad cross-section of early African American residents of Cumberland, including Civil War soldiers and former slaves. A 1976 National Register nomination documented the significance of the site, though no National Register listing occurred at the time. Further investigation of the cemetery's may determine its eligibility and the need to update the nomination report.

CPT Thomas Price Maryland National Guard Armory, Cumberland Readiness Center – This rare example of a Maryland National Guard Armory designed in the Mid-Century Modern style dates to 1955 and is located at 1100 Brown Avenue. It was determined eligible for listing in the National Register by the Maryland Historical Trust in 2017.

Strategy 3.3: Document, preserve, and interpret Cumberland's African American heritage.

African Americans have played a part in Cumberland's development since its earliest days as part of the Maryland Colony. Documentation of African American heritage is essential to tell the city's full heritage story, not often the case in decades past. Cumberland's free Black community flourished in the 19th century, building homes, founding businesses, working in local industries, building churches, and establishing a cemetery. While much of their built heritage is gone, some during urban renewal in the 1960s, a complete telling of the African American story requires further documentation and interpretation, while extant resources are significant and worthy of preservation.

Recommendation 3.3.1: Conduct a context research project on Cumberland's African American Community.

To understand the significance of buildings and places associated with Cumberland's African American community, the Historic Preservation Commission should partner with the Allegany County Branch of the NAACP, the Allegany County Historical Society, the Allegany Museum, and others, to prepare a context research project to identify important people, events, organizations, institutions, churches, residences, sites, and other places that present the full story of Cumberland's African American development history. The context research will help to identify future preservation efforts.

Recommendation 3.3.2: Develop a historical marker program to document significant African American places.

A historical marker program will identify and interpret important sites significant to Cumberland's African American heritage. Markers can educate the public about people, past events, important buildings, and other social and historical themes. While there are multiple historical markers throughout Cumberland identifying significant past events and sites, they represent the efforts of multiple local and statewide organizations with no cohesive design or theme. Creating an African-American marker program can provide one specific design that will identify places associated with African American history in Cumberland. Markers can provide specific information about a person, an event, or the development history of a building based on certain criteria for eligibility. Quick Response (QR) codes can provide a link to additional information. The Historic Preservation Commission could partner with the Allegany County Branch of the NAACP, the Allegany County Historical Society, and the Allegany Museum to administer the program.

GREENE ST. 515, JANE GATES HOUSE



Planning Theme #4:

EDUCATION AND OUTREACH

An informed and engaged community regarding the benefits of preservation is a measure of a successful local historic preservation program. Creating opportunities for diverse public participation, providing information on preservation procedures and guidelines, sharing opportunities for utilizing preservation incentives, organizing youth activities, and celebrating preservation successes are all ways to strengthen the preservation ethic and create a more diverse and inclusive process. Providing access to information online is essential in the 21st century, but traditional methods such as meetings, walking tours, group activities, and awards ceremonies still provide access to authentic spaces and interpersonal experiences.

Partnerships are key to implementing a robust community engagement program, and the Historic Preservation Commission can coordinate with community groups and preservation advocates, schools and colleges, museums, theaters, businesses, and religious institutions to implement its engagement initiatives and reach new audiences.

GOAL 4: PROVIDE INCLUSIVE ENGAGING PUBLIC EDUCATION AND ADVOCACY EFFORTS TO INCREASE AWARENESS OF THE BENEFITS OF HISTORIC PRESERVATION

Informing Cumberland's residents, businesses, and property owners about the benefits of historic preservation is essential to any successful preservation program. Hands-on training, presentations, webinars, and informational handouts are all effective strategies to educate stakeholders on ways to properly maintain and preserve historic properties. In addition to the many established community advocates who provide knowledge and experience in preserving Cumberland's heritage, providing additional opportunities to educate the community may also serve to create new advocates for preservation, helping to expand the community's preservation ethic and preserve its historic resources.

Strategy 4.1: Offer additional educational opportunities for Cumberland stakeholders on preservation topics.

Providing opportunities for residents to learn about historic preservation will advance Cumberland's preservation program, increase community awareness about preservation as an important tool for the revitalization of the city's neighborhoods and local economy, stimulate interest in local heritage, and encourage rehabilitation of significant historic buildings.

Recommendation 4.1.1: Sponsor educational programming on using local, state, and federal preservation incentives.

Property owners in Cumberland have access to a variety of preservation incentive programs available for the rehabilitation and adaptive use of historic buildings. The City of Cumberland provides grants and a property tax freeze for residential and commercial properties. The Maryland Historical Trust, Preservation Maryland, and the National Park Service also provide tax credits, grants, loans, and easements to assist with rehabilitation and preservation efforts. The Historic Preservation Commission can sponsor regular programming, in-person or online, in partnership with the Maryland Historical Trust and other partners to provide this essential training.

Recommendation 4.1.2: Provide workshops and training on appropriate methods for building repair and rehabilitation.

The Historic Preservation Commission can organize a series of workshops designed to educate residents, property owners, contractors, and developers on appropriate methods for the repair and rehabilitation of historic buildings, including wood windows, doors, slate roofs, and wood siding, as well as ways to improve energy efficiency and accessibility.

Recommendation 4.1.3: Educate local realtors on the local preservation program.

The Historic Preservation Commission, in cooperation with the Historic Highlands Association of Realtors, could provide in-person or online training sessions for local realtors about Cumberland's preservation program and procedures, local and National Register landmarks and districts, design guidelines, and available preservation incentives. The program could create a local preservation certification for participants, potentially providing continuing education credits as required by the Maryland Real Estate Commission.

Recommendation 4.1.4: Create programs and activities to encourage the next generation of preservation advocates.

Providing opportunities for youth and young adults to learn about and engage in historic preservation activities will ensure the continued success of the preservation movement in Cumberland. Activities should be inclusive of the city's racial and ethnic heritage and provide fun and interesting ways to participate. National surveys show that younger generations appreciate authentic places that highlight local character and heritage stories. Methods for engagement include expanding heritage stories in local school and college curriculums, field trips and house tours, painting a community mural, sharing stories and activities on social media, and hosting other youth events in historic locations such as Prospect Square, the Allegany Museum, Canal Place, and downtown Cumberland. Involve existing community partners such as Visit Cumberland, the YMCA, museums, theaters, and religious institutions, among others.

Recommendation 4.1.5: Publish a quarterly newsletter sharing preservation efforts and successes.

Regular communication between the Historic Preservation Commission and Cumberland stakeholders will keep residents informed of the preservation program's initiatives and help to prioritize local preservation advocacy and efforts. Topics of interest could include highlighting restoration projects, local architectural styles, significant architects, historic district news, downtown Cumberland architecture, African American heritage, preservation incentives, historic resource surveys, National Register or local designation efforts, and others. Newsletters should be accessible to a broad range of people online, through social media, and in other formats.

Recommendation 4.1.6: Establish a Historic Preservation Awards program.

Creating an annual awards program to highlight local preservation successes is a popular way to promote best practices in historic preservation to the community and elected officials. The program can provide multiple award categories, such as residential, commercial, adaptive use, sustainability, additions, and new construction, and can also include block awards for beautification. Property owners, organizations, residents, City staff and elected officials, and the Historic Preservation Commission can nominate a completed project based on a set of defined criteria.

Case Study: Cumberland Preservation Youth Summit

Engaging youth in historic preservation is vital for advancing the preservation movement in Cumberland and throughout the region. Teaching youth the importance of local culture and heritage for Cumberland's local economy, the preservation of its historic resources, and the quality of life of its residents serve to inspire the preservation advocates and professionals of the future by providing a connection to their community and its history. The Preserve America Youth Summit Program, begun in 2007, created a model for other organizations and communities to engage young people in hands-on learning about history, preservation, archaeology, and heritage tourism. In 2015-2016, the Cumberland Historic Preservation Commission, in partnership with Allegany College of Maryland, the National Park Service C&O Canal National Historical Park, and Canal Place Preservation and Development Authority, hosted a youth summit for eighth-grade students at Braddock Middle School. During the school year, students learned about cultural landscapes, Cumberland's architecture and history, and preservation trades such as window and masonry repair.

Following page: Cumberland Youth Summit (source: City of Cumberland)



Planning Element #5:

ADVANCING THE LOCAL PRESERVATION PROGRAM

Effective historic preservation program administration in Cumberland depends upon municipal ordinances and policies that align with community historic preservation goals. Furthermore, the preservation program has a greater chance of success when the rules and policies that govern and direct local preservation are clear and fair. The Advancing Local Preservation Program Element of this Preservation Plan recommends actions to clarify and improve the management of Cumberland's preservation program.

GOAL 5: UPDATE MUNICIPAL CODES AND CREATE NEW PRESERVATION TOOLS THAT CUMBERLAND'S HERITAGE RESOURCES.

Strategy 5.1: Review and update the Historic Preservation Ordinance (Historic Area Regulations) to provide clarity and guidance to local preservation efforts.

Recommendation 5.1.1: Add local designation criteria to Section 25-301 of the Historic Preservation Ordinance.

Local landmark and district designation is a powerful tool to enhance the community by protecting heritage architectural and cultural resources. A defined process for determining what is eligible for local designation creates a clear path for decision-makers, staff, and property owners to follow, and demystifies how City of Cumberland representatives make these decisions. Review the Preservation Ordinance (Historic Area Regulations) and add criteria for local landmark designation to Section 25-301. Nominations should meet one or more criteria that define the historic, architectural, cultural, or archaeological significance of the property or district.

Recommendation 5.1.2: Add additional content in Section 25-302(a) to explain the steps in administrative review of work to a landmark property.

Members of the general public are not usually familiar with municipal historic preservation ordinances. Navigating ordinances and design review requirements can be intimidating to property owners who wish to initiate a repair or rehabilitation project for a local landmark but are unsure how to proceed. Adding clarifying language that explains what is subject to a Certificate of Appropriateness administrative review and updating the Historic Preservation Commission website with more clear and readable graphic content on the design review process would be helpful.

Strategy 5.2: Review procedures for evaluating the historic significance of properties that have a demolition permit application.

There are instances when property owners have demolished potentially significant buildings. An evaluation of a building's historic or architectural significance before the issuance of a demolition permit may help reduce these occurrences.

Recommendation 5.2.1: Create a demolition delay ordinance under Chapter 25.

Cumberland has experienced the demolition of buildings and structures that have historic and architectural significance but no local landmark protections. A building's outward appearance may not convey its significance, especially if its importance is due to its association with historic events or an underrepresented group. At other times, the demolition of grand architectural examples occurs without consideration for their contributions to Cumberland's architectural legacy. Allowing for a critical review before demolition allows the preservation planner or the Historic Preservation Commission an opportunity to provide information that may demonstrate that the best course of action is rehabilitation, not demolition.

Create an ordinance to delay building demolition until the preservation planner or Historic Preservation Commission has an opportunity to review the property for historical or architectural significance. The delay period should allow sufficient time for the Historic Preservation Commission to research the property and hold a public meeting. The Maryland Certified Local Government Program (CLG) requires each CLG community, of which Cumberland is one, to provide the Historic Preservation

Commission the authority to delay demolition for at least 90 days for review. Adopting a demolition delay ordinance will bring the City of Cumberland into compliance with CLG standards.

Strategy 5.3: Reduce barriers to rehabilitation by providing local financial incentives to take on building repair projects.

Repair costs for even small projects can escalate with the costs of materials and labor, as well as City permitting and review fees. Initiatives to reduce or eliminate added fees for work to locally designated properties may encourage property owners to make repairs.

Recommendation 5.3.1: Reduce or eliminate building permit fees for landmark buildings as a cost-saving strategy to encourage property owners to pursue repair projects.

Review all rehabilitation-related city fees for local landmarks, including permit fees, to determine the feasibility of reducing or eliminating them, and investigate other discounts for owners who repair or rehabilitate historic buildings.



GOAL 6: PROMOTE A DYNAMIC AND EFFECTIVE MUNICIPAL HISTORIC PRESERVATION PROGRAM.

Strategy 6.1: Maintain a program of ongoing training for the Historic Preservation Commission and City staff.

City of Cumberland staff and members of the Historic Preservation Commission are local experts, providing advice and guidance regarding historic preservation best practices. The Certified Local Government Program (CLG) requires commission members to attend at least one educational enrichment and training session annually through CLG opportunities, online workshops and tutorials, National Alliance of Preservation Commissions (NAPC), and Maryland Association of Historic District Commissions (MAHDC) educational instruction, among others.

Recommendation 6.1.1: Provide guidance documents to all Historic Preservation Commission members to support their role as experts and decision-makers regarding historic preservation in Cumberland.

Prepare and distribute a “Procedures Document” that explains the rules of procedures and other guidance related to their responsibilities and operational rules including how to comply with open meeting regulations. In addition, create a “Procedures Manual” for all Historic Preservation Commission members that includes copies of applicable ordinances, guidance, processes, and procedures, lists of local landmarks and districts, National Register landmarks and districts, and an overview of historic preservation best practices that guide their work.

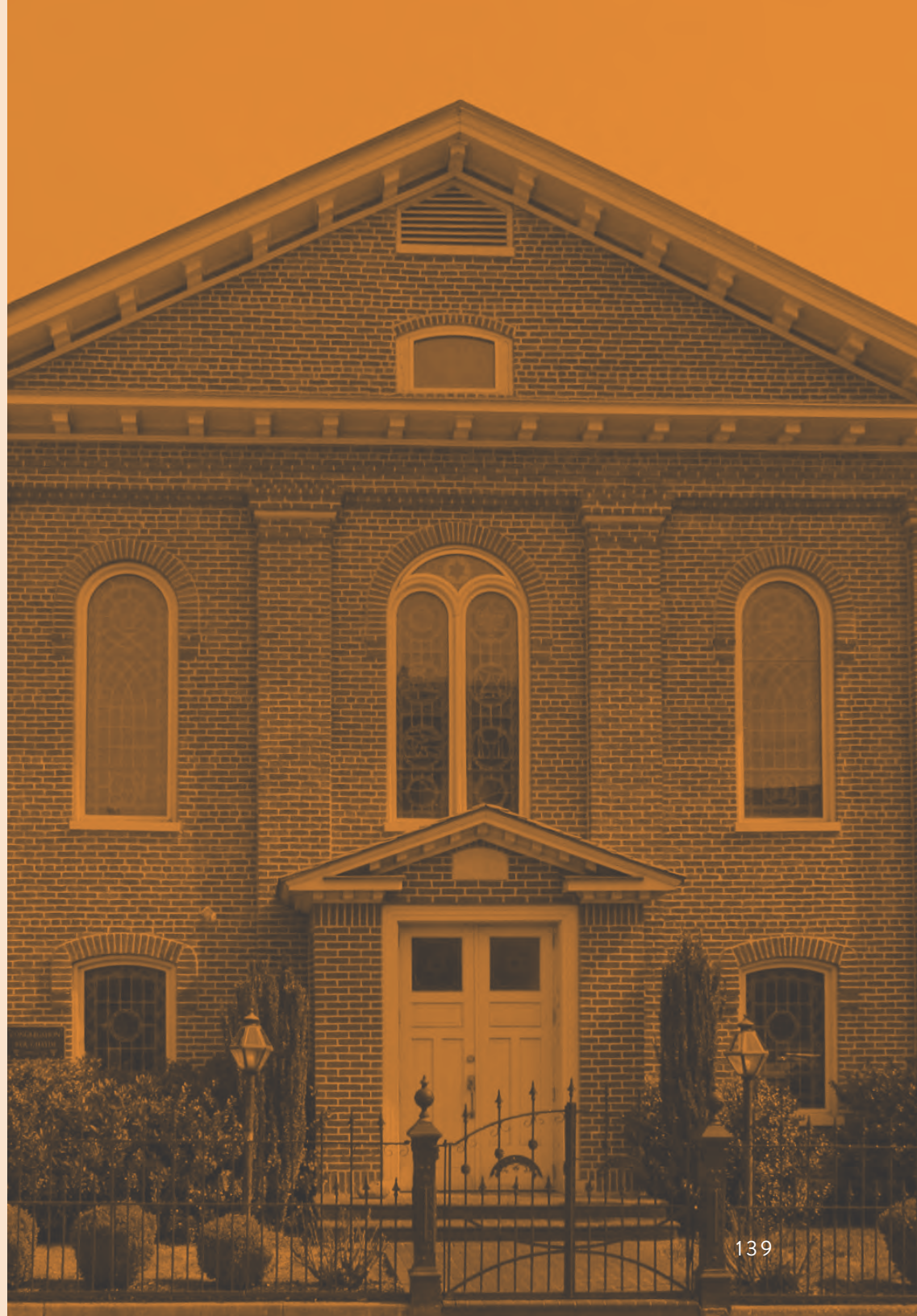
Recommendation 6.1.2: Strengthen relationships with other City of Cumberland departments, providing municipal staff with historic preservation training, especially building and fire inspectors, the Fire Chief, and code enforcement officers.

Code and emergency management officials and other f City departments are important partners of the Historic Preservation Commission. The Commission should build relationships with these departments so that questions regarding historic significance and the preservation of a historic building in poor condition (and not formally designated as a local landmark) can be part of a collaborative discussion. This reduces the potential for demolition of a significant historic building that may not have local landmark protection. When the Historic Preservation Commission designates a building a local landmark but needs substantial rehabilitation, local code officials will be in a better position to support rehabilitation options when they have a better understanding of preservation alternatives, especially when evaluating life-safety matters.

Case Study: Maryland Association of Historic District Commissions

The Maryland Association of Historic District Commissions (MAHDC) is one of only a few statewide organizations devoted to providing education and training to local historic preservation commissions. The MAHDC is a membership-driven non-profit organization with an executive director and a board of volunteer commissioners from around the state.

The MAHDC provides commission training manuals on subjects such as design review, preservation law, and commission procedures. The organization also provides in-person and virtual workshops and training sessions covering topics such as design review, law and procedures, ethics and decision-making, education and outreach, sustainability, modern architecture, archaeology, and preservation easements. In addition to serving as a resource for historic preservation commissions and staff, they assist commission volunteers and preservation professionals with networking opportunities.





A photograph of a city street with a blue overlay. The street is lined with buildings and trees. A sign on the right side of the street reads "LUKE RAIBLE GODS PERFECT IDIOT". The blue overlay contains the text "Chapter 6" and "IMPLEMENTATION".

Chapter 6

IMPLEMENTATION

IMPLEMENTATION

The Cumberland Historic Preservation Plan (Plan) serves as a guide for the city and the HPC in implementing the city's historic preservation program over the next ten years. The HPC will play a major role in the implementation of the plan, whether through direct action of its own or partnerships with other organizations, agencies, preservation advocates, and committed property owners and residents. Creating an annual work plan that prioritizes recommended Plan strategies will help to ensure the implementation of the Plan's goals and objectives. Continued support from elected officials and the city administration is key for the successful implementation of the Plan.



PLAN IMPLEMENTATION ROLES

The Cumberland Historic Preservation Plan (Plan) serves as a guide for the city and the HPC in implementing the city's historic preservation program over the next ten years. The HPC will play a major role in implementation of the plan, whether through direct action of its own or through partnerships with other organizations, agencies, preservation advocates, and committed property owners and residents. Creating an annual work plan that prioritizes recommended Plan strategies will help to ensure implementation of the Plan's goals and objectives. Continued support from elected officials and the city administration is key for the successful implementation of the Plan.

PRESERVATION PARTNERS

The following is a list of potential preservation partners to assist in the implementation of the actions proposed in this Historic Preservation Plan.

Allegany County Historical Society

The Allegany County Historical Society, founded in 1937, is a non-profit organization that provides educational programming regarding local history, owns and operates three museums, and houses special collections at the Gordon-Roberts House, purchased as a house museum and to house the Historical Society

in 1954. The Historical Society recently purchased the National Register-listed Canada Hose Company No 1, Cumberland's earliest extant fire station.

Allegany County Library

Opened in 1934 in the former Allegany County Academy, the Washington Street Library is now one of six libraries in the Allegany County Library System created in 1960. The Washington Street Library hosts a large local history collection.

Allegany County Public Schools

The Allegany County Public Schools administer three high schools, a center for career and technical education, three middle schools, and 15 elementary schools, of which nine are located in the City of Cumberland. The schools feature a local history curriculum and a social studies department that includes an oral history program as part of a Historical Research Methods class offered at all three high schools.

Allegany County Tourism

Using the promotional campaign *Mountain Side of Maryland*, the Allegany County Tourism Department promotes and markets Cumberland and Allegany County as a destination for new residents and visitors highlighting the local heritage, culture, and recreational opportunities.

Allegany Museum

The Allegany Museum, located in the former U. S. Post Office and Courthouse, is the main repository for Cumberland and Allegany County history, offering exhibits from its collections, providing educational programs, and promoting the area's rich heritage.

Cumberland Housing Alliance

The Cumberland Housing Alliance is the non-profit development corporation for the Housing Authority of the City of Cumberland and works to remove blighted properties and develop new attainable housing opportunities for low- to moderate-income residents.

Cumberland Neighborhood Housing Services

Founded in 1982, Cumberland Neighborhood Housing Services is a non-profit organization that provides education and counseling for first-time home buyers, offers funding assistance for qualified new home purchases, and partners with the City of Cumberland and other housing partners in neighborhood revitalization and blight removal efforts.

Canal Place Preservation and Development Authority

The Canal Place Preservation and Development Authority, created by the State of Maryland in 1993, oversees the preservation, development, and management of the Passages of the Western Potomac Maryland Heritage Area.

Downtown Cumberland Business Association

The Downtown Cumberland Business Association is a membership organization comprised of downtown businesses whose goal is to promote the development and enhancement of Downtown Cumberland and support existing and new businesses.

Cumberland Financial Institutions

Local financial institutions play a crucial role in assisting the City of Cumberland and its preservation partners in funding initiatives for preservation efforts, rehabilitation and adaptive use projects, housing initiatives, and incentive programs.

Cumberland Religious Institutions

Cumberland's religious institutions and houses of worship play an important role in the city's heritage and culture and can contribute to implementing action items in the Historic Preservation Plan, including participation in historic resource documentation, context research activities, and designation efforts.

Historic Highlands Association of Realtors

Originally the Cumberland Board of Realtors, founded in 1919, the name changed in 1999. The Historic Highlands Association of Realtors is a non-profit organization serving its members in the real estate profession through programming, education, outreach, and advocacy for the real estate industry.

Maryland Association of Historic District Commissions

Created in 1979, the Maryland Association of Historic District Commissions provides education and training opportunities for local historic preservation commissions and staff.

Maryland Historical Trust

As part of the Maryland Department of Planning, the Maryland Historical Trust, created in 1967, serves as the State Historic Preservation Office under the National Historic Preservation Act of 1966 and provides technical assistance, education, and funding for the preservation of the state's historic and cultural resources. The agency oversees programs including the National Register of Historic Places, Certified Local Governments, Maryland Heritage Areas, and administers tax incentives and grant programs.

National Association for the Advancement of Colored People (NAACP), Allegany County Branch

Founded in 1909, the NAACP is a non-profit organization dedicated to civil rights, racial and social justice, anti-discrimination, and equality for African Americans and all United States citizens. The Allegany County Branch is one of 2,200 local branches around the country.

Neighborhood Associations

A neighborhood association is a group of property owners, renters, business owners, religious institutions, and others who organize to promote the improvement of the neighborhood. Neighborhood associations represent most of Cumberland's 11 official neighborhoods.

National Alliance of Preservation Commissions

Founded in 1983, the National Alliance of Preservation Commissions (NAPC) is a non-profit preservation advocacy organization that provides education, training, and technical support for local historic preservation boards and commissions. NAPC hosts a bi-annual conference and provides training opportunities for local commissions through webinars and their Commission Assistance and Mentoring Program.

Preservation Maryland

Created in 1931, Preservation Maryland is the largest statewide preservation organization in Maryland that provides education, outreach, training, advocacy, and funding to recognize and preserve Maryland's heritage.





201 E. HARRISON ST



CONSTITUTION PARK

CITY OF CUMBERLAND DEPARTMENTS AND COMMISSIONS

Community Development Department

The Community Development Department houses the code compliance section and administers federal Housing and Urban Development (HUD) programs. The department also houses the historic preservation coordinator.

Cumberland Economic Development Corporation

The Cumberland Economic Development Corporation (CEDC) operates as the City of Cumberland's economic development department and provides business retention and recruitment services, site selection for new development, and marketing for commercial and industrial growth and expansion. In 2022, the CEDC launched the Downtown Comprehensive Investment Program, investing \$950,000 in downtown programs, including façade improvement grants, technical assistance grants, infrastructure upgrade grants, residential development grants, and business attraction grants.

Downtown Development Commission

Established in 1981, the Downtown Development Commission serves as the administrative body for the Cumberland Main Street program and is responsible for the preservation and promotion of downtown Cumberland and the Baltimore Street corridor as a visitor and shopping destination, as well as sponsoring special events and acting as a resource for downtown businesses.

Fire Department

Created in 1906, the City of Cumberland Fire Department operates out of three fire stations, two constructed in 1926 and one in the mid-20th century, and provides fire prevention education, emergency medical services, fire suppression, as well as fire and building code inspections for commercial buildings.

Historic Preservation Commission

The Historic Preservation Commission, established in 1974, is responsible for the implementation and enforcement of the city's historic preservation ordinance and the long-term preservation of Cumberland's locally designated historic resources. See Section 1: Introduction for more about the HPC's composition, responsibilities, and procedures.

Neighborhood Advisory Commission

Although not currently active, the Neighborhood Advisory Commission, established in 2003, serves as a liaison for official Neighborhood Associations and provides recommendations on neighborhood planning initiatives and revitalization efforts.

Parks and Recreation Department

In addition to its duties of overseeing the maintenance and improvement of the city's playgrounds and parks, the Parks and Recreation Department administers facilities and trails in Constitution Park, Cumberland's largest cultural landscape.

Public Works Department

The Public Works Department includes the Engineering, Utilities, and Maintenance Divisions, which oversee capital improvements, infrastructure improvements, utilities, and the maintenance of streets and sidewalks.

Planning and Zoning Commission

The Planning and Zoning Commission is responsible for reviewing amendments to the city's Zoning Ordinance, Subdivision Code, and Comprehensive Plan.

PRESERVATION TOOLS

There are a variety of preservation tools available to help promote and encourage the preservation of Cumberland's historic resources through public and private investment. This section summarizes the tax incentive, grant, easement, and loan programs provided at the local, state, and federal level that provide significant leverage for property owners when seeking to preserve and rehabilitate historic buildings.

Tax Credit Programs

Federal Historic Preservation Tax Credit Program

Rehabilitation projects involving income-producing properties may qualify for a 20 percent Federal Historic Preservation Tax Credit, including commercial buildings, apartment buildings, and industrial buildings listed in the National Register of Historic Places or certified under a local historic preservation ordinance.

Canal Place Local Historic District Tax Credit

Historic rehabilitation projects within the Canal Place Local Historic District which spend at least \$5,000 and receive approval from the Cumberland Historic Preservation Commission may qualify for a 10 percent property tax deduction.

Maryland Competitive Commercial Historic Preservation Tax Credit

The Maryland Competitive Commercial Historic Preservation Tax Credit provides a 20 percent credit for the rehabilitation of a certified historic income-producing property, such as a commercial building, apartments, or an industrial building, up to \$5,000,000. The Maryland Historical Trust (State Historic Preservation Office) provides final project approval.

Maryland Small Commercial Historic Revitalization Tax Credit

Similar to the Competitive Tax Credit, the Maryland Small Commercial Historic Preservation Tax Credit provides a 20 percent credit for the rehabilitation of certified historic income-producing properties up to \$50,000.

Maryland Homeowner Historic Revitalization Tax Credit

The Maryland Homeowner Historic Preservation Tax Credit provides a 20 percent credit for the rehabilitation of certified historic owner-occupied single-family homes up to \$50,000. The Maryland Historical Trust (State Historic Preservation Office) provides final project approval.

Grants and Other Financing Programs

City of Cumberland Façade Grant Program

Property owners within the Downtown Development Commission Taxing District are eligible to apply for a grant up to \$100,000 to rehabilitate the exterior storefront or façade of the building. The grant requires a match for projects over \$7,500.

City of Cumberland Home Rehabilitation Grant Program

As part of the city's Neighborhood Revitalization Initiative, 50 percent matching grants are available up to \$25,000 for the rehabilitation of properties currently uninhabitable that are assessed at under \$100,000.

Maryland Historic Preservation Capital Grant

Non-profit organizations, businesses, individuals, and local governments looking to acquire, restore, or rehabilitate a historic property are eligible to apply for a Maryland Historic Preservation Capital Grant up to \$100,000.

Maryland Historical Trust Easement Program

The Maryland Historical Trust currently holds more than 650 easements on historic properties in Maryland. Easements regulate alterations to exterior facades covered by the easement. The Maryland Historical Trust reviews exterior changes to easement properties.

Maryland African American Heritage Preservation Grant

The Maryland Historical Trust partners with the Maryland Commission on African American History and Culture to assist non-profit organizations, businesses, individuals, and local governments with the preservation of significant buildings and sites associated with African American history and culture up to \$250,000.

Maryland Historic Preservation Non-Capital Grant

Non-profits and local governments may apply for a Non-Capital Grant up to \$100,000 with a 100 percent match for projects involving research, historic resource surveys, planning, National Register nominations, and educational activities.

Maryland Heritage Area Grant

Non-profits and local governments may apply to the Maryland Heritage Areas Authority for a capital or non-capital grant for heritage tourism-related projects located within the Western Passages of the Potomac Heritage Area that involves historic or cultural resources, natural resources, events, or facilities.

Maryland Historic Preservation Loan Program for Capital Projects

The Maryland Historical Trust provides funds, when available, to non-profit organizations, businesses, individuals, and local governments for the acquisition, refinancing, or rehabilitation of a historic property.

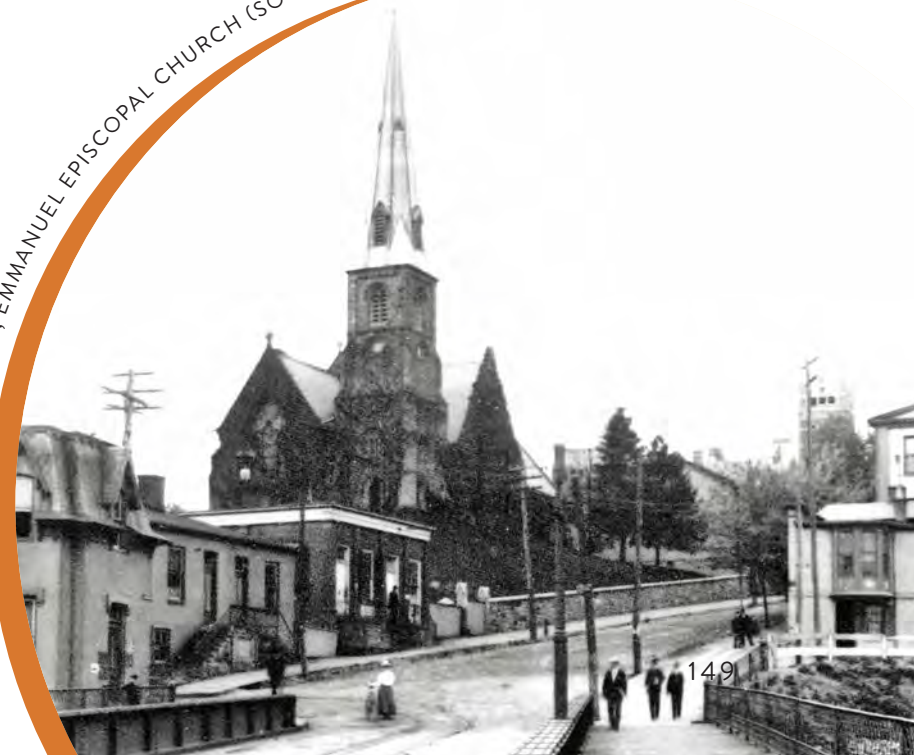
Heritage Fund Grant

Administered by Preservation Maryland in cooperation with the Maryland Historical Trust, Heritage Fund grants assist non-profit organizations and local governments with education and research projects, planning and feasibility studies, and repair and rehabilitation of historic buildings. Grant amounts range from \$1,000 to \$10,000.

City of Cumberland Historic Property Tax Assessment Freeze

Properties within Cumberland's Local and National Register historic districts may qualify for a property tax assessment freeze for up to 10 years, depending on the project costs and the property's market value, following an approved rehabilitation by the Cumberland Historic Preservation Commission.

BALTIMORE ST, EMMANUEL EPISCOPAL CHURCH (SOURCE: CITY OF CUMBERLAND)



IMPLEMENTATION CHART

The following chart provides a recommended timeline for implementation of the goals, policy statements, and actions identified in the Historic Preservation Plan. The chart prioritizes the actions and identifies suggested implementation partners and an estimated funding amount.

Preservation Partner Abbreviations

The following is a list of abbreviations for suggested preservation partners for future implementation of the actions identified in the Historic Preservation Plan. The Implementation Chart includes suggested partners to implement specific actions.

A – Architects
ACHS – Allegany County Historical Society
ACL – Allegany County Library
ACPS – Allegany County Public Schools
ACT – Allegany County Tourism
AM – Allegany Museum
C – Contractors
CDD – Community Development Department
CEDC – Cumberland Economic Development Corporation
CHA – Cumberland Housing Alliance
CNHS – Cumberland Neighborhood Housing Services
CPPDA – Canal Place Preservation and Development Authority
D – Developers
DCBA – Downtown Cumberland Business Association
DDC – Downtown Development Commission

FD – Fire Department
FI – Financial Institutions
HHAR – Historic Highlands Association of Realtors
HPC – Historic Preservation Commission
MAHDC – Maryland Association of Historic District Commissions
MHT – Maryland Historical Trust (SHPO)
NAACP – National Association for the Advancement of Colored People, Allegany County Branch
NA – Neighborhood Associations
NAC – Neighborhood Advisory Commission
NAPC – National Alliance of Preservation Commissions
PM – Preservation Maryland
PRD – Parks and Recreation Department
PWD – Public Works Department
PZC – Planning and Zoning Commission
RI – Religious Institutions/Churches
V/A – Community Volunteers/Preservation Advocates

PRIORITIES

High – Implement within the next 1-3 years.
Medium – Implement within the next 4-7 years.
Low – Implement within the next 8-10 years.
Ongoing – Implement annually

FUNDING AMOUNT

\$ - Under \$10,000
\$\$ - Between \$10,000-\$50,000
\$\$\$ - Over \$50,000

PLANNING THEME #1: HOUSING AND NEIGHBORHOODS

Goal 1: Facilitate preservation-based revitalization of Cumberland’s traditional residential neighborhoods.

Strategies	Recommendations	Priority	Partners	Funding Amount
Strategy 1.1: Promote and enhance existing programs that support housing rehabilitation in historic neighborhoods.	Recommendation 1.1.1: Augment capitalization of the City of Cumberland housing improvement incentive programs to increase the number of historic housing rehabilitations.	High	CDD, CHA, CEDC	\$\$
	Recommendation 1.1.2: Leverage municipally-sponsored incentive programs with the State of Maryland Homeowner Historic Revitalization Tax Credit Program.	Medium	CDD, CHA, CEDC, D, HPC, MHT	Ongoing
	Recommendation 1.1.3: Provide design assistance as part of City-sponsored and administered incentive programs.	Medium	A, CDD, CHA, CEDC, HPC, NA	\$\$

Strategies	Recommendations	Priority	Partners	Funding Amount
Strategy 1.2: Create new incentives and housing rehabilitation programs that spur investments in Cumberland’s historic neighborhoods.	Recommendation 1.2.1: Offer small-scale grants for housing improvements.	High	CDD, CHA, SS CEDC, HPC, NA	\$\$
	Recommendation 1.2.2: Capitalize a home repair loan program.	Medium	CDD, CHA, CEDC, HPC, FI	\$\$\$
	Recommendation 1.2.3: Explore the creation of a revolving fund for neighborhood housing rehabilitation.	Medium	CDD, CHA, CEDC, HPC, FI, PM, V/A	\$\$\$
	Recommendation 1.2.4: Organize an annual “Rehabarama” event.	Low	CDD, CHA, HPC, FI, V/A	\$\$
Strategy 1.3: Implement educational, outreach, and policy initiatives that promote historic housing rehabilitation, neighborhood livability, and urban design.	Recommendation 1.3.1: Develop policies and programs and leverage existing incentives to support adaptive use projects for housing.	High	CDD, CHA, CEDC, HPC, FI	Ongoing
	Recommendation 1.3.2: Develop a design manual or handbook for owners of historic homes.	High	A, CDD, HPC, NA	\$\$
	Recommendation 1.3.3: Develop a program to maintain and preserve neighborhood brick streets and sidewalks rehabilitation.	Medium	HPC, PW	\$\$\$
	Recommendation 1.3.4: Update the Cumberland Blight Action Plan.	High	CDD, CEDC, HPC, FI	Ongoing

PLANNING THEME #2: PRESERVATION AND ECONOMIC GROWTH

Goal 2: Leverage Historic Preservation for Economic Growth.

Strategies	Recommendations	Priority	Partners	Funding Amount
Strategy 2.1: Increase developer capacity.	Recommendation 2.1.1: Consider establishing a crowdfunded real estate investment pool, or marketing properties through SmallChange.co.	High	CDD, CEDC, DCBA, DDC, FI	\$
	Recommendation 2.1.2: Increase homeownership among residents of Cumberland's historic districts.	High	CDD, CEDC, CPPDA, DCBA, DDC	\$\$\$
Strategy 2.2: Market Cumberland as a choice place to live.	Recommendation 2.2.1: Market Cumberland's historic districts to remote workers.	High	ACT, CDD, CEDC, CPPDA, DCBA, DDC, HHAR, NA, NAC	\$
Strategy 2.3: Enhance heritage tourism amenities and the visitor experience.	Recommendation 2.3.1: Incentivize additional downtown hotel development	High	CDD, CEDC, CPPDA, D, DCBA, DDC, FI, PZC	\$\$
	Recommendation 2.3.2: Consider policy and financial incentives to stimulate short-term lodging development in the downtown area.	High	CDD, CEDC, CPPDA, D, DCBA, DDC, FI, PZC	\$\$
	Recommendation 2.3.3: Initiate a new downtown and neighborhood wayfinding system.	High	ACT, CDD, CEDC, CPPDA, DCBA, DDC, HPC	\$\$

PLANNING THEME #4: EDUCATION AND OUTREACH

Goal 4: Provide inclusive engaging public education and advocacy efforts to increase awareness of the benefits of historic preservation.

Strategies	Recommendations	Priority	Partners	Funding Amount
Strategy 3.1: Conduct ongoing historic resource surveys for designating future landmarks and districts.	Recommendation 3.1.1: Survey Cumberland's residential areas not currently listed in the National Register or designated as Local Districts.			
	Survey Area #1: Rose Hill.	Medium	A, ACHS, ACL, ACPS, AM, CDD, HPC, MHT, NAACP, NA, NAC, V/A	\$\$
	Survey Area #2: Haystack.	Medium	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$\$
Strategy 3.1: Conduct ongoing historic resource surveys for designating future landmarks and districts.	Survey Area #3: Shriver-McNamee (Bedford/Frederick Streets).	Medium	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$\$
	Survey Area #4: Mountain View.	High	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$\$
	Survey Area #5: Johnson Heights.	Low	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$\$

Strategy 3.2: List new Local and National Register landmarks and districts.	Recommendation 3.2.1: Designate existing National Register Landmarks and Historic Districts as Local Landmarks and Preservation Districts.			
	Chapel Hill National Register Historic District.	High	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$
	Decatur Heights National Register Historic District.	High	ACHS, AM, CDD, HPC, NAACP, NA, NAC, RI, V/A	\$
	Greene Street National Register Historic District.	High	ACHS, AM, CDD, HPC, NAACP, NA, NAC, V/A	\$
	Rolling Mill National Register Historic District.	High	ACHS, AM, CDD, HPC, NAACP, NA, NAC, V/A	\$

<p>Strategy 3.2: List new Local and National Register landmarks and districts.</p>	<p>Recommendation 3.2.2: Designate existing National Register Landmarks and Historic Districts as Local Landmarks and Preservation Districts.</p>			
	<p>Twelve National Register properties outside the Canal Place Local Preservation District.</p> <ul style="list-style-type: none"> • 16 Altamont Terrace (1851) • 200-208 Decatur Street (1840s) • African Methodist Episcopal Church (1892, 309 Frederick Street) • Wright Butler House (1896, 205 Columbia Street) • Canada Hose Company No. 1 (1845, 400-402 North Mechanic Street) • First Baptist Church (1849/1917, 212 Bedford Street) • Francis Haley House (c. 1870, 634 Maryland Street) • George Truog House (c. 1903, 230 Baltimore Avenue) • Klot's Throwing Company Mill (1903, 917 Gay Street) • Thomas Koon House (c. 1912, 231 Baltimore Avenue) • Town Clock Church (1850, 312 Bedford Street) • YMCA (1925, 205 Baltimore Avenue) 	<p>High</p>	<p>ACHS, AM, CDD, HPC, NAACP, NA, NAC, RI, V/A</p>	<p>\$</p>

Strategies	Recommendations	Priority	Partners	Funding Amount
	Action 3.2.2: List new Landmarks and Historic Districts in the National Register of Historic Places.			
	Canada-Viaduct Historic District.	High	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$
	The Dingle Historic District.	Medium	A, ACHS, ACL, AM, CDD, HPC, MHT, NA, NAC, V/A	\$
	Dumbhundred Historic District.	High	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$
	Sumner Cemetery	High	A, ACHS, ACL, AM, CDD, HPC, MHT, NAACP, NA, NAC, RI, V/A	\$
	CPT Thomas Price Maryland National Guard Armory, Cumberland Readiness Center (1955, 1100 Brown Avenue)	Low	A, ACHS, ACL, AM, CDD, HPC, MHT, NA, NAC, V/A	\$
Strategy 3.3: Document, preserve, and interpret Cumberland's African American heritage.	Recommendation 3.3.1: Conduct a context research project on Cumberland's African American Community.	High	ACHS, ACL, ACPS, AM, CDD, CPPDA, DCBA, DDC, HPC, NAACP, RI, V/A	\$
	Recommendation 3.3.2: Develop a historical marker program to document significant African American places.	Medium	ACHS, ACL, ACPS, AM, CDD, CPPDA, DCBA, DDC, HPC, NAACP, RI, V/A	\$

PLANNING THEME #4: EDUCATION AND OUTREACH

Goal 4: Provide inclusive ongoing public education and advocacy efforts to increase awareness of the benefits of historic preservation.

Strategies	Recommendations	Priority	Partners	Funding Amount
Strategy 4.1: Create additional educational opportunities for Cumberland stakeholders on preservation topics.	Recommendation 4.1.1: Sponsor educational programming on using local, state, and federal preservation incentives.	Ongoing	A, C, CDD, CEDC, CPPDA, D, DCBA, DCC, FI, HPC, MAHDC, MHT, NAACP, NA, NAC, NAPC, PM, RI, V/A	\$
	Recommendation 4.1.2: Provide workshops and training on appropriate methods for building repair and rehabilitation.	Ongoing	A, C, CDD, CEDC, CPPDA, D, DCBA, DCC, FI, HPC, MAHDC, MHT, NAACP, NA, NAC, NAPC, PM, RI, V/A	\$
	Recommendation 4.1.3: Educate local realtors on the local preservation program.	Ongoing	CDD, HHAR, HPC, MAHDC, NAPC, PM, V/A	\$
	Recommendation 4.1.4: Create programs and activities to encourage the next generation of preservation advocates.	Ongoing	ACHS, ACL, ACPS, AM, CDD, CPPDA, HPC, MAHDC, NAACP, RI, PM, V/A	\$
	Recommendation 4.1.5: Publish a quarterly newsletter sharing preservation efforts and successes.	Ongoing	CDD, HPC	\$
	Recommendation 4.1.6: Establish a Historic Preservation Awards program.	Ongoing	ACHS, AM, CDD, CPPDA, DDC, HPC, NAACP, RI, V/A	\$

PLANNING ELEMENT #5: ADVANCING THE LOCAL PRESERVATION PROGRAM.

Goal 5: Update municipal codes and create new preservation tools that Cumberland's heritage resources.

Strategies	Recommendations	Priority	Partners	Funding Amount
Strategy 5.1: Review and update the Historic Preservation Ordinance (Historic Area Regulations) to provide clarity and guidance to local preservation efforts.	Recommendation 5.1.1: Add local designation criteria to Section 25-301 of the Historic Preservation Ordinance.	High	CDD, HPC, PZC	\$
	Recommendation 5.1.2: Add additional content in Section 25-302(a) to explain the steps in the administrative review of work to a landmark property.	High	CDD, HPC, PZC	\$
Strategy 5.2: Review procedures for evaluating the historic significance of properties that have a demolition permit application.	Recommendation 5.2.1: Create a demolition delay ordinance under Chapter 25.	High	CDD, CEDC, CPPDA, DCBA, DDC, HHAR, HPC, NA, NAC, PM, PZC, RI, V/A	\$
Strategy 5.3: Reduce barriers to rehabilitation by providing local financial incentives to take on building repair projects.	Recommendation 5.3.1: Reduce or eliminate building permit fees for landmark buildings as a cost-saving strategy to encourage property owners to pursue repair projects.	High	CDD, HPC	\$\$

Goal 6: Promote a dynamic and effective municipal historic preservation program.

Strategies	Recommendations	Priority	Partners	Funding Amount
Strategy 6.1: Maintain a program of ongoing training for the Historic Preservation Commission and City staff.	Recommendation 6.1.1: Provide guidance documents to all Historic Preservation Commission members to support their role as experts and decision-makers regarding historic preservation in Cumberland.	Ongoing	CDD, HPC	\$
	Recommendation 6.1.2: Strengthen relationships with other City of Cumberland departments, providing municipal staff with historic preservation training, especially building and fire inspectors, the Fire Chief, and code enforcement officers.	Ongoing	CDD, CEDC, CHA, DDC, FD, HPC, MAHDC, NAC, NAPC, PRD, PWD, PZC	\$



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APPENDIX 1

KEY DEFINITIONS

The following are key terms used in this document:

Certificate of Appropriateness - A certificate issued by the historic preservation commission indicating its approval of plans for construction, alteration, reconstruction, moving or demolition of an individually designated landmark, site, or structure or of a site or structure within a designated preservation district.

Demolition - Any act which destroys in whole or in part a building or structure.

Demolition by Neglect - Any willful neglect in the maintenance and repair of an individually designated landmark, site or structure, or a site or structure within a designated preservation district, not including any appurtenances and environmental settings, that does not result from an owner's financial inability to maintain and repair such landmarks, sites, or structures.

Historic or Cultural Resources - Any building, site, structure, object, district, place, or landscape considered to have historical, architectural, or cultural importance.

Landmark - Any designated site or structure outside the boundaries of a preservation district that is of exceptional historic, archeological, or architectural significance by itself and is worthy of rehabilitation, restoration, and preservation.

Maryland Heritage Areas Program - Governed by the Maryland Heritage Areas Authority (MHAA) and administered by the Maryland Historical Trust, the Maryland Heritage Areas Program incentivizes the preservation and promotion of specific areas within Maryland identified as significant to the character of the state based on a distinct focus or theme. While providing financial and technical assistance, the Maryland Historical Trust works with local partners to encourage economic development through heritage tourism.

National Historic Park - Authorized by the U. S. Congress or the Secretary of the Interior under the Historic Sites Act of 1935, a National Historical Park involves historic parks with multiple historic sites, properties, or buildings associated with a specific subject.

National Register of Historic Places - The National Register of Historic Places is this nation's official list of historic resources worthy of recognition and preservation. Managed by the National Park Service, in partnership with the Maryland Historical Trust (Maryland State Historic Preservation Office). Listing in the National Register is honorary and does not require rehabilitation or limit the use of the property. In most cases, properties must be at least 50 years old and meet several criteria to be eligible for listing. National Register properties may also qualify for tax incentive programs to encourage their rehabilitation, adaptive use, and preservation.

Preservation District - A significant concentration, linkage, or continuity of sites, structures, or objects united historically, architecturally, archeologically, or culturally by plan or physical development, as defined and designated by the mayor and city council.

Rehabilitation - The act or process of returning a property or building to usable condition through repair, alteration, and/or preservation of its features which are significant to its historical, architectural, and cultural values

Restoration - The process of accurately recovering the form and details of a property as it appeared at a particular period of time by means of the removal of later work and the replacement of the missing original work.

Site - The location of an event of historic significance or a structure, whether standing or ruined, which possesses historic, archeological, or cultural significance.

Secretary of the Interior's Standards for Rehabilitation - Standards created by the U. S. Secretary of the Interior, National Park Service, to guide property owners, architects, consultants, contractors, developers, and project reviewers on the appropriate methods for rehabilitating historic properties.

APPENDIX 2

CHAPTER 25 - ZONING

ARTICLE XI. HISTORIC AREA REGULATIONS

Sec. 25-296. Legislative authority.

The regulations in this chapter are established in accordance with the State of Maryland Enabling Act for Historic Area Zoning (Annotated Code of Maryland, Land Use Article, Title 8) and Section 13-1014 of the Financial Institutions Article of the Annotated Code of Maryland.

Sec. 25-297. Purpose.

- a. The preservation of sites, structures, and districts of historical, archeological, or architectural significance together with their appurtenances and environmental settings is a public purpose in the city.

- b. It is the further purpose of this article to preserve and enhance the quality of life and to safeguard the historical and cultural heritage of the city by preserving sites, structures, or districts which reflect elements of cultural, social, economic, political, archeological, or architectural history; to strengthen the local economy; to stabilize and improve property values in and around such historic areas; to foster civic beauty; and to preserve and promote the preservation and appreciation of historic sites, structures and districts for the education and welfare of the citizens of the city, the county, the state, and the United States of America.

Sec. 25-298. Definitions.

For the purposes of this section, the following words and phrases shall have the meanings respectively ascribed to them:

Alteration means any exterior change that would affect the historic, archeological, or architectural significance of a designated site or structure, any portion of which is visible or intended to be visible from a public way, including, but not limited to, construction, reconstruction, moving, or demolition.

Appurtenances and environmental settings means all that space of grounds and structures thereon which surrounds a designated site or structure and to which it relates physically and/or visually. Appurtenances and environmental settings shall include, but not be limited to, walkways and driveways (whether paved or not), trees, landscaping, waterways, open space, setbacks, parks, public spaces, and rocks.

Certificate of appropriateness means a certificate issued by the historic preservation commission indicating its approval of plans for construction, alteration, reconstruction, moving or demolition of an individually designated landmark, site or structure or of a site or structure within a designated preservation district.

Commission means the historic preservation commission.

Demolition means any act which destroys in whole or in part a building or structure.

Demolition by neglect means any willful neglect in the maintenance and repair of an individually designated landmark, site or structure, or a site or structure within a designated preservation district, not including any appurtenances and environmental settings, that does not result from an owner's financial inability to maintain and repair such landmarks, sites, or structures, and which results in any of the following conditions:

1. The deterioration of the foundations, exterior walls, roofs, chimneys, doors, or windows, so as to create or permit a hazardous or unsafe condition to exist; or

2. The deterioration of the foundations, exterior walls, roofs, chimneys, doors, windows, the lack of adequate waterproofing, or the deterioration of interior features which will or could result in permanent damage, injury, or loss of or loss to foundations, exterior walls, roofs, chimneys, doors, or windows.

District. See preservation district.

Exterior features means the architectural style, design and general arrangement of the exterior of an historic structure, including the nature and texture of building material, and the type and style of all windows, doors, light fixtures, signs or other similar items found on or related to the exterior of an historic structure.

Historic area work permit means a permit issued by the department of community development upon receiving a certificate of appropriateness from the commission for all projects that the city conducts, assists, licenses, or permits that affect properties within a designated district, or individually designated sites or landmarks.

Landmark means any designated site or structure outside the boundaries of a preservation district that is of exceptional historic, archeological, or architectural significance by itself and is worthy of rehabilitation, restoration, and preservation.

New construction means construction which is characterized by the introduction of new elements, sites, buildings, or structures or additions to existing buildings and structures in historic areas and districts.

Preservation district means a significant concentration, linkage, or continuity of sites, structures, or objects united historically, architecturally, archeologically, or culturally by plan or physical development, as defined and designated by the mayor and city council.

Reconstruction means the process of reproducing by new construction the exact form and detail of a vanished structure, or part thereof, as it appeared at a specific period of time.

Rehabilitation means the act or process of returning a property or building to usable condition through repair, alteration, and/or preservation of its features which are significant to its historical, architectural, and cultural values.

Restoration means the process of accurately recovering the form and details of a property as it appeared at a particular period of time by means of removal of later work and the replacement of missing original work.

Site means the location of an event of historic significance or a structure, whether standing or ruined, which possesses historic, archeological, or cultural significance.

Structure means a combination of material to form a construction that is stable; including among other things, buildings, stadiums, reviewing stands, platforms, stagings, observation towers, radio towers, water tanks and towers, trestles, bridges, piers, paving, bulkheads, wharves, sheds, coal bins, shelters, fences, and display signs visible or intended to be visible from a public way; the term “structure” shall be construed as if followed by the words, “or part thereof.”

Sec. 25-299. Historic preservation commission.

- a. *Historic preservation commission.* The city hereby creates a commission to be called the historic preservation commission.
- b. *Membership.*
 1. The historic preservation commission shall consist of seven (7) members appointed by the mayor and city council. A majority of the members of the commission shall be residents of the city. Nonresident appointees to the commission must possess professional or academic qualifications as further defined in subsection (c). Each member shall possess a demonstrated special interest, specific knowledge, or professional or academic training in such fields as history, architecture, architectural history, planning, archeology, anthropology, curation, conservation, landscape architecture, historic preservation, urban design or related disciplines.
 2. In addition to the aforesaid seven (7) appointed members, the commission shall include one (1) ex-officio member. The ex-officio member shall consist of one (1) city council representative appointed to serve in that capacity by the mayor and city council. The ex-officio member may participate in the review of applications and vote in decisions rendered by the commission.

3. At least two (2) members of the commission shall possess professional or academic training in one (1) or more of the above-listed fields in accordance with the minimum professional requirements of the United States Department of the Interior for certifying local governments under federal regulation 36 C.F.R. Part 61.
- c. *Commission membership qualification criteria.* The requirement for commission membership under the category of demonstrated special interest may be satisfied either by formal training in one (1) or more of the above-listed fields or active membership in a preservation-related organization. The requirement for membership under the category of specific knowledge may be satisfied by formal post-secondary education, employment and/or practical experience in one (1) or more of the above-listed fields. The requirement for commission membership under the category of professional or academic training may be satisfied by, at a minimum, two (2) years' experience as a professional or a bachelor's degree in one (1) or more of the above-listed fields.
 - d. *Terms.* Commission members shall be appointed for terms of three (3) years, except that the terms of the initial appointments shall be staggered so that three (3) members shall serve terms of three (3) years, two (2) members shall serve terms of two (2) years and two (2) members shall serve terms of one (1) year. Commission members may be reappointed.
 - e. *Commission officers.* The commission shall elect, from its membership, a chairperson, vice chairperson, and secretary. The terms of the chairperson, vice chairperson, and secretary shall be for one (1) year, with eligibility for reelection.
 - f. *Vacancy.* Any vacancy in the membership of the commission caused by the expiration of a term, resignation, death, incapacity to discharge duties, removal for cause, or any other reason, shall be filled for a new term, or for the remainder of the term for which there is a vacancy, as the case may be, in the same manner as provided herein for the appointment and confirmation of the initial members of the commission. Any vacancy of the commission shall be filled by the appointing authority within sixty (60) days. In the case of expiration of terms, members may continue to serve until their successors are appointed and confirmed. Any unexcused absence of three (3) consecutive meetings shall constitute a vacancy. It shall be the duty of each member to attend all meetings. Should any member be absent from three (3) regular meetings during the year, without acceptable justification to the commission, the commission shall recommend that the member be removed for cause.
 - g. *Removal for cause.* A member may be removed for cause from the commission by the mayor and city council. In each case, the cause for removal shall be stated in writing.
 - h. *Compensation.* Commission members shall serve without compensation, but may be reimbursed for actual expenses incurred in the performance of their duties, provided said expenses are permitted by the budget and approved in advance by the community development manager.
 - i. *Meetings.* The commission shall hold no fewer than one (1) regular meeting monthly to discharge its duties.
 - j. *Staff.* Consistent with the city's policies and procedures, employees may be assigned to the commission, and such services and facilities made available as are deemed necessary or appropriate for the proper performance of its duties.

Sec. 25-300. Powers and duties.

The historic preservation commission shall have the following powers and duties:

1. The commission may direct studies, reports, and surveys to identify historical, archeological, or architecturally significant sites, structures and districts that exemplify the cultural, social, economic, political, or architectural history of the city, state, or nation.
2. Consistent with the city's policies and procedures regarding the acceptance and use of gifts by public officials, the commission shall have the right to accept and use gifts for the exercise of its functions.
3. The commission shall prescribe appropriate rules and regulations as may be necessary for the proper transaction of its business.
4. The commission shall adopt rehabilitation and new construction design guidelines for designated landmarks, sites, structures, and districts which are consistent with the Secretary of the Interior's Standards for Rehabilitation. Guidelines may include design characteristics intended to meet the needs of particular types of sites, structures, and districts, and may identify categories of changes that are so minimal in nature that they do not affect historic, archeological, or architectural significance and require no review by the commission. These guidelines shall be utilized by the commission in its review of applications.

5. Consistent with the city's policies and procedures governing the acquisition of easements, the commission may accept historic preservation easements on designated landmarks, structures or sites and sites or structures located in, or adjacent to, the preservation district.
6. The commission may undertake any other action or activity necessary or appropriate to the implementation of its powers and duties or the implementation of the purpose of this article.

Sec. 25-301. Designation.

- a. *Designation.* The city may designate boundaries for landmarks, sites, structures, or districts which are deemed to be of historic, archeological or architectural significance.
- b. *Designation procedure.* The historic preservation commission may, after making full and proper study, recommend appropriate areas within the limits of the city for designation as a landmark, site, structure, or district. The commission may also recommend boundaries for such landmarks, sites, structures or districts. The recommendations shall be submitted to the mayor and city council. The mayor and city council shall approve, approve with modification(s), or disapprove the proposed designation.

Sec. 25-302. Certificate of appropriateness application and commission review.

- a. *Application for certificate of appropriateness.* Before the construction, restoration, rehabilitation, alteration, reconstruction, relocation, or demolition of a designated landmark, site or structure, or site or structure within a designated district is undertaken, if exterior changes are involved which would affect the historic, archeological or architectural significance of a designated landmark, site or structure or structure within a designated district, any portion of which is visible or intended to be visible from a public way, the person, individual, firm, or corporation proposing to make the construction or change shall file a certificate of appropriateness application with the commission, via the department of community development, for permission to construct, alter, reconstruct, move or demolish the landmark, site, or structure. Every such application shall be referred to and considered by the commission and accepted or rejected by the commission. An application which is identical to a rejected application shall not be resubmitted within a period of one (1) year after the rejection. No certificate of appropriateness shall be granted until the commission has acted thereon as hereinafter provided.
- b. *Application review.* In reviewing applications, the commission shall give consideration to the historic, archeological, or architectural significance of the landmark, site or structure and its relationship to the historic, archeological, or architectural significance of the surrounding area; the relationship of the exterior architectural features of a landmark or structure to the remainder of the landmark or structure and to the surrounding area; the general compatibility of exterior design, scale, proportion, arrangement, texture, and materials proposed to be used; and any other factors including aesthetic factors which the commission deems to be pertinent.
1. The commission shall consider only exterior features of a landmark or structure and shall not consider any interior arrangements. Also, the commission shall not disapprove an application except with respect to the several factors specified above.
 2. The commission shall be strict in its judgment of plans for sites or structures determined by research to be of historic, archeological, or architectural significance. The commission shall be lenient in its judgment of plans for sites or structures of little historic, archeological or architectural significance, or of plans involving new construction, unless such plans would seriously impair the historic, archeological, or architectural significance of the surrounding sites or structures. The commission is not required to limit construction, reconstruction, or alteration to the architectural style of any one (1) period.

3. If an application is submitted for construction, reconstruction, or alteration affecting a site or the exterior of a structure or for the moving or demolition of a structure, the preservation of which the commission considers to be of unusual importance to the city or of unusual importance to the entire state or nation, the commission shall attempt, with the owner(s) of the site or structure, to formulate an economically feasible plan for the preservation of the site or structure. Unless, in these circumstances, the commission is satisfied that the proposed construction, alteration, or reconstruction will not materially impair the historic, archeological, or architectural significance of the site or structure, the commission shall reject the application, filing a copy of its rejection with the department of community development.
 - a. The site or structure is a deterrent to a major improvement program which will be of substantial benefit to the city.
 - b. Retention of the site or structure would cause undue financial hardship to the owner.
 - c. The retention of the site or structure would not be in the best interests of a majority of persons in the city.
4. If an application is submitted for construction, reconstruction, or alteration, or for the moving or demolition of a site or structure that the commission considers to be of unusual importance and no economically feasible plan can be formulated, the commission shall have ninety (90) days, from the time it concludes that no economically feasible plan can be formulated, to negotiate with the owner(s) and other parties in an effort to find a means of preserving the site or structure.
5. In the case of a site or structure considered to be valuable for its historic, archeological, or architectural significance, the commission may approve the proposed construction, reconstruction, alteration, moving, or demolition despite the fact the changes come within the provisions of subsections (b)(3) and (b)(4) if:
 - a. Commission decision. The commission shall file with the department of community development a certificate of its approval, modification, or rejection of all applications and plans submitted to it for review. Work shall not be commenced on any project until such a certificate of approval has been filed, and the department of community development shall not issue a building permit or historic area work permit for such change or construction unless and until it has received such a certificate of approval. Except for requests involving demolition, the failure of the commission to act upon a completed application within forty-five (45) days from the date the completed application was filed shall be deemed to constitute automatic approval of the proposed changes unless an extension of this forty-five (45) day period is agreed upon mutually by the applicant and the commission or the application has been withdrawn. In cases of requests involving demolition, the commission shall render decisions over a course of up to two (2) regularly scheduled monthly meetings, consistent with the procedures and requirements contained within the commission's approved guidelines.
 - b. Routine maintenance. Nothing in this section shall be taken or construed to prevent routine maintenance or landscaping which will have no material effect on the historic, archeological, or architectural significance of a designated landmark, site, structure, or district.

- e. Economic hardship. In acting upon an application for a certificate of economic hardship, the historic preservation commission is required to determine whether the economic impact of the historic preservation law, as applied to the property owner, has risen to the level of economic hardship. An applicant seeking a certificate Of appropriateness may apply for a “certificate of economic hardship” after the preservation commission has denied his or her request to alter or demolish a historic property protected under the preservation ordinance. In support of an application for relief on economic hardship grounds, the applicant must submit evidence sufficient to enable the historic preservation commission to render a decision. The burden of proof is on the applicant.

Economic hardship is defined as consistent with the legal standard for an unconstitutional regulatory taking, which requires a property owner to establish that he or she has been denied all reasonable beneficial use or return on the property as a result of the commission’s denial of a permit for alteration or demolition.

Evidentiary Checklist

The following checklist, as applicable, will be utilized by the historic preservation commission when considering economic hardship claims:

1. Current level of economic return:
 - Amount paid for the property, date of purchase, party from whom purchased, and relationship between the owner of record, the applicant, and person from whom property was purchased;
 - Annual gross and net income from the property for the previous three (3) years; itemized operating and maintenance expenses for the previous three (3) years, and depreciation deduction and annual cash flow before and after debt service, if any, during the same period;
 - Remaining balance on the mortgage or other financing secured by the property and annual debt-service, if any, during the prior three (3) years;
 - Real estate taxes for the previous four (4) years and assessed value of the property according to the two (2) most recent assessed valuations;
 - All appraisals obtained within the last two (2) years by the owner or applicant in connection with the purchase, financing, or ownership of the property;
 - Form of ownership or operation of the property, whether sole proprietorship, for-profit or not-for-profit corporation, limited partnership, joint venture, or other; and
 - Any state or federal income tax returns relating to the property for the last two (2) years.
2. Any listing of property for sale or rent, price asked, and offers received, if any, within the previous two (2) years, including testimony and relevant documents regarding:
 - Any real estate broker or firm engaged to sell or lease the property;
 - Reasonableness of price or rent sought by the applicant; and
 - Any advertisements placed for the sale or rent of the property.

3. Feasibility of alternative uses for the property that could earn a reasonable economic return:
 - Report from a licensed engineer or architect with experience in rehabilitation as to (1) the structural soundness of the building, (2) a condition assessment for the building envelope (roof, walls, windows and doors, foundation), and (3) the urgency of repairs to these features;
 - Expert testimony from an architect, developer, real estate consultant, appraiser, and/or other real estate professional experienced in historic properties as to the treatments of the property, including demolition (including site clearing), stabilization, and rehabilitation;
 - Cost estimates for (1) the proposed construction, alteration, or demolition, (2) the costs of complying with the certificate of appropriateness, and (3) the cost of a total rehabilitation; and
 - Estimated market value of the property (1) in its current condition, (2) after completion of the proposed alteration or demolition and (3) after total rehabilitation of the existing property for its current or alternate uses—a list of any designations, easements, or publicly instituted ordinances that affect development such as zoning, building codes, conservation districts, or enterprise zones.
4. Any evidence of self-created hardship through deliberate neglect or inadequate maintenance of the property.
5. Knowledge of landmark designation or potential designation at time of acquisition.
6. A list of economic incentives and/or funding available to the applicant through federal, state, city, or private programs, which of these were considered and pursued, and why these were not used to improve the property.

Sec. 25-303. Demolition by neglect.

- a. In the event of a case of demolition by neglect, the commission may request the department of community development to notify, in writing, the property owner(s) of record, any person(s) having a right, title, or interest therein, and the occupants or other person(s) responsible for the maintenance of the property or the deterioration. The notice shall specify the minimum items of repair or maintenance necessary to correct or prevent further deterioration.
- b. Prior to the issuance of a written notice, the commission may request the department of community development to establish a record of demolition by neglect. Such a record may include dated materials such as photographs and/or written reports of the condition of the property so as to record and/or measure the deterioration.
- c. The notice shall provide that corrective action shall commence within thirty (30) days of the receipt of said notice and be completed within a time defined by the commission in consultation with the property owner. The notice shall state that the owner(s) of record of the property, or any person(s) of record with any right, title or interest therein, may, within ten (10) days after the receipt of the said notice, request a hearing on the necessity of the items and conditions contained in said notice. In the event a public hearing is requested, it shall be held by the commission upon thirty (30) day's written notice being mailed to all persons of record with any right, title or interest in the property and to all citizens and organizations which the commission determines may have an interest in the proceedings.

- d. If, after the public hearing, the commission determines that the corrective actions remain necessary, the commission may request the department of community development to issue a final notice to be mailed to the owner(s) of record and all parties of record with any right, title or interest in the subject property, advising them of the items of repair and maintenance necessary to correct or prevent further deterioration. The owner(s) shall institute corrective action to comply with the final notice within thirty (30) days of receipt of the revised notice.
- e. Upon failure, neglect, or refusal of the property owner(s) or other responsible person(s), duly notified, to take the corrective action(s) specified in the final notice, within the time allotted, the commission may request that the department of community development institute any of the remedies and penalties provided by law for said violations.
- f. Sec. 25-304. Maryland Historical Trust.
- g. The Maryland Historical Trust may be designated by the commission to make an analysis of and recommendation concerning the preservation of sites, structures, or districts of historic, archeological, architectural, or cultural significance within the area served by the commission. Such report may include proposed boundaries of sites, structures, or districts, as well as make recommendations for the identification and designation of particular sites, structures, or districts to be preserved.

Sec. 25-305. Appeals.

In the event that any party is aggrieved by a decision of the commission, said party has the right of appeal to the circuit court of the county. Appeal requests must occur within thirty (30) days from the date on which the commission decision was made.

Sec. 25-306. Violations.

Any person(s) who violate(s) the provisions of this article by willfully performing or allowing to be performed any work without first obtaining a certificate of appropriateness, failing to comply with any final notice issued pursuant to this article, or disregarding a decision of the commission will be in violation of this article. A violation of this article shall be deemed a municipal infraction as stated in this Code. Each and every day that the violation continues shall be deemed a separate offense.

Sec. 25-307. Severability.

If any provisions of this article or the application thereof to any person(s) or circumstances are held invalid for any reason, such invalidity shall not affect the other provisions of any other application of this article which can be given effect without the invalid provisions or application, and to this end, all the provisions of this article are hereby declared to be severable.

Secs. 25-308—35-335. Reserved.



