



Catherine E. Pugh
Mayor

**COMMISSION FOR
HISTORICAL & ARCHITECTURAL
PRESERVATION**

Tom Liebel, Chairman

STAFF REPORT



*Thomas J. Stosur
Director*

January 10, 2017

REQUEST: Federal Hill Local Historic District Designation: Hearing Two

RECOMMENDATION: Approval

APPLICANT: Federal Hill Neighborhood Association

STAFF: Walter Gallas, AICP

SUMMARY: Determination that the proposed designation of Federal Hill as a local historic district meets the requirements of *Baltimore City Historic Preservation Rules and Regulations' Designation of Districts and Landmarks*. The designation includes a full and proper study with findings of fact that the proposed district and its boundaries comply with requirements of Local Government Certification under the National Historic Preservation Act, the Secretary of the Interior's Standards for Identification and Registration, and CHAP's own criteria for designation.

HISTORIC DISTRICT NAME: FEDERAL HILL

SUMMARY DESCRIPTION

Situated on a street grid with street names retained from its original settlement, Federal Hill demonstrates distinctive characteristics of a significant place combining various architectural styles and workmanship well-preserved over the course of its long history. Federal Hill comprises about 24 city blocks just south of the Inner Harbor. At its northeast corner, Federal Hill Park rises steeply from Key Highway overlooking the downtown skyline and providing open recreational space for the community.

The neighborhood retains remarkably intact streets of largely residential properties reflecting the building eras from 1788 to 1945 and the economic status of their early residents. Early houses were built of wood with side gables, and the form continued in Flemish bond brick with gabled roofs and dormers. Simple Greek Revival rowhouses are found throughout the district, along with many Italianate rowhouses, and a few detached houses, some with small front gardens. Details include stained glass, bracketed cornices, and iron fencing.

Commercial structures, some with ornate storefronts, along the two primary thoroughfares, Light Street and Charles Street, reflect a range of 19th and early 20th century styles. A market, a few churches and an adaptively re-used high school are examples of institutional buildings in the district.

HISTORY/SUMMARY SIGNIFICANCE

The Federal Hill neighborhood figures in many important events in Baltimore's history and in the development of industry and commerce by housing two centuries of working class Baltimoreans. The district's name alludes to the celebration in 1788 of Maryland's ratification of the Federal Constitution, which culminated on the prominent hill overlooking Baltimore's harbor basin. In 1797, an observatory opened on the hill which enabled merchants to receive advance word of ships approaching the harbor. Many early settlers of the neighborhood fought in the War of 1812, and residents watched the bombardment of Fort McHenry from the hilltop. During the Civil War, the hill was fortified and occupied by Union troops.

Situated as it was on the harbor basin, the Federal Hill waterfront was lined with shipyards and related businesses beginning in the late 18th century. They were clustered along the waterfront on the north and east sides—outside the boundaries of the proposed local historic district. The neighborhood within the proposed historic district was home of the business's owners and their workers. As the industry evolved and wooden hulls and sails were replaced by iron hulled steamers and engines, the yards adapted as well. In World War II, Federal Hill yards armored, refurbished, and repaired ships to meet the war effort.

Glass making, canning, packing, fertilizer production, brewing, baking, and paint manufacturing all thrived in Federal Hill over the years, often owned and operated by European immigrants. African Americans have made their homes throughout the Federal Hill neighborhood as well from before the Civil War. In the mid-20th century as maritime industry and other uses shifted along the Inner Harbor, the desirability of Federal Hill as an urban neighborhood was recognized by those who joined long-time residents in restoring and renovating properties as part of the back-to-the city movement beginning in the late 1950's.

Federal Hill was named to the National Register of Historic Places in 1970.

Physical Development

The topography of the Federal Hill neighborhood ranges from an elevation of 4.2 feet near Hanover and Hamburg Streets to 81.5 feet at Federal Hill Park. The dramatic red clay hill along the basin was noted by Captain John Smith during his exploration of the Chesapeake Bay in 1608.

The land comprising today's Federal Hill proposed local historic district is composed of lands granted to the Gist and Howard families in the 17th century. By the time of the City's annexation of the lands in 1782, John Eager Howard had acquired Mordecai Gist's property, and Howard began laying out building lots (*Image 1*). He sold some of his holdings to David Williamson, a merchant, who leased his lands for development. Christopher Hughes, another important early landowner, also figured prominently in the development of Federal Hill. By 1820 much of the northern section of the district—along Montgomery, Charles, Henrietta, and Light Streets—was developed with working class housing.

Some of the appeal of the district today can be attributed to a streetscape that is an interrupted grid. Most streets, instead of running continuously are offset, or they terminate at some point, or they veer from their original axis. For the pedestrian, the results are streets that are varied

and interesting or that sometimes come to a sudden end, and vistas with glimpses of the waters of the harbor in the distance.

While the central part of the district remained mostly residential and commercial, the waterfront was always heavily industrial (*Image 2*). In the 19th century at the foot of the hill and along the basin, one could find the shipyards of Charles Reeder & Sons, Watchman & Bratt, and William Skinner & Sons. Other industrial uses including the chemical works of McKim, Sims and Co.; a glassworks; the Bellona Copper works; and a factory producing firebricks for furnaces and common building bricks.

Plans have threatened the physical character of the neighborhood and its namesake hill from as early as 1838, when Dr. Thomas Buckler proposed leveling the hill and using the material to fill the harbor basin. The measure—advocated to improve health conditions and transportation—ultimately failed.

As growth of the district proceeded, public institutions and amenities were added. Federal Hill's first market house was constructed in 1845 at Cross and Charles Streets. Its first free school, Number 10, was built in 1850 at the southeast corner of William and Warren Streets. In 1853 the City Council passed a resolution to create a public park on Federal Hill, and in 1873 a new market house was authorized with a two-story community hall at the Charles Street end.

Into the early 20th century small shipyards continued to operate along the waterfront. Booz Bros. constructed and repaired clipper ships, brigs, barks and schooners. McIntyre & Henderson built tugboats and did steel hull repair. Redman & Vane repaired wooden ships. In 1913, Key Highway was constructed, cutting through some of the shipyards' property. After the country's entry into World War I, industry boomed for a time supplying the war effort, attracting African Americans and whites to the city from rural areas.

In 1930, Cross Street east of Key Highway was closed and incorporated into Bethlehem Shipbuilding Corporation. By 1941, the yards had grown to 28 acres plus nearly seven government-owned acres. World War II would bring further changes as Bethlehem shipyard expanded to meet the war effort, displacing some of the smaller yards. Bethlehem armored existing ships, converted passenger ships to troop transports, or repaired damaged ships. In all more than 2,600 ships would be repaired, reconditioned or converted here during the war.

After the war, federal housing policy incentivized “white flight” to the suburbs. Automobile transportation took precedence over mass transit and railroads, leading to a national focus on highway construction. In Baltimore, more than twelve versions of highway plans were presented from 1943 to the mid-1970s (*Image 3*). In 1967, the Society for the Preservation of Federal Hill, Montgomery Street and Fells Point was formed, when it became clear that in Federal Hill, a large number of houses on Montgomery, Hughes, Hanover, and Charles Streets would be destroyed by a plan to route an interstate highway through Fells Point across a bridge at the mouth of the Inner Harbor and through Federal Hill and Otterbein. In 1968, Mayor D'Alesandro announced support for a route farther south, sparing the historic neighborhoods.

The land uses along the Federal Hill waterfront began to change as businesses closed or moved. In 1971 the city announced redevelopment plans for the Inner Harbor, envisioning a new role for this maritime resource. Bethlehem's Federal Hill yards ended operations in 1983. With this, the eastern edge of the Federal Hill neighborhood, on the waterfront and outside of the proposed local historic district, began its transformation from industrial uses to the residential waterfront uses seen today.

Social and Cultural History

Federal Hill traces its name to the celebrations on the red clay hill in 1788 when Maryland ratified the Federal Constitution. The hill's prominence on the landscape has made it a locale for other important events in history ever since, and its name has become identified with the entire adjacent South Baltimore neighborhood (*Image 4*). Through the night of September 13-14, 1814, residents watched the bombardment of Fort McHenry from the hill. In 1819, Andrew Jackson was honored with a 21-gun salute from atop the hill. During the Civil War, the hill was a Union encampment under the leadership of Major General Benjamin Butler, containing barracks for 1,000 men. Throughout the 19th century, the hill was also the location of an observatory which served as a signal post to alert shippers and merchants about the arrival of their vessels (*Image 5*). Built in 1797 by Captain David Porter, the original observatory was a square pyramidal structure which used a system of special signal flags denoting the private emblems of the subscribing companies. When the city's park commission assumed management of the park on the hill, the observatory was re-built in 1887. Its usefulness was eventually supplanted by the telephone, and the building itself collapsed in a 1902 storm. Federal Hill park provided a dramatic view of the destruction of Baltimore's downtown in the Great Fire of February 7, 1904.

The hill provided other uses. It was the source of sand and clay used for construction and for the manufacturing of pottery, terra cotta pipes, and glass. The first glass plant opened in 1800 using sand excavated from the hill. After initially faltering, the company passed through ownership of various German immigrant families to prosper into the 19th century, eventually becoming the Baltimore Glass Works of Baker Bros. & Co. Germans were also noted for their brewing, and companies like the Rossmarck Brewery dug tunnels under the hill for the storage of beer.

The Federal Hill waterfront area was one of the earliest centers for production of commercial fertilizer and other chemical products beginning in the 1830s. While some factories operated into the 1870s, their locations near growing numbers of residents forced relocations to other parts of the region.

Shipyards and all the related businesses along the Federal Hill waterfront would define the neighborhood from the beginning (*Image 6*). The first steam engine factory in Baltimore was located here in 1815 founded by Charles Reeder, Sr. The firm provided engines for steamboats and locomotives and for Baltimore's first ocean-going steamboat. Baltimore clipper ships were built here well into the 19th century, but the development of steam engines as a viable form of power for boats and railroad engines transformed the business. Watchman & Bratt, another engine and boiler works, used the technology to produce a steam-powered dredge to deepen

the harbor basin in 1827. The Skinner yards at the foot of Cross street constructed Chesapeake Bay packets into the late 19th century.

The Federal Hill neighborhood was home to many groups of immigrants and migrants, including French Acadians, Germans, African Americans, Irish, and workers from the rural South. A considerable number of free blacks and slaves lived along Federal Hill's streets and alleys according to the City Directories of 1810 and 1820. Throughout Federal Hill's—and the city's—history, relations based on class, race, and origin have been driven by many factors including economic and political ones. In the 1850s, the anti-immigrant sentiments of the Know Nothing Party played out on the streets of Federal Hill as gangs harassed German and Irish residents. Blacks increasingly competed for jobs with European immigrants. In 1858, in the wake of an economic depression, white workers organized to drive out blacks working in two Federal Hill brickyards. One black worker was shot and killed. Labor strife between the shipyards' black caulkers and white laborers erupted as the white workers pressured shipyard owners not to hire the black workers. In 1860, a gang threatened black workers at a Federal Hill coal yard.

As a port city handling the transfer of all kinds of domestic and international food products, Baltimore was for a time a leader in the canning and packing industry (*Image 7*). Canned, preserved foods were attractive in the 19th century to those who worked at sea, or for travelers such as prospectors seeking their fortunes during the California gold rush. By 1876, the water's edge on the eastern side of Federal Hill had the largest of the area's canneries. Produce from Maryland's Eastern Shore, hauls from the waters of the bay, and goods from ships calling at the port were processed there. The canneries continued operation into the 20th century and supported the World War I effort, but many began to disappear when Bethlehem Shipbuilding Corporation acquired Baltimore Drydock and Shipbuilding Co. in 1921, and continued to expand into World War II. The waterfront along the eastern side of the neighborhood became the center of Bethlehem's ship repair operation; its Sparrows Point yard would be devoted to shipbuilding.

Consolidations, sales, and bankruptcies among the maritime industries were not unusual in the 19th and 20th centuries. Workers, too, had choices to make about where they would live. As the city's street railway system grew, it became easier to move away from the central city with its congestion, noise and smells to newer suburban-like neighborhoods. The Federal Hill neighborhood began a slow decline at the end of the 19th century, and the Depression years of the 1930s increased economic distress and building deterioration. After War II, federal policy would view interstate highway construction as not only a means to improve transportation efficiency, but also as a way to clear central city slums. In Baltimore, the Federal Hill district was one such target.

The Federal Hill neighborhood had seen an influx of “urban pioneers” beginning in the late 1950s, attracted by the availability of low cost housing that could be rehabilitated near the city center. In the 1960s, renovations began on Montgomery and Warren Streets. The new residents joined with established families in the forming the Society for the Preservation of Federal Hill and Fell's Point. Working closely with the Maryland Historical Trust, the organization succeeded in listing the two neighborhoods in the National Register of Historic Places, among

the first such designations in the country. A 1973 study of the Federal Hill neighborhood commissioned for one of the highway plans noted the low percentage of owner-occupied housing units. The historic neighborhood contained a mix of low, middle and upper middle class, white and non-white residents. At this time, large numbers of dilapidated properties were owned by the city, bought up in anticipation of the highway construction. To its credit, however, in the neighborhood's residential sections, the majority of buildings were sound and in need of only minor repair.

Two centuries of industrial activity along the Federal Hill waterfront fueled the growth and development of the Federal Hill neighborhood, which captures the material culture of many generations of working class Baltimoreans. The proposed district has become the cultural expression of this legacy. The neighborhood's vernacular architecture employs a rather simple architectural vocabulary used in many ways to reflect the development of urban rowhouses lived in by many generations, ethnicities and classes of Baltimoreans.

Architecture

Federal Hill represents an intact collection of every type of working-class housing built in Baltimore from 1780 to 1890. In addition, its houses demonstrate the variations of scale and floor plans that were employed depending on the intended occupant—immigrant, laborer, craftsman, middle class merchant or business owner. Beginning nearest the harbor basin and moving inland, the styles of houses that were built progressed from federal to Greek Revival and Italianate architectural styles through the years.

The earliest houses were built on lots laid out by the Hughes and Howard families. They were individual wood houses, one-and-a-half to two-stories, two to three-bays, low-ceilinged and with small windows. A 1980s reconstruction of a c. 1796 house is 130 East Montgomery Street (*Image 8*). When brick construction was mandated, the materials changed, but the form remained. The first brick house in the Federal Hill neighborhood at 36 E. Montgomery Street consists of two-and-a-half stories, three bays, Flemish bond brick, a belt course, splayed brick lintels and wood sills (*Image 9*). This middle class house was adapted from larger forms being built for shipbuilders or merchants.

Working class housing was scaled down further, some plans being two-and-a-half stories but only one room deep. Early surviving examples of this type of individual house in the federal style are at 1 to 11 East Montgomery Street, built 1800-1810 (*Image 10*). They are two or three bays wide, have Flemish bond brick, steeply pitched roofs, dormers, a low basement, and attached rear kitchen. Exterior decoration is minimal with simple transoms, lintels and brick cornices. This house plan for the working class was followed by a two-room deep plan that was built into the 1840s. Rental housing built for immigrants and free blacks on alleys was even smaller, with two stories and no dormers (*Image 11*).

Rowhouses appeared about 1815, initially using the same one-room-deep floor plan as individual houses, but with a brick partition wall at the first and second floors between the houses and lathe and plaster partitions at the dormer levels. The roofs were constructed as one

unit for the row. The only example of this one-room-deep rowhouse type at 813-819 S. Charles Street survived into the 1980s, but has since been replaced with new houses.

After 1818, the two-room-deep plan for a slightly higher class of worker—again with little decoration—was adopted for rowhouses. They were purchased by owner occupants or by landlords. The greatest number of these two-and-a-half story houses was built in the period 1835-45 in the Federal Hill neighborhood and throughout Baltimore for the growing number of German and Irish immigrants. John S. Gittings was the largest builder of these houses in the district, focusing along Hamburg Street from east of Charles Street to across Light Street. The results of this building boom survive today in two-and-a-half story rows with plain wood or splayed brick lintels, plain door and window surrounds, simple transoms, plain unornamented dormers and brick cornices (*Image 12*). Gittings also built commercial versions of the type on Light and Charles Streets, adapting it so that the shopkeeper could live above the business.

Because of Federal Hill's rapid growth, the city responded by authorizing a 100-foot-long market house at Cross Street in 1846. A second shed was built along Light Street in 1864, and in 1871 a three-story brick market hall replaced the older wooden market shed.

Coinciding with the building boom of the 1840s and 1850s was the emergence of another version of the rowhouse type and style. This was the Greek Revival two-story-plus-attic house (*Image 13*). In place of one or two dormers, a third floor attic and windows were added under a low-pitched roof. Gittings built many of these, placing them on lots of half the depth with no rear alleys, thus being able to develop more housing units on available land. East Wheeling Street between Light and S. Charles Street; sections of Hamburg east of Light Street; and Light Street and William Street north of Hamburg Street contain rows of two-story-plus-attic houses built by John Gittings. These houses were usually retained by the builders as rental property for tradesmen and other workers. A less common version of this type is the "half house," a two-story-plus-attic house with a half gable sloping up from the street. A row of four survives at 10-16 W. Cross Street west of the market.

With a growing middle class in the city, in the early 1850s large three- and three-and-a-half story houses were built in the vicinity of Federal Hill Park (*Image 14*). A stripped-down version of Greek Revival, they had low-pitched roofs, no dormer windows, simple brick cornices and no stone trim. Into the 1850s and post-Civil War, some Italianate style houses rose to four and five stories with full-length first floor windows, elaborate bracketed wood cornices, and arched window and door hoods. Italianate rowhouses sometimes filled in a row begun in the Greek Revival style. The most commonly built middle-class version of this style was three stories with two or three bays. Smaller two-story versions were built from the 1870s to 1890s, displaying wood cornices with scroll-sawn brackets, and then with stamped sheet metal cornices. This latter house was the last type and style built in Federal Hill, since the district was built out by the time styles like Queen Anne came into vogue.

Churches and other institutions are part of the Federal Hill neighborhood as well, with some of them adapted to new uses. The Light Street Presbyterian Church (1855) at the corner of Light and Churchill Streets was built by a German congregation. The Ebenezer A.M.E. Church on Montgomery Street (1865) is on the site of an earlier church. This one is said to be the oldest

surviving church in Baltimore built by an African American congregation (*Image 15*). Another African American church at the corner of Churchill and William Streets is now the Churchill Condominiums since its conversion in 1986. Founded as Lee Street Baptist Church, Jesus Our Redeemer Church at 113 Warren Street dates to 1913. The Southern High School and Junior High School complex (1910,1925, 1956) bounded by William, Warren, Riverside and Hamburg Streets has been converted to the Harbor Hill condominiums (*Image 16*). The operating neighborhood firehouse at the corner of Light and Montgomery Streets was built in 1920 in a Renaissance style (*Image 17*). At 125 East Montgomery Street, an elaborate Italianate former firehouse dating to c. 1860 has been converted to a residence (*Image 18*). The Cross Street market house built in 1871 was destroyed by fire in 1951 (*Image 19*). The current market building dates to 1952, and a replacement building is being planned.

What remains striking and notable to the visitor to Federal Hill in the early 21st century is that the neighborhood streetscapes are remarkably intact. While few of the individual houses or rowhouses have elaborate exterior decoration, their number, scale, materials, and design form a consistent whole.

PERIOD OF SIGNIFICANCE

The period of significance for the Federal Hill local historic district extends from 1788 to 1945. The hill—and subsequently the neighborhood—received its name in 1788 in celebration of Maryland’s ratification of the Federal Constitution. Substantial development of the surrounding land would follow. The end of World War II in 1945 would end one industrial era along the Federal Hill waterfront and lay the groundwork for a new era of development. The vast majority of Federal Hill’s intact built environment dates to the 19th century, but a few early 20th century buildings are architecturally and historically significant as well.

BOUNDARIES OF THE DISTRICT

The proposed boundaries of the Federal Hill local historic district are generally Hughes Street/Key Highway to the north; Covington Street to the east; Cross Street including the Cross Street Market to the south; and Hanover Street to the west (*Image 20*). This encompasses about 24 blocks of an intact neighborhood of late 18th to early 20th century historic structures named for the distinctive hill overlooking Baltimore’s Inner Harbor. The Federal Hill district was listed in the National Register of Historic Places in 1970. The proposed local district differs from the National Register district in two ways: the proposed local district does not include properties east of Covington Street to the water, and it includes the Cross Street Market.

The northern boundary of the district at the base of Federal Hill Park along Key Highway extends west along Hughes Street. While some noncontributing buildings line sections of this boundary, it conforms to the National Register boundaries.

Across Covington Street to the east, there is considerable development of housing beginning in the late 20th century and is of a scale and character considerably different from that of historic Federal Hill. The exclusion of this non-historic and non-contributing construction is the justification for the eastern boundary of the local historic district.

Regarding the southern boundary of the district, while the architectural character of the Cross Street is the same on both sides of the street, Cross Street itself serves as the boundary between the Federal Hill and the Federal Hill South National Register districts and corresponds to neighborhood association boundaries.

The western boundary of the district is informed by the boundaries of abutting local historic districts. On the west side of the proposed local historic district, the 900 and 1000 blocks of S. Hanover Street (from Henrietta Street to Cross Street) abut the Sharp-Leadenhall local historic district. At the northwest corner of the proposed district at the corner of S. Hanover and Hughes Street is the Otterbein local historic district, with its mix of historic and 20th century structures.

FINDINGS OF FACT:

The following findings of fact support that the proposed district and its boundaries comply with the following:

1. Requirements for Local Government Certification under the National Historic Preservation Act (54 U.S. Code., Chapter 3025, § 302503);
2. The Secretary of the Interior's Standards for Identification and Registration; and
3. The Commission's Own Historic Preservation Procedures and Guidelines

Local Government Certification under the National Historic Preservation Act

Section 302503 of Chapter 3025—Certification of Local Governments—within the National Historic Preservation Act outlines the requirements for a local government to be a certified program under the Act:

§ 302503. Requirements for certification

(a) APPROVED STATE PROGRAM.—Any local government shall be certified to participate under this section if the applicable State Historic Preservation Officer, and the Secretary, certify that the local government—

- (1) enforces appropriate State or local legislation for the designation and protection of historic property;
- (2) has established an adequate and qualified historic preservation review commission by State or local legislation;
- (3) maintains a system for the survey and inventory of historic property that furthers the purposes of chapter 3023 [State Historic Preservation Programs];
- (4) provides for adequate public participation in the local historic preservation program, including the process of recommending properties for nomination to the National Register; and
- (5) satisfactorily performs the responsibilities delegated to it under this division.

CHAP meets the above requirements. It is supported by local legislation for the designation and protection of historic properties. It has a qualified local historic preservation commission based in Article 6 of the City Code. It has a system of survey and inventory of local historic properties. It has a process enabling public participation in the identifying and designating of historic properties and districts.

Secretary of the Interior’s Standards for Identification and Registration

The Secretary of the Interior provides guidance and standards for local governments seeking to undertake surveys of their historic resources. In *Guidelines for Local Surveys: A Basis for Preservation Planning*, the Secretary of the Interior presents the “Standards for Preservation Planning, Identification, Evaluation, and Registration.” The complete list of the standards within the four areas is in Appendix B. The standards for Identification and Registration are below:

Standards for Identification:

Standard I. Identification of historic properties is undertaken to the degree required to make decisions.

Standard II. Results of identification activities are integrated into the preservation planning process.

Standard III. Identification activities include explicit procedures for record-keeping and information distribution.

Standards for Registration:

Standard I. Registration is conducted according to stated procedures.

Standard II. Registration information locates, describes, and justifies the significance and physical integrity of a historic property.

Standard III. Registration information is accessible to the public.

CHAP meets the above standards of the Secretary of the Interior. Procedures have been undertaken to carefully identify historic resources within the Federal Hill district. This information will be integrated into the decision-making process for application review and neighborhood planning for the local historic district. Procedures clearly lay out the processes by which the district is surveyed and considered for local district designation, and all information is available to the public.

Commission’s Own Historic Preservation Procedures and Guidelines

Staff applied the Criteria for Evaluation in Section 2.2 Criteria for Designating Districts and Landmarks of CHAP *Rules and Regulations*. In addition, the staff applied Section 2.3 Designating a Historical and Architectural Preservation District, Step 1 Historical Assessment and Property Owner Survey and Step 2: Analysis.

Criteria for Evaluation

The quality of significance in Baltimore history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, public interiors, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

1. That are associated with events that have made a significant contribution to the broad patterns of Baltimore history; or
2. That are associated with the lives of persons significant in Baltimore's past; or
3. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that

represent a significant and distinguishable entity whose components may lack individual distinction; or

4. That have yielded or may be likely to yield information important in Baltimore history or prehistory.

Staff determined that the proposed Federal Hill district is eligible for local historic district designation under Criteria for Evaluation 1 and 3, and that based on Step 1: Historical Assessment and Property Owner Survey, and Step 2: Analysis, the Federal Hill District designation should proceed to Step 3: Designation. At the November 9, 2016 hearing, the Commission concurred with this finding, directing the staff to produce this full and proper study and findings of fact.

Criterion 1:

The Federal Hill district is significant under Criterion 1 because it represents the housing and neighborhoods of various working class groups over a period from the 1790s to 1945. Federal Hill was home to many groups of immigrants and migrants, including French Acadians, Germans, African Americans, Irish and workers from the rural South, all of whom contributed to the economic development - especially the maritime trade - of the city from the late 18th century to World War II.

Criterion 3:

The Federal Hill district is significant under Criterion 3 for representing a unique and intact neighborhood that contains a collection of buildings spanning three centuries and embodying many examples of various architectural types and styles adapted to the needs of a working-class neighborhood.

Primarily a rowhouse neighborhood, Federal Hill exhibits several development periods of 19th century rowhouse architecture including antebellum two-story gabled and two-story-plus attic rowhouses, and many postbellum two- and three-story Italianate style rowhouses. The neighborhood retains the original hierarchy of streets and housing stock, with the largest buildings on the main thoroughfares, and the most modest homes on small alley streets. This inherent diversity of housing stock translated into economic and social diversity in the neighborhood. In addition, many of these rowhouses exhibit historic architectural alterations which embody the changing styles and uses in the neighborhood. Many gabled houses were altered with Italianate details, or storefronts were added as they were continuously modified. The physical evidence of these changes over time adds to the significance of the district.

CONTRIBUTING AND NON-CONTRIBUTING BUILDINGS

Staff has determined through a recent survey of the 1,090 properties within the proposed Federal Hill local historic district, that 104 real property parcels (9%) are non-contributing (*Image 21*). In some cases, a non-historic building is attached to a historic building, and this property is considered to be a contributing property. The addresses of the properties are noted in Appendix A. Non-contributing buildings are those which fall outside of the period of significance, which lack architectural integrity, or which hold no association to the district's or

the city's history. As new information is gained about the district and its buildings, the Commission will re-evaluate these determinations.

RECOMMENDATION:

Staff recommends approval of the determination that the proposed designation of Federal Hill as a local historic district meets the requirements of *Baltimore City Historic Preservation Rules and Regulations*' Designation of Districts and Landmarks. The designation includes a full and proper study with findings of fact that the proposed district and boundaries comply with requirements of Local Government Certification under the National Historic Preservation Act, the Secretary of the Interior's Standards for Identification and Registration, and CHAP's own criteria for designation.

A handwritten signature in black ink, appearing to read "E. S. Holcomb".

**Eric Holcomb
Director**

IMAGES

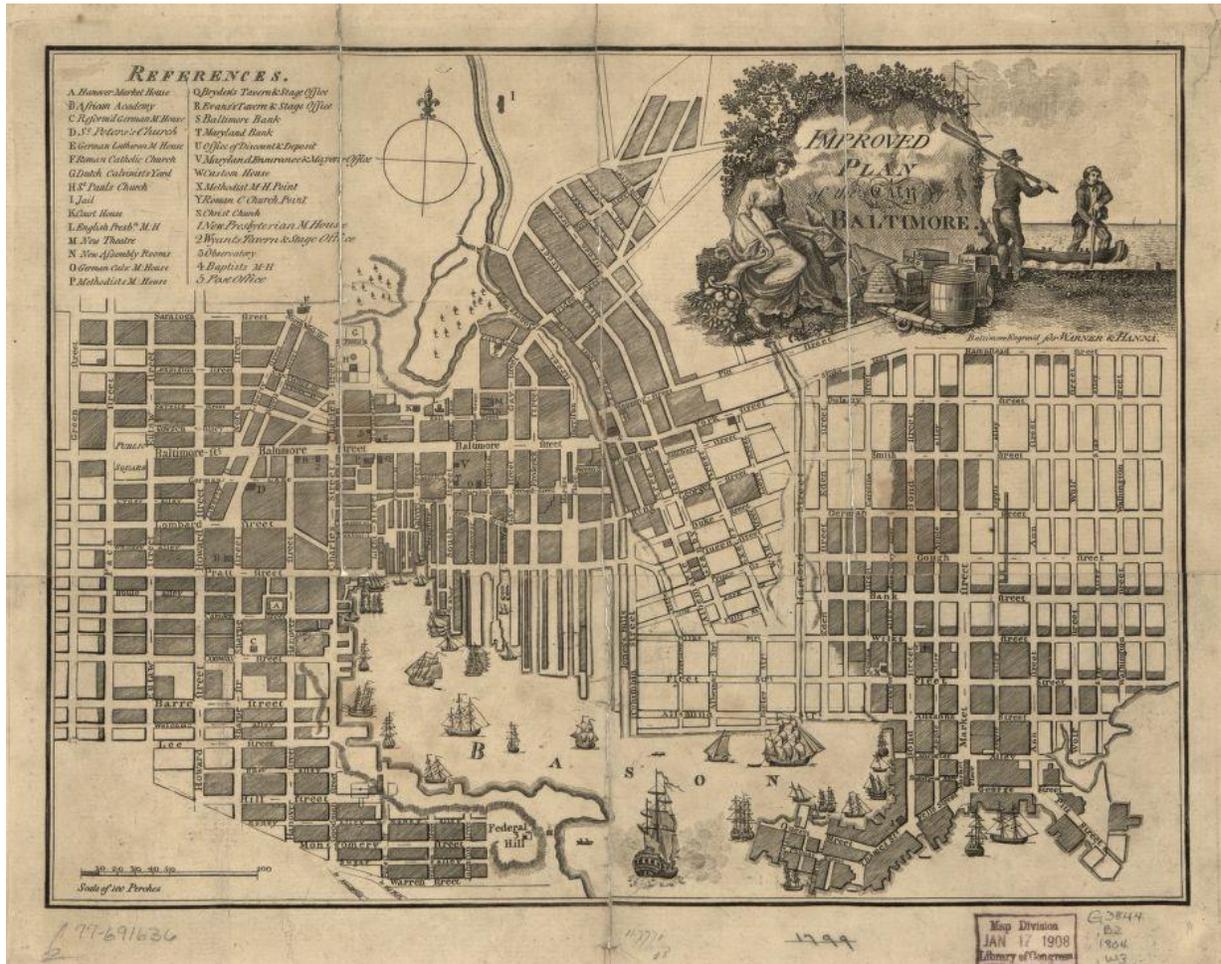


Image 1: Baltimore 1801, Warner and Hanna

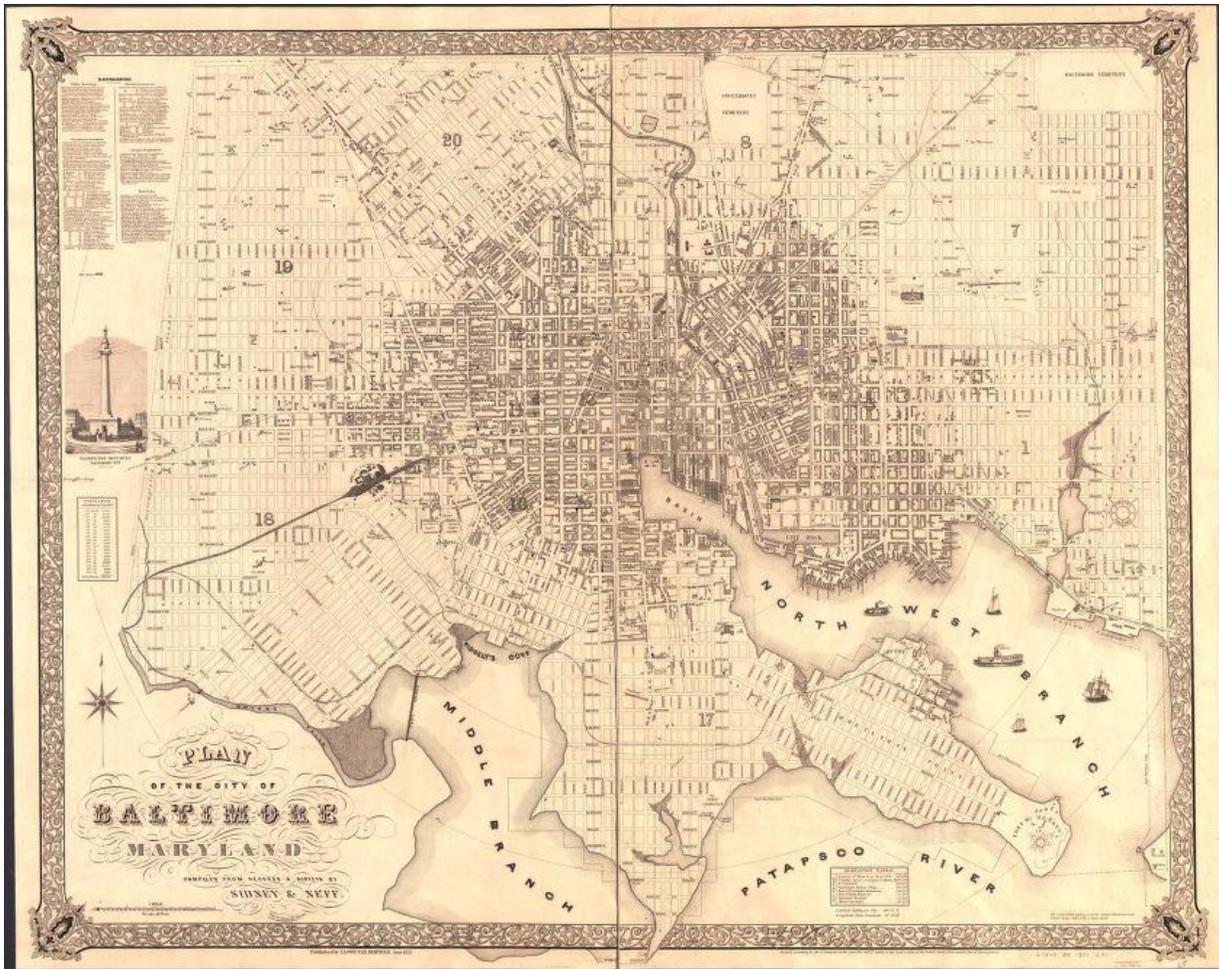


Image 2: Baltimore 1851, Sidney & Neff, Van Derveer, Lloyd

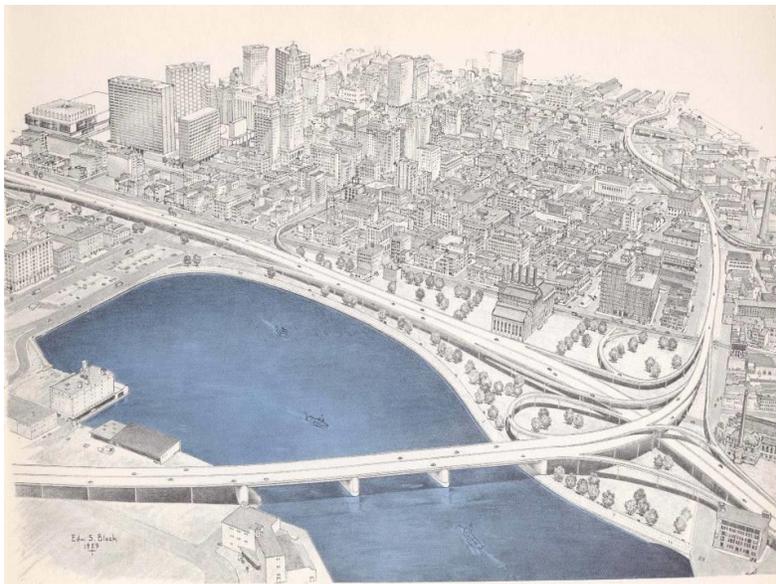


Image 3: 1959 Rendering for East-West Expressway and I-95 Connector



Image 4: Handcolored print, about 1850. Creator unknown. Enoch Pratt Free Library, Special Collections Department, The Cator Collection of Baltimore Views; Print no. 41

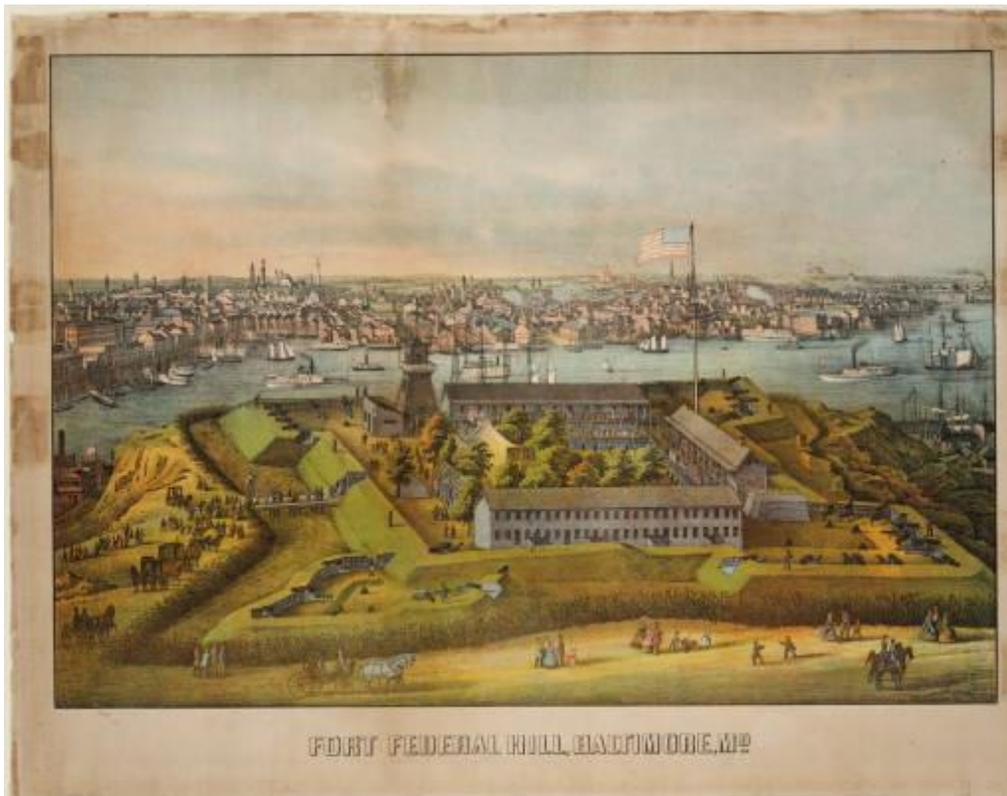


Image 5: Fort Federal Hill, E. Sachse, 1862. Includes observatory erected earlier. Enoch Pratt Free Library, Special Collections Department, The Cator Collection of Baltimore Views; Print no. 45



Image 6: Federal Hill and Inner Harbor, from Sachse 1869 View of Baltimore

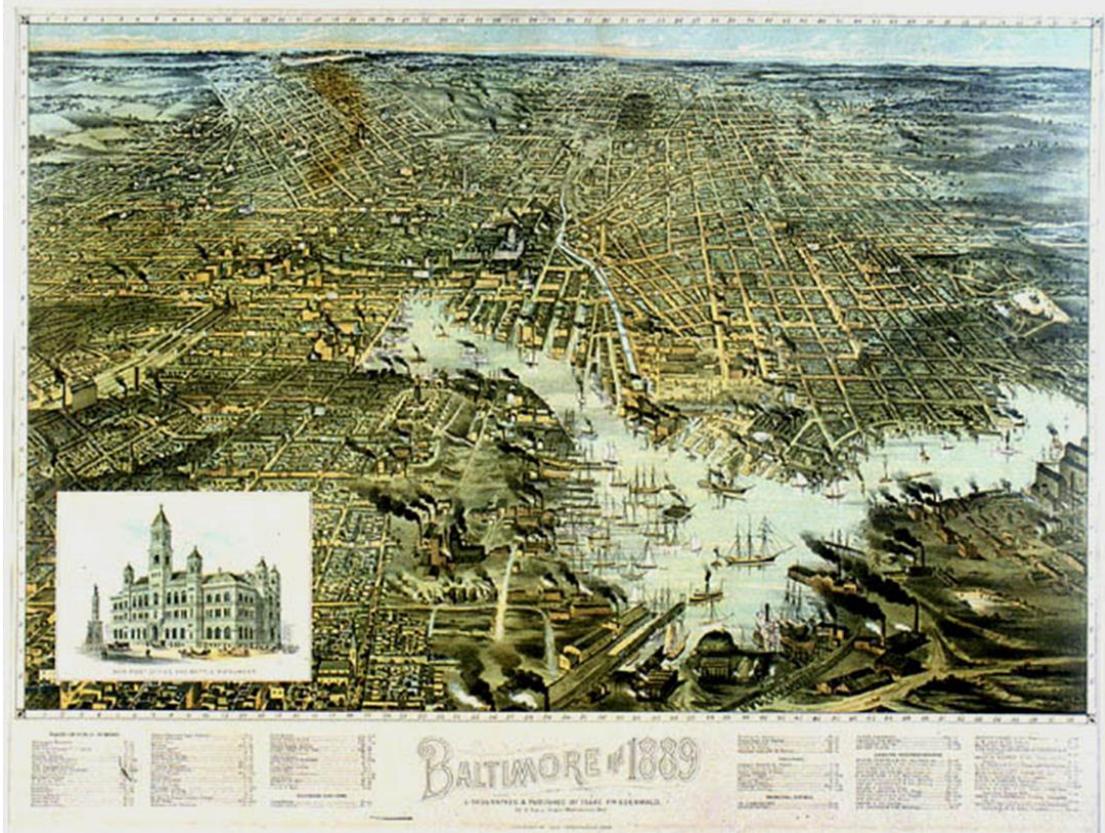


Image 7: Baltimore 1889, Isaac Friedenwald lithograph



Image 8: 130 E. Montgomery Street - 1980s Reconstruction of c. 1796 Wood Two-Story Three-Bay House



Image 9: 36 E. Montgomery Street – Oldest Brick (c. 1795)



Image 10: 1-3 E. Montgomery Street (1800-1810) One-Room Deep Single Houses



Image 11: 107 Churchill Street – Two-Room Deep Alley House



Image 12: Unit Block E. Hamburg Street (c. 1838)



Image 13: E. Hamburg Street at Patapsco – Two-Story-Plus-Attic (1840s-1850s)



Image 14: 234-240 E. Montgomery Street (c. 1870s) – Italianate



Image 15: Ebenezer AME Church, (1865)



Image 16: Former Southern High/Junior High School (1910, 1925, 1956)



Image 17: Firehouse (1920)



Image 18: 125 E. Montgomery Street (c. 1860)



Image 19: Cross Street Market House (1871). Photo c. 1940. Burned 1951

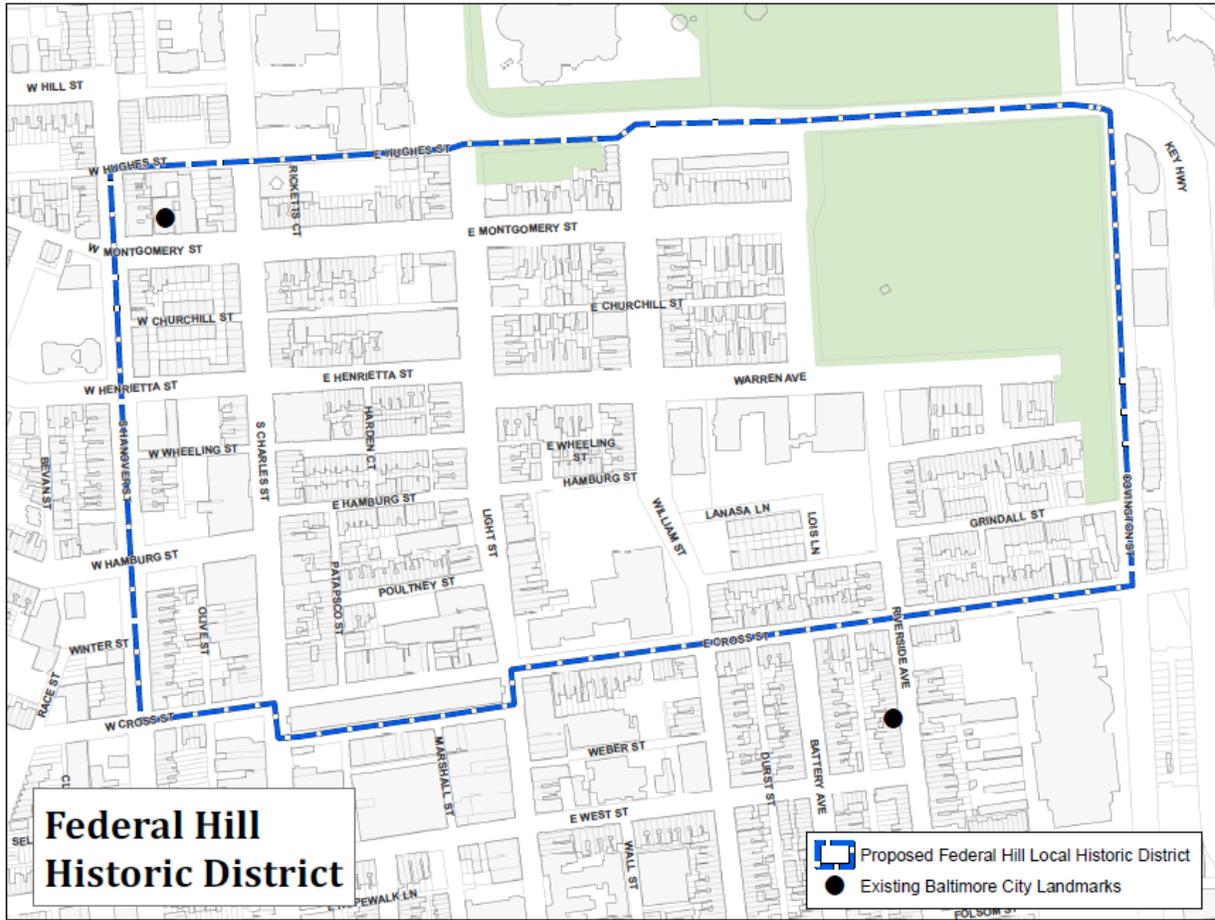


Image 20: Proposed Federal Hill Local Historic District

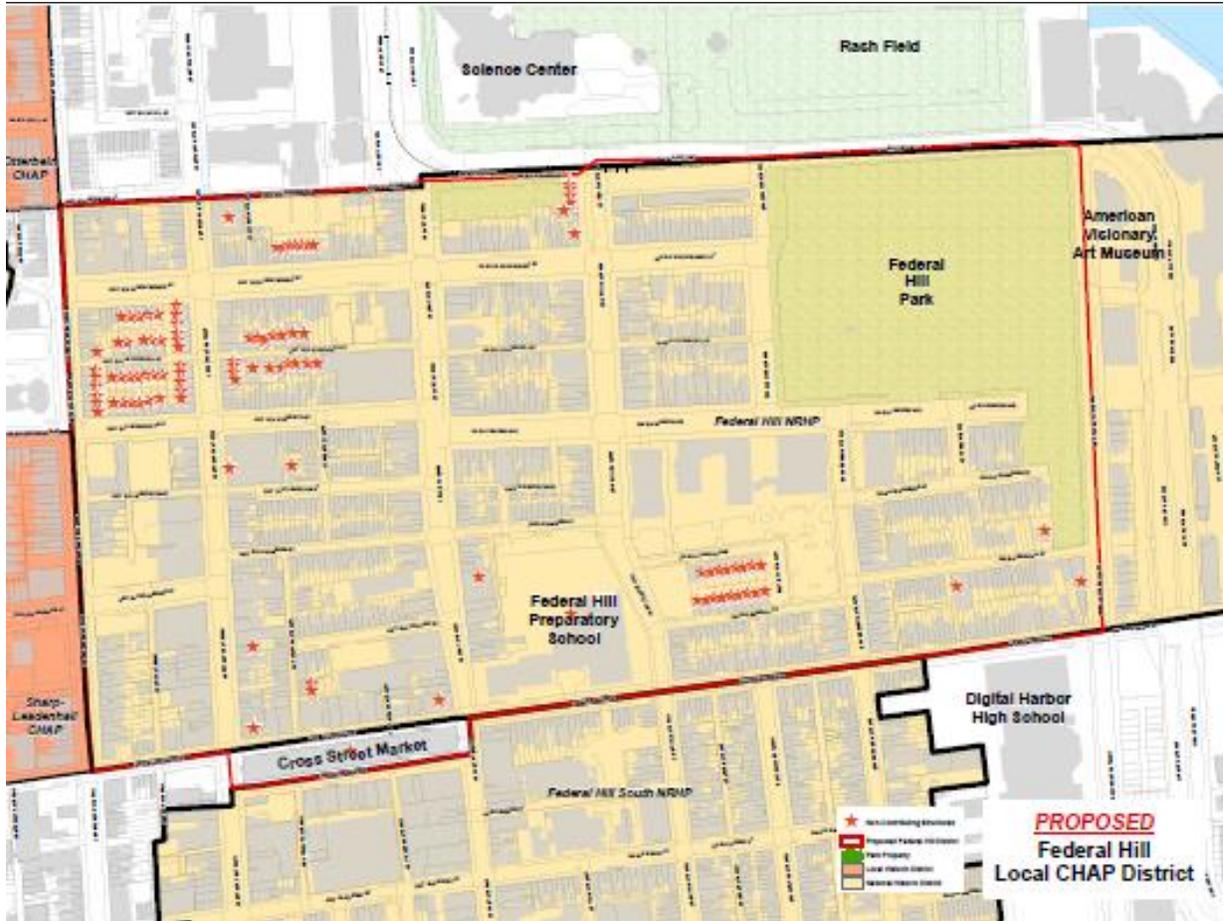


Image 21: Non-Contributing Buildings within Proposed Federal Hill Local Historic District Indicated with Stars

REFERENCES

- Chapelle, Suzanne Ellery Greene. *Baltimore: An Illustrated History*. American Historical Press, 2000.
- Fee, Elizabeth, Linda Shopes, Linda Zeidman, eds. *The Baltimore Book: New Views of Local History*. Temple University Press, 1991.
- Hayward, Mary Ellen. "Urban Vernacular Architecture in Nineteenth-Century Baltimore," *Winterthur Portfolio* [Vol. 6], Spring 1981, [33-63].
- Keith, Robert C. *Baltimore Harbor: A Picture History*. The Johns Hopkins University Press, 1991.
- Maryland Historical Trust. *Federal Hill National Register of Historic Places Inventory – Nomination Form*, 1969.
- McCarthy, Michael P. "Baltimore's Highway Wars Revisited," *Maryland Historical Magazine* [Vol. 93, No. 2], Summer 1998 [137-157].
- National Park Service. *National Register Bulletin 24 - Guidelines for Local Surveys: A Basis for Preservation Planning*. <https://www.nps.gov/nr/publications/bulletins/nrb24/intro.htm> <accessed on January 3, 2016>.
- Olson, Sherry H. *Baltimore: The Building of an American City*. The Johns Hopkins University Press, 1997.
- Orser, W. Edward. *The Gwynns Falls: Baltimore Greenway to the Chesapeake Bay*. The History Press, 2008.
- Phillips, Christopher. *Freedom's Port: The African American Community of Baltimore, 1790-1860*. University of Illinois Press, 1997.
- Rukert, Norman G. *Federal Hill: A Baltimore National Historic District*, Bodine & Associates, Inc., 1980.
- Shivers, Frank R., Jr. *Walking in Baltimore: An Intimate Guide to the Old City*. The Johns Hopkins University Press, 1995.
- Wright, Russell, and Denys P. Meyers. *A Preservation Index for the Federal Hill Historic District Baltimore, Maryland*. Prepared for Rummel, Klepper and Kahl Consulting Engineers, November 1, 1973.

**APPENDIX A—LIST OF NON-CONTRIBUTING PROPERTIES IN PROPOSED
FEDERAL HILL LOCAL HISTORIC DISTRICT**

22 E. Montgomery Street
24 E. Montgomery Street
26 E. Montgomery Street
28 E. Montgomery Street
30 E. Montgomery Street
32 E. Montgomery Street
34 E. Montgomery Street
132 E. Montgomery Street
5 W. Montgomery Street
7 W. Montgomery Street
9 W. Montgomery Street
11 W. Montgomery Street
13 W. Montgomery Street
4 W. Churchill Street
6 W. Churchill Street
8 W. Churchill Street
10 W. Churchill Street
12 W. Churchill Street
14 W. Churchill Street
5 W. Churchill Street
7 W. Churchill Street
9 W. Churchill Street
11 W. Churchill Street
13 W. Churchill Street
15 W. Churchill Street
17 W. Churchill Street
4 W. Henrietta Street
6 W. Henrietta Street
8 W. Henrietta Street
10 W. Henrietta Street
12 W. Henrietta Street
14 W. Henrietta Street
815 S. Hanover Street
817 S. Hanover Street
819 S. Hanover Street
821 S. Hanover Street
823 S. Hanover Street
825 S. Hanover Street
827 S. Hanover Street
800 S. Charles Street
802 S. Charles Street
804 S. Charles Street
806 S. Charles Street

808 S. Charles Street
810 S. Charles Street
812 S. Charles Street
814 S. Charles Street
816 S. Charles Street
818 S. Charles Street
820 S. Charles Street
2 E. Wheeling Street
20 E. Wheeling Street
4 E. Churchill Street
8 E. Churchill Street
10 E. Churchill Street
12 E. Churchill Street
14 E. Churchill Street
18 E. Churchill Street
22 E. Churchill Street
3 E. Churchill Street
7 E. Churchill Street
13 E. Churchill Street
15 E. Churchill Street
17 E. Churchill Street
21 E. Churchill Street
23 E. Churchill Street
1021 Patapsco Street
1019 Patapsco Street
213 Lanasa Lane
215 Lanasa Lane
217 Lanasa Lane
219 Lanasa Lane
221 Lanasa Lane
223 Lanasa Lane
225 Lanasa Lane
227 Lanasa Lane
210 Grindall Street
212 Grindall Street
214 Grindall Street
216 Grindall Street
218 Grindall Street
220 Grindall Street
222 Grindall Street
224 Grindall Street
226 Grindall Street
460 Grindall Street
421 Grindall Street
470 E. Cross Street
1030 William Street

1042 Light Street
813 S. Charles Street
815 S. Charles Street
817 S. Charles Street
819 S. Charles Street
1065 S. Charles Street (Cross Street Market)
1031 S. Charles Street
1059 S. Charles Street
723 S. Charles Street
1011 Light Street
700 William Street
702 William Street
704 William Street
706 William Street
708 William Street

APPENDIX B

SECRETARY OF THE INTERIOR'S STANDARDS FOR PRESERVATION PLANNING, IDENTIFICATION, EVALUATION, AND REGISTRATION

From National Park Service, *National Register Bulletin 24 - Guidelines for Local Surveys: A Basis for Preservation Planning*.

<https://www.nps.gov/nr/publications/bulletins/nrb24/intro.htm>

Standards for Preservation Planning:

Standard I. Preservation planning establishes historic contexts.

Standard II. Preservation planning uses historic contexts to develop goals and priorities for the identification, evaluation, registration, and treatment of historic properties.

Standard III. The results of preservation planning are made available for integration into broader planning processes.

Standards for Identification:

Standard I. Identification of historic properties is undertaken to the degree required to make decisions.

Standard II. Results of identification activities are integrated into the preservation planning process.

Standard III. Identification activities include explicit procedures for record-keeping and information distribution.

Standards for Evaluation:

Standard I. Evaluation of the significance of historic properties uses established criteria.

Standard II. Evaluation of significance applies the criteria within historic contexts.

Standard III. Evaluation results in a list or inventory of significant properties that is consulted in assigning registration and treatment priorities.

Standard IV. Evaluation results are made available to the public.

Standards for Registration:

Standard I. Registration is conducted according to stated procedures.

Standard II. Registration information locates, describes, and justifies the significance and physical integrity of a historic property.

Standard III. Registration information is accessible to the public.