



ANNAPOLIS HISTORIC PRESERVATION COMMISSION

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PUBLIC MEETING

STAFF REVIEW AND GUIDANCE ON DETERMINATION OF ELIGIBILITY FOR LANDMARKING

COMMUNITY HEALTH CENTER AT PAROLE

Submitted by: Lisa Craig, Chief of Historic Preservation
Date: September 22, 2016

Agenda #: Administrative Bus. #1
Meeting Date: September 22, 2016

The authority of the Historic Preservation Commission to make recommendations for landmark designation is contained within the City of Annapolis City Code, Section 21.56.030 (C) which states “The Historic Preservation Commission may, after making full and proper study, recommend any area within the limits of the City for designation as a landmark, site, structure, or district of historic, cultural, archaeological, or architectural significance. The Commission shall recommend boundaries for the landmarks, sites, structures, and districts.” Such recommendations may then be referred to the City Council which “may designate boundaries for landmarks, sites, structures, or districts of historic, cultural, archaeological, or architectural significance.”

Using a standardized system for determining historical significance as established by the U.S. Department of the Interior’s National Park Service, the Historic Preservation Commission will conduct “full and proper study” of a request for determination of eligibility for Annapolis Landmark designation. The Chief of Historic Preservation, qualified under the Secretary of the Interior’s Standards and Guidelines for Professional Qualifications (36 CFR Part 61), will provide guidance to the Commission, conducting an analysis of the resource that evaluates the history, culture, archaeology and architectural values present in the property. Those attributes are then evaluated against the seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association.

EVALUATION CRITERIA & CONSIDERATIONS

To determine the significance of a property for consideration as a Landmark, the property must meet one of the following four criteria:

- A. Associated with events that have made a significant contribution to the broad patterns of our history; or
- B. Associated with the lives of significant persons in our past; or

C. 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

D. Yielded or may be likely to yield, information important in history or prehistory.

Additionally, the property is evaluated using one or more of the criteria as well as consideration of the following:

- **Association with an important historic context** *and*
- **Retention of historic integrity of those features necessary to convey its significance.**

Regarding the issue of integrity, there are seven aspects of integrity for which the resource must be evaluated. They include:

Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons.

Design is the combination of elements that create the form, plan, space, structure, and style of a property. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials. A property's design reflects historic functions and technologies as well as aesthetics.

Setting is the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the *character* of the place in which the property played its historical role. Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. The physical features that constitute the setting of a historic property can be either natural or manmade.

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing.

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character.

Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character.

An additional consideration in the evaluation process includes the fact that all properties change over time. It is not necessary for a property to retain all its historic physical features or characteristics. The property must retain, however, the essential physical features that enable it to convey its historic identity. The essential physical features are those features that define both *why* a property is significant (Applicable Criteria and Areas of Significance) and *when* it was significant (Periods of Significance). They are the features without which a property can no longer be identified.

HPC STAFF EVALUATION

In reviewing the survey documentation gathered for a determination of eligibility for the Community Health Center at Parole (Community Health Center), Staff considered the evaluation criteria outlined above and determined the following criteria apply for a determination of significance:

- A. Associated with events that have made a significant contribution to the broad patterns of our history;
or
- B. Associated with the lives of significant persons in our past; or

Based on the historic research conducted by HPC Consulting Historian, Jane Wilson McWilliams which included both documentation and interviews with current members of the Community Health Center at Parole, Inc. board, Staff has determined that the Community Health Center is eligible under **Criteria A and B**. Further evaluation of the property's significance within its **historic context** and extant **aspects of integrity**, provides a compelling basis for Staff's finding the property historically and culturally significant under Criterion A (Associated with events significant to broad patterns of history) and Criterion B (Associated with lives of significant persons).

The historic context significant to the Community Health Center is the issue of quality health services for not only Parole, but the larger African-American community at a time (mid-20th century) when the access to quality health care – specifically for pregnant African-American women – was greatly lacking in Anne Arundel County. The establishment of the Community Health Center meets Criteria A as representing the first health center in Maryland established to provide medical services to the African-American community, financed entirely by African-Americans. The leadership demonstrated by **Walter S. Mills and Reverend John T. Chambers, Sr.**, not only to secure financing for the initial construction of the building, but to also ensure that funding for operations and improvements would continue, is what makes these two individuals significant under **Criteria B**.

Also significant under **Criteria B** is **James Marchand**, who served as construction manager for the building between 1946 and 1949. Mr. Marchand's importance was not just as the "builder" but also as teacher of construction trades at Bates High School. Mr. Marchand played a critical role in training local men, some of which had just returned from their service in World War II, the trade skills they needed to not only construct the

Community Health Center, but to also find employment in the construction trades as well as build their own homes.

Finally, it was **France America Pindell** that understood the need for serving the increasing number of Latino families coming to Parole in the late 1990s by expanding and renovating the existing facility in 2002. Just as Mills and Chambers had done before him, Pindell raised funds from the community. As well, similar to Marchand, he guided the renovation, serving as a project manager during construction. Therefore, Staff would support recognition of France America Pindell as a person of significance under **Criteria B**.

In evaluating the **integrity of the resource in relation to Criteria A and B**, Staff finds that the following aspects of integrity are retained with the existing resource:

Location – The Community Health Center occupies the same place of its original construction in the Parole community. As is discussed in the evaluation criteria, while the property has been altered, it does retain in its original location the essential physical features and characteristics that allow it to convey its historic identity.

Design – As discussed by Architect Michael Dowling, the building as originally constructed was a “straightforward, *Minimal Traditional* style finished at all four corners with regular, eight by sixteen inch exposed brick quoins keyed into the finishing stucco with alternating orientation.” It represents a good example of a commercial builder’s interpretation of a traditional style within the context of a colonial city. The building is referenced as having been designed by Charles Henry “architect and designer of the center.” The 2002 addition was designed to inset from the corners of the existing building. This allowed the brick corner quoins to be clearly read not just from the street elevation, but from the rear west and north elevation view. While the entrance portico has been altered, the paired window configuration, a key-character defining feature along with the quoins, has been mostly retained.

Setting – Just as the location maintains integrity, so does the setting for the Community Health Center, which represents itself as a central institution in the primarily residential Drew Street neighborhood of Parole.

Materials – Brick and stucco are the predominant exterior building materials of the historic main block and reflect the type of material that Mr. Marchand was using in the training of young men for the building trades. The use of brick for the stairs, quoins, and window sills is a key design and material feature extant even after the completion of the 2002 addition. Also worth noting is the interior use of a the stained plywood wainscoting and trim which lines the central corridor of the health suite. As Mr. Dowling states, “plywood was an innovative material, ‘high tech’ for the period, which, while developed earlier, was refined and improved during World War II, becoming readily available in the post-war years.” The availability of the material, a new technology for construction, has been preserved and contributes to the material integrity of the interior.

Workmanship – Demonstrated more by the acknowledgement of the use of local labor than details evident in the building today, what is particularly important in noting regarding workmanship is the historical association of Mr. Marchand to the building’s construction. The young men that came from the community to help construct the building were likely trained by Mr. Marchand in the construction crafts of bricklaying, carpentry, electrical systems and plumbing. The plain finishes and functional design of the building represents well its vernacular method of construction.

Feeling – The vernacular aesthetic of the 1949 building within the neighborhood context of Parole still expresses its historic period of construction, notwithstanding the 2002 modern addition.

Association – Likely there is no stronger aspect of integrity than that of association as the building today continues in the use for which it was historically constructed. Now only one of two remaining community health clinics in Anne Arundel County, the property retains enough of its historic character to convey the sense of the Community Health Center at Parole serving as a central institution for the health care and social needs of the Parole community.

Having evaluated the submission by the Community Health Center at Parole, Inc. for a determination of eligibility for Annapolis Landmark designation for the Community Center at Parole, HPC Staff find the property worth of such designation for the following reasons:

- **The Community Health Center at Parole is worthy of recognition under Criteria A for its contribution to improving health care services for the African-American community, both during its historic period when quality health care for African-American women and children was lacking and more recently as it expanded its facility and services to meet the needs of a growing community of Latino families.**
- **The Community Health Center at Parole is associated with historically significant individuals -- Walter S. Mills, Principal of Parole Elementary School, Reverend John T. Chambers, Sr., President of the Parole Elementary School PTA, James Marchand, building trades instructor at Bates High School and France America Pindell, board member and president of the Community Health Center at Parole – who demonstrated leadership in funding, administering and building this significant community institution to address the health care and societal needs of a diversifying Parole community.**
- **The Community Health Center at Parole maintains to a significant degree all of the aspects of integrity associated with its historical and cultural significance. While the property is particularly important for its associative value to the Parole community as a center for health care services and social needs, the building maintains characteristics in its design, setting, location, materials and local workmanship that embody its historical significance.**
- **The Community Health Center at Parole stands as an embodiment of the hard work and dedication of many individuals, past and present, but of particular importance to its historic significance are Walter S. Mills, Reverend John T. Chambers, Sr., James Marchand and France America Pindell.**

RECOMMENDATION

HPC Staff recommends that the Historic Preservation Commission forward to the Annapolis City Council a determination of eligibility for designation of the Community Health Center at Parole as an Annapolis Landmark in recognition of the commitment of both the past and current leaders of this community institution to the preservation of the building, the enhancement of the quality of life and the promotion of the cultural heritage of Annapolis.