

Abstract

Title of Document: Invisible in the “Elysian Fields”:
An Argument for the Inclusion of
Archaeological Resources in Clifton Park’s
Master Plan

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Located in northeastern Baltimore City, Clifton Park is one of the few remaining vestiges of the 19th century historic landscape in Baltimore. It has a significant and varied history spanning 200 years, including its recent role as a park in the park system designed by the Olmsted Brothers. Best known as the summer estate of philanthropist Johns Hopkins in the 19th century, the site was listed on the National Register of Historic Places in 2007.

In 2008, the Parks and Recreation Department, with architecture firm Ayers, Saint & Gross and with input from other invested parties, created a Master Plan for Clifton Park that intends to enhance the visitor’s experience of both its historic resources and recreational facilities. While the Master Plan has done an excellent job planning for the architectural and landscape resources, it neglects archaeological resources. This is due to

several reasons, namely that Baltimore City Code does not protect archaeological resources, and those involved in the Master Plan had no background in archaeology.

The primary objectives of this research are to identify potential archaeological resources located at Clifton Park and make a case for the inclusion of archaeological resources in the Master Plan because they can significantly enhance the plan's goals.

While there are no recorded archaeological sites at Clifton Park, historic maps, photographs, and documentary resources clearly indicate where potential archaeological sites are located in Clifton Park. These sources will be used to create an archaeological planning tool for the site. Thus, while my thesis will examine a preservation problem, it will also serve as a planning tool for these archaeological resources. Other sources for this research include personal interviews and secondary sources such as articles and books on more theoretical aspects of the subject.

This type of research is not new in the field of archaeology, but it is not common in the greater field of historic preservation. This will also be explored in the paper. The inclusion of archaeological resources in resource planning is still not standard at the local level, and overall, archaeologists must prove the relevance and importance of archaeology in the field of preservation, one site and one jurisdiction at a time. This thesis aims to contribute, as a case-study, to this larger movement to solidify the place of archaeology in the larger field of historic preservation as a viable and significant historic resource that can enhance the goals and mission of the larger preservation movement.

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Resources in Clifton Park’s Master Plan

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Chapter 1: Clifton Park's Heritage, Master Plan, and Forgotten Resources

Clifton Park, near Baltimore, the residence of Johns Hopkins, Esq., is unquestionably one of the most elaborate places in this country. We remember no other, where in addition to a fine and costly house, there is so large a range of glass, with such diversified and extensive grounds; the varieties of trees, shrubs, walks, lawns, large pieces of ornamental water, containing numerous islands planted with masses of rhododendrons and evergreen shrubs, and connected by appropriate and tasteful bridges, are all, certainly, much in advance of any other place we know.

– Andrew Jackson Downing and Henry Winthrop Sargent, 1859¹

It's a mixture of bygone elegance and grit, exuberance and desperation. The park in the middle of the city is much like the city itself.

– Baltimore City Paper, Best Park: Clifton Park, Best of Baltimore 2008²

Baltimore is a city of neighborhoods, each with its own character, culture, and history. All of these neighborhoods sit on former plantations, farms, or estates, in one form or another. Named for the mansions that once commanded the landscape, Bolton Hill, Montebello Terrace, Homestead, Mondawmin, and Guilford are only a handful of the former estates that once covered the land ringing the city's outer edge. William Wirt, former Attorney General of the United States, described the early nineteenth-century

¹ Andrew Jackson Downing and Henry Winthrop Sargent. *A treatise on the theory and practice of landscape gardening, adapted to North America: with a view to improvement of country residences... ; with remarks on rural architecture* (New York: A.O. Moore & Co, 1859), 557.

² "Best Park: Clifton Park" September 17, 2008. *Baltimore City Paper*. <http://www2.citypaper.com/bob/story.asp?id=16351> (accessed on September 22, 2010.)

landscape during an early morning walk along the road from Baltimore to the Clifton estate. Wirt wrote of his visit to Henry Thompson at Clifton that "...looking back on the town, bay, and fort, the sun had risen, and was now so high that its light was pouring full upon hill and valley, field and forest, blazing in bright reflection from all the eastern windows of the hundreds of country-houses that crowned the heights before me..."³

The Legacy of Country Estates

While hundreds of these country houses are now replaced by homes, businesses and their necessary infrastructure, boulevards, abandoned lots, pocket parks, cemeteries and strip malls of Baltimore City, a few estates remain. In the late nineteenth and early twentieth century, at the height of the sanitation and City Beautiful movements, Baltimore City purchased a few former estates for use as city parks. These estates – Mount Clare, Crimea, Druid Hill, Cylburn, and Clifton – are still in existence as Carroll Park, Leakin Park, Druid Hill Park, Cylburn Arboretum, and Clifton Park. In 1904, the City of Baltimore hired the Olmsted Brothers firm to design a municipal park system utilizing these estates and make recommendations for improving the parks system.⁴ Clifton was one of the large "anchor" parks in this system. The parks are all operated by the Parks and Recreation Department, and as city-owned properties, the historic resources are subject to review by the Baltimore City Commission for Historic and Architectural Preservation (CHAP). While the development of Baltimore City over the past 100 years

³ Holcomb, Eric L. *The City as Suburb: A History of Northeast Baltimore Since 1660*. Santa Fe: Center for American Places, Inc., 2005, 37; quoting Hamilton Owens, *Baltimore on the Chesapeake* (Garden City, New York: Double Day, Douran, and Company, Inc., 1941), 227-230.

⁴ Olmsted Brothers. *Report Upon the Development of Public Grounds for Greater Baltimore*. (Baltimore: Friends of Maryland's Olmsted Parks and Landscapes, Inc. 1987, originally published by the Municipal Art Society of Baltimore City, 1904).

has destroyed or buried the vast majority of its historic structures and landscapes, the carefully crafted landscapes of these parks is largely preserved. The parks represent the last visible vestiges of the eighteenth- and nineteenth-century landscapes of Baltimore.

Clifton Park

Clifton Park, a 266-acre park located in northeast Baltimore, is particularly striking (Figure 1). Listed on the National Register of Historic Places in 2007, it has a dynamic and multi-layered history, which in some ways is the history of Baltimore City writ small. The mansion, Clifton, is a locally-designated Landmark and is listed on the Maryland Inventory of Historic Places. Originally a plantation owned by Henry Thompson, a prominent merchant in the early to mid-nineteenth century, the property became the country estate of Johns Hopkins, who is best known for his philanthropic works. In the mid-nineteenth century, Clifton was Hopkins' private pleasure grounds, an estate marked by romantic refinement, beautiful and picturesque architecture and landscaping, and exotic plants and statuary. Although Hopkins intended Clifton to be the grounds for his university, the estate was sold after his death to Baltimore City in 1895 to be one of the anchor parks in the Olmsted Brothers plan for a park system in Baltimore.

During the twentieth century, Clifton Park was the site of innovative practices in active recreation in the United States, with some highlights being the golf course and 3.5 acre concrete swimming pool constructed in 1916. The park also has important associations with the turnpikes of the nineteenth century, railroads, and the municipal water system and reservoir.



Figure 1: Aerial view of Clifton Park. © Google Map Data 2010.

While the park is still an active recreation spot, its historic resources have suffered from a lack of maintenance and neglect. The mansion, Clifton, is leased by Civic Works, the Baltimore affiliate to Americorps, and under Civic Works’ care, the mansion is slowly being restored. Other historic structures in the park are in serious disrepair. Working with the three “Friends of” groups and numerous stakeholders, the Parks and Recreation Department recently developed a Master Plan for the park.⁵

Problem Statement

In 2008, the Parks and Recreation Department, contracted with the architecture firm Ayers, Saint & Gross to create a Master Plan for Clifton Park that intended to

⁵ “Clifton Park Master Plan 2008, Updated April 2010” Ayers, Saint & Gross, 2008.

enhance the visitor's experience of both its historic resources and recreational facilities.⁶ While the Master Plan addresses the Park's architectural and landscape resources, it neglects archaeological resources. This oversight was due to Baltimore City's lack of protection for archaeological resources, and that those involved in the Master Plan had no background in archaeology. While this original oversight is lamentable, the consideration of archaeological resources can still greatly enhance the stated goals and outcomes of the Master Plan.

The Master Plan

The executive summary of the Master Plan states that the recommendations in the Plan will establish Clifton Park as “a destination to experience a diverse array of historical associations and artifacts.”⁷ The rest of the document pays close attention to structures and monuments, but little attention is explicitly paid to the historical landscape and none is given to the potential for archaeological resources.

The Master Plan calls for the coordination of all park improvements with the Baltimore City Commission for Historical and Architectural Preservation (CHAP), in order to “ensure that historically significant landscape features, structures, views, pathways, and spatial patterns will be preserved.”⁸

⁶ “Clifton Park Master Plan 2008, Updated April 2010” Ayers, Saint & Gross, 2008.

⁷ *Ibid.* 3.

⁸ *Ibid.* 19.

The Master Plan includes recommendations for the historic components of the park, listed in order from highest to lowest priority:

- Preserve historic structures
- Preserve historic park entrances
- Preserve and interpret the historic land uses in the Park
- Preserve existing site and landscape features identified in the National Register of Historic Places nomination.
- Restore lost or modified features and plantings and/or rehabilitate core historic landscapes.⁹

Regarding this final priority, recommended by Mary Hughes, FASLA, she states that “additional documentation for each of these areas [the Mansion grounds, Gardener’s Cottage, and Mother’s Garden] will be required to determine the setting appropriate to each. Rehabilitation is probably the most appropriate approach, although certain historic features may be able to be restored, such as the path system around the mansion.”¹⁰

Maps outlining the changing circulation patterns at Clifton do exist, and pathways around the mansion can be “restored” based upon these maps, and surviving photographs. However, archaeology can inform the landscape restoration as well. It could identify the park’s multiple pathways and roadbeds, representing all of the various changes to the circulation system at Clifton over time, or identify the many demolished buildings and features. Landscape restoration that does not include archaeology will destroy this

⁹ *Ibid.*. 19.

¹⁰ *Ibid.*. 35.

significant evidence present in the archaeological record, which is arguably the single most informative document that there is about that landscape. A landscape restoration that does not include archaeology would be irresponsible in terms of stewardship.

Another important topic not addressed in this Master Plan is the issue of chronology. *To what time period* will the landscapes be restored? Will there be one restoration period applied to the whole park – which is likely not feasible – or will the landscape restorations be different for various areas of the park? If deposits have not been destroyed by more recent earth-moving activities, archaeology can provide information on the landscape from *all* periods across the park. This data can then inform the period to which the landscape should be restored or recreated.

Of particular concern is the proposed realignment of St. Lo Drive (see **Error! Reference source not found.**). This road is the main entrance to the park from Harford Road, and is the most direct route to the mansion and historic area. Given its location, there is great potential for archaeological resources to be uncovered during the projected realignment.

The recommendations section of the Master Plan states that “The highest priority is a restoration of the setting of the Clifton [mansion] to be sympathetic stylistically to the house, if not a precisely accurate rendering of its historic appearance. Next would be to restore the stylistic dialogue with the surroundings of the Gardener’s Cottage.”¹¹ While it seems likely that this will be done using photographs, maps, and written descriptions of the sites, there is no solid documentary evidence of what the mansion and the gardener’s cottage landscape looked like during Hopkins’ tenure. The extant photographs are from the late nineteenth and early twentieth centuries, and earlier maps provide good details on

¹¹ *Ibid.*, 35.

paths and roads, but not on plantings. Archaeology is a vital tool for determining what the landscape looked like over time, in order to inform the restoration.

The Master Plan states that it “studies how the physical plan of Clifton can reflect and facilitate its mission and fulfill related community needs. It studies the Park’s immediate and long-term physical, programming, and historic preservation needs. The final product is a road map that guides immediate renovation and additions to grounds, buildings, and infrastructure, as well as anticipated long-term park needs.”¹²

The potential impact of these renovations and additions and grading activities on archaeological resources is great, *especially* in the historic area. While avoidance is the best preservation policy when it comes to archaeological sites, when sites are threatened by destruction, they should be tested and, if deemed significant, they should be mitigated. The archaeological resources that are likely present at Clifton Park have the potential to be an incredibly important asset to the park both in terms of providing information about the history of and changes to the site, but also in terms of opportunities for programming, community engagement, educational outreach, tourism, and fundraising.

Thesis Statement

Archaeology, the missing cultural resource from Clifton Park’s Master Plan, can greatly enhance the goals and the mission of the Master Plan, providing a broader and richer understanding of the site and the diverse group of people who shaped it over more than two centuries.

¹² *Ibid.*, 4.

Methodology and Intent

The primary objectives of this research are to identify potential archaeological resources located at Clifton Park and make a case for the inclusion of archaeological resources in the Master Plan because they can significantly enhance the plan's goals. While there are no recorded archaeological sites at Clifton Park,¹³ historic maps, photographs, and documentary resources clearly indicate the potential for archaeological sites at Clifton Park. These sources will be used to create an archaeological planning tool for the site.

This type of research is not new in the field of archaeology, but it is not common in the greater field of historic preservation. The inclusion of archaeological resources in resource planning is still not standard at the local level, and overall, archaeologists must prove the relevance and importance of archaeology in the field of preservation, one site and one jurisdiction at a time. This investigation aims to contribute, as a case-study, to this larger movement to solidify the place of archaeology in the larger field of historic preservation as a viable and significant historic resource that can enhance the goals and mission of the larger preservation movement.

Primary sources, such as maps, photographs, newspaper articles, were critical in the research about the archaeological resources present in Clifton. Research was conducted at various repositories in Baltimore City, including the Enoch Pratt Free Library, the Johns Hopkins University Library, the Maryland Historical Society, the files of Civic Works, as well as online resources. Secondary sources such as books, journals,

¹³ Jennifer Cosham, Archeological Registrar, Maryland Historical Trust. Email message to author, August 19, 2010.

and legal documents, were used to inform the more theoretical aspects of this work. Finally, interviews with stakeholders also greatly informed this project.

Guiding Research Questions

1. How does archaeology fit into the larger paradigm of preservation, and how can its value to the field be made more accessible?
2. The notion of “stewardship” is a powerful one in the field of preservation, and we as preservations strive to be the best stewards of resources. How is stewardship defined at the State and local level, and how could this definition be challenged and expanded? How is stewardship carried out in terms of archaeological resources both from the perspective of the archaeological community and preservationists?
3. How much does local policy affect the preservation of resources – is there a trickle-up effect in the larger policy structure?

Structure of the Report

This report is divided into six chapters that present the story of the investigation, the data obtained during the field research, and an interpretation of the data in terms of the overall site within its historic context. Chapter 1 provides an introduction to the , while Chapter 2 explores the role of archaeology within preservation and the relationship between the two fields, the legal protections afforded to archaeological resources, and how archaeology can contribute to preservation efforts. Chapter 3 details the history of Clifton Park and the potential archaeological resources associated with each distinctive

period of the park's history. Chapter 4 provides a discussion of the lack of protections afforded archaeological resources at Clifton Park, and why they are not considered in the National Register nomination or Master Plan for Clifton Park. Chapter 5 presents the argument that archaeology can enhance the goals of the Master Plan at Clifton Park in several ways, all of which are explored in detail, and then presents options for implementing and funding archaeological investigations at Clifton Park. Chapter 6 provides a discussion of the future of Baltimore's archaeological resources, and recommendations for the City.

Chapter 2: Archaeology and Preservation – A (Sometimes) Uneasy Alliance

“The greatest challenge for the archaeological community will be to reestablish and strengthen its relationship with the larger historic preservation movement.”

- John H. Sprinkle Jr.¹⁴

The Role of Archaeology within Preservation

Despite the fact that archaeological resources are protected by preservation laws, archaeology and preservation are two unique disciplines. The historic preservation movement grew from an interest in preserving architecture and monuments, and its roots in the built environment are still very evident in the field today. Academically, historic preservation can fall under several different larger disciplines, such as American Studies or Architecture. Conversely, archaeology is one of the subsets of the larger field of Anthropology within academia. Due to this historic and academic divide, these disciplines have rarely interacted.

One of the strengths of the field of historic preservation is its interdisciplinary scope. However, archaeology is not universally considered as a viable partner by the preservation field. This is due to the academic divide cited above, as well as a general lack of protection of archaeological sites at the local level, the overall invisibility of archaeological resources, and a significant difference between preservation and

¹⁴ John F. Sprinkle “Uncertain Destiny: The Changing Role of Archaeology in Historic Preservation” In *A Richer Heritage: Historic Preservation in the Twenty-first Century*, edited by Robert E. Stipe, p.253-278. (Chapel Hill: University of North Carolina Press, 2003), 270.

archaeology in terms of methodology and focus. Yet, the reintegration of archeology into the larger preservation movement could benefit preservation as a whole.

Archaeology is not always implicitly included in laws and policies that protect cultural or historic resources, especially at the local level – which is the level at which resource protection is typically carried out. This is a significant reason that there is a disconnect between archaeology and the greater field of historic preservation.

Legal Protections for Archaeological Resources

There are several significant federal laws that explicitly protect archaeological resources, and while these are generally replicated at the state level, the protection of archaeological sites typically does not trickle down to the local level, where policy has the most impact.

The most significant federal laws that protect archaeological sites are the National Historic Preservation Act (NHPA), the National Environmental Policy Act (NEPA), and the Department of Transportation Act of 1966 (commonly referenced as “Section 4f”). There are other federal laws that protect archaeological sites at the national level, such as Native American Graves Protection and Repatriation Act (NAGPRA), The Antiquities Act, and the Historic Sites Act, but these have less impact at the state and local levels. Significantly, NHPA, NEPA, and Section 4f tend to be replicated in whole or in part by some State laws, and even at the local levels in a few cases.

National Historic Preservation Act

The National Historic Preservation Act (NHPA), was enacted in 1966 and establishes the national preservation program. A very important section of this Act is Section 106, which requires that federal agencies must “take into account” the effects of their actions on “any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register” of Historic Places. Actions or undertakings are defined as those of a Federal agency, or those utilizing Federal funds or licenses.¹⁵ This doesn’t mean that the affected historic property won’t be impacted or even destroyed by the Federal action, but that the effects will be considered and mitigated as determined by reviewing agency. This could range from protecting the historic property under an easement or destroying the site after a sufficient amount of documentation or mitigation.

National Environmental Protection Act

The National Environmental Protection Act, enacted in 1969, states that the federal government will “use all practicable means and measures...to create and maintain conditions under which man and nature can exist in productive harmony”. Section 101 of NEPA states that actions of the federal government will, along with being “a trustee of the environment,” also “attain the widest range of beneficial uses of the environment without degradation.” The Act will also “preserve important historic, cultural and natural aspects of our national heritage.”¹⁶ Section 102(2)c dictates that federal agencies shall

¹⁵ National Historic Preservation Act of 1966, Section 106.

¹⁶ National Environmental Preservation Act of 1969, Section 101.

prepare detailed statements of environmental impact in every recommendation or proposal for federal action or for any action that receives that federal assistance or permits.¹⁷ If these actions may “significantly affect the quality of the human environment,” the agency must prepare an Environmental Impact Statement.¹⁸

Department of Transportation Act of 1966

The Department of Transportation Act of 1966’s “Section 4f”, as amended in 2005, states that a transportation program or project requiring the use of publicly owned land of a public park, recreation area, or wildlife and waterfowl refuge of national, State, or local significance, or land of an historic site of national, State, or local significance (as determined by the officials that have jurisdiction) will be approved only if “there is no prudent and feasible alternative to using that land,” and “the program or project includes all possible planning to minimize harm to the resource resulting from use.” For historic sites, a determination of “de minimis” impact is made only if the Secretary of Transportation, in accordance with the process of Section 106 of NHPA, finds that the transportation project or program will have no adverse effect on the historic site, or there are no historic properties affected by program or project.

¹⁷ National Environmental Preservation Act of 1969, Section 102(2)c.

¹⁸ Thomas F. King, *Our Unprotected Heritage: Whitewashing the Destruction of Our Cultural and Natural Environment*. (Walnut Creek, California: Left Coast Press, 2009), 17.

Protection at the State Level

These three laws are important because they protect archaeological sites along with other historic resources at the federal level, and these laws are reiterated at the State level in Maryland in Title 5A of the State Finance and Procurement Article of Maryland's Annotated Code. This law is known as a "Little 106" law, as it incorporates elements of Section 106 of the National Historic Preservation Act (NHPA), and NEPA. Title 5A-325, Capital projects affecting historic properties, requires a consideration of the effects to all historic properties, including archaeological sites, whenever there is a State-funded capital project.¹⁹ Yet while archaeological sites are protected from government action at the federal and state level, they typically are not protected at the local level, where laws have the most impact on the physical fabric of a place. This is no small oversight, and will be discussed at greater length in Chapter 4.

Protection at the Local Level

Some jurisdictions also offer protections at the local level, and have the authority to do so under Article 66B, the Maryland Historic Area Zoning Enabling Act in Maryland's Annotated Code. This authorizes local jurisdictions to regulate the "construction, alteration, reconstruction, moving, and demolition" of historic properties by local jurisdictions, though it does not require this oversight by the local jurisdictions.²⁰ Additionally, Baltimore City has home-rule, and thus is not subject to this legislation.

¹⁹ Title 5 A, State Finance and Procurement Article of the Maryland's Annotated Code. http://mht.maryland.gov/documents/PDF/MHT_Statute.pdf (accessed 12/14/2010).

²⁰ Article 66B, Maryland's Annotated Code. http://mht.maryland.gov/documents/PDF/Article_66B.pdf (accessed 12/14/2010).

How Archaeology is Under-represented in the Preservation Field

Thus, archaeology holds a unique place within the larger field of preservation – it is acknowledged and protected as a resource, but it is often not understood by local preservationists on a number of levels. First and foremost is the issue of visibility. While the field of preservation has recently expanded to include intangible heritage such as foodways, it is still very grounded in visible, tangible heritage. Although archaeology is tangible, it is typically invisible to preservationists because archaeological resources are largely buried underground. The majority of the resources that preservationists protect are above-ground, such as structures, monuments, cemeteries, and also landscapes.

While this seems like a simplistic explanation – visible versus invisible heritage – it represents an enormous ideological gulf. Jane Cox, a cultural resources planner and archaeologist, explains that preservationists study buildings while they are still standing, and archaeologists study them once they've fallen down. The intellectual rupture between archaeology and the preservation field at large is a failure to recognize that remnants of buildings and even the detritus of people's lives contain important information that requires preservation and protection. Archaeologists tend to see buildings as the largest and most intact artifact, with hundreds or thousands more lying buried around it, while preservationists tend to only see the building. Preservation's focus on buildings draws from the early days of the discipline, which was largely concerned with aesthetics and architecture. While the discipline's scope is much broader today, there is still an overwhelming emphasis on the built heritage.

Another significant reason why archaeology is not as well understood in the preservation field is the difference of methodology. Archaeological investigations are

seen by many preservationists as antithetical to the preservation credo – the process of archaeological investigation is destructive. While some forms of investigation, such as ground-penetrating radar and magnetometry, allow archaeologists to identify potential archaeological resources without sticking a shovel in the ground, in order to learn the most from sites, they must be excavated, and thus, destroyed. Due to the centrality of excavation in archaeology, archaeology is often seen as the black sheep of preservation.²¹ Archaeology as a field is stuck with a stereotype of being the “cowboy of science”, and rather than being seen as a steward of resources, is seen as anathema to preservation. Strict archaeological codes of conduct and preservation ethos are slowly changing this perception. Archaeologists attempt to maximize information recovery from a site with minimal excavation and impact. While archaeologists still mitigate sites completely, it is typically done when a site would otherwise be destroyed. In that instance, the scientific collection of artifacts and data is the only form of preservation that can be utilized, thus, archaeological excavation becomes preservation.

There is also a growing movement in archaeology to utilize preservation easements on sites. The Archaeological Conservancy, established in 1980, is a national non-profit organization that acquires and protects nationally significant archaeological sites. Federal, State, and local governments also place easements on archaeological sites in order to protect significant sites in perpetuity. However, this is another point of concern among preservationists. If a significant site cannot be preserved in the course of development or a government action, it is generally mitigated, or intensively excavated. This is very expensive and time-consuming work, more so than any other cultural

²¹ Sprinkle, 270.

resource management activity. It is this prospect that frightens developers and leads many people to view archaeology as “anti-development.”

Another issue is the vastly difference focus of preservation and archaeology. Since its inception, the field of historic preservation has aligned itself with various other movements, largely from the belief that preservation for preservation’s sake isn’t a viable enterprise, at least not in the United States. Originally, historic preservation was aligned with architecture, and later the focus became preservation as a tool for economic revitalization. In the past several years, the preservation movement has been emphasizing its role in the sustainability and green movements. It is important for preservation to tie into economics and green initiatives and policies – these are actions that maintain the relevance and viability of historic buildings, communities, infrastructure, and resources. Conversely, archaeology has largely been focused in the past, learning about earlier human periods and cultures. However, as a whole, archaeology is slowly coming full circle, and many archaeological investigations now also make an effort to be relevant to people in the present. The goal of connecting the past with the present and engaging communities is now a regular part of archaeological research, and this outreach could be beneficial to the preservation field as a whole. Preservationists’ perceptions of archaeology need to change, and in order to do that, archaeology has to prove its relevance and benefits to the larger field.

How Archaeology can Contribute to Preservation Efforts

Despite the differences between preservation and archaeology in focus, methodology, and academic backgrounds, archaeology does have a place in preservation

and is poised to play a much larger role in preservation practice. Archaeology can offer a lot to the field of preservation. It can enhance the traditional preservation approaches for researching and understanding a place, can provide a broader and more representative cultural perspective of our past, can excite public interest, and can foster community engagement and support.

A significant area in which archaeology can support the larger preservation field is in the discovery, interpretation, presentation, and thus, preservation of a broader and more representative cultural perspective. The larger preservation movement, while invested in preserving the heritage of underrepresented and minority groups, is frequently stymied by the lack of intact resources that are representative of these groups. Due to the disenfranchisement of minority groups, such as cultural or ethnic minorities, women, the working-class, and other under-represented groups, physical resources associated with them were also neglected. The early preservation movement focused on preserving sites that were deemed nationally significant or associated with the mainstream history of our nation, to the exclusion and detriment of places that are representative of the common people, or the architecture of the everyday. Our view as a discipline has now broadened to include vernacular resources, only to find so many of them “destroyed” – that is, no longer extant above-ground. Yet many of these sites are still present archaeologically, and the excavation and interpretation of these sites and of the people associated with them can greatly enhance our understanding of the past in a broader and more inclusive way.

Archaeology makes history tangible and accessible to the public in a way that excites the imagination and raises the awareness of the public that history surrounds us.

The History Channel is well-aware of this, producing numerous shows on archaeology. Hollywood has given us Indiana Jones and Lara Croft, and these romanticized media portrayals are wildly popular and lucrative, because there is something that deeply fascinates the public about the tangible remnants of our past. Artifacts excite public interest in a way that buildings and tax credits and Main Street programs simply do not. People want to hold history in their hand.

The larger preservation field could harness this public interest in archaeology, and direct it toward larger preservation efforts. While the general public doesn't understand what preservationists do, they do have some idea about what archaeology is, and have a positive view of it. Many archaeological investigations have a public outreach aspect, and therefore in many cases, archaeologists are the public face of preservation. Archaeology can serve as an entry point for the public to learn about the larger preservation movement. Public archaeology promotes community stewardship of resources, and engagement with the past. Preservationists can build on this general public fascination with archaeology, and direct it towards a larger preservation ethos. Archaeology as a tool for the larger preservation movement will be discussed at greater length in Chapter 5 as a tool for Clifton Park.

Chapter 3: History of Clifton Park and Analysis of potential for archaeological resources

Archaeology is a way of seeing – a way of reading the landscape and the historical records for clues of what may still exist below the ground. This chapter offers an analysis of the historical record to establish the potential for archaeological resources at Clifton. There is also potential for prehistoric archaeological resources at Clifton Park, but as there is no documentary evidence for these resources, they will not be covered in this report. Archaeological excavation is the only method to determine the presence of prehistoric resources, and they should be considered when archaeology is conducted at Clifton Park.

Thompson Era (1799 – c. 1841)

Brief Biography and History

Henry Thompson was the first owner of the parcel now known as Clifton Park. Emigrating from England in 1794 at the age of 20, he settled in Baltimore and became a very successful merchant under the name Henry Thompson & Son, Commissioner Merchants. His ships brought goods to Baltimore from other ports in America and abroad.

His influence in Baltimore expanded far beyond his role as a merchant. As a director of the Harford Road Turnpike, he was instrumental in laying out the path for the tollroad that ran from Baltimore City to Harford County, ending at the Conowingo Bridge

over the Susquehanna River. The tollroad ran alongside the northwestern portion of his property, and Toll Gate #1 was located on his property. The Maryland General Assembly appointed Thompson to be the Commissioner of Opening Streets for Baltimore Town, which was later known as the Poppleton's plat of 1823.²² He was also a director for the Bank of Baltimore and Secretary of the Agricultural Society. During the War of 1812, he was a Captain in the Third Maryland Brigade.²³

There is some uncertainty regarding the construction date of the Clifton mansion. The National Register nomination states that the core of the mansion was constructed prior to Thompson's purchase of land. Architects Michael Trostel and Peter Pearre noted woodwork in the core of the house that dates the core of the structure to c. 1790.²⁴ Other sources state that Henry Thompson constructed Clifton, and the confusion stems from a lack of clear records. Henry Thompson purchased portions of "Orange," a large estate, in stages from 1799-1804. Originally one land grant, "Orange" had been divided into many parcels (Figure 2), and historians have been unable to pinpoint the prior owner of the tract where Clifton is located.²⁵ Henry Thompson purchased 100 acres of "Orange" from John Nicholson in 1799, more property from John Wise in 1801 and from William Magruder in 1801. He purchased land from David Geddes in 1802, and finished amassing his estate in 1804 when he obtained 150 acres from Abraham Van Bibber.²⁶ According to two entries in his diary, Thompson moved his family to the new 260-acre Clifton property in

²² Chris Wilson. "Overview of Clifton", 1. On file at Civic Works.

²³ Holcomb, 26.

²⁴ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 3.

²⁵ *Ibid.*, Section 7, 4.

²⁶ *Ibid.*, Section 8, 2.

In addition to his mercantile pursuits, Henry Thompson was a gentleman farmer and experimented with new agricultural techniques, particularly the use of fertilizer. He applied manure, urine, and plaster of paris to his fields.³⁰ Thompson's farm was self-sufficient; his livestock and crops included cattle, sheep, hogs, chickens, vegetables and grain. Thompson also had an orchard where he grew apples, pears, and a vineyard for grapes.³¹ During Thompson's tenure, Clifton had the requisite plantation structures, such as an ice-house, root cellars, barns, smokehouses, and other ancillary buildings.³²

In the wake of an economic depression in Baltimore,³³ Thompson sold the 55-acre Clifton property and four other parcels to Daniel Cobb in 1835. Cobb died two years later, and the property was eventually sold at public auction. Johns Hopkins purchased the 55 acres of Clifton and 101 adjacent acres in 1841 for \$15,000.³⁴

Documentary evidence of structures

There are no extant maps from this period that depict the boundaries of Thompson's lands, nor are there any photographs or paintings. Thus, all of the structures and landscapes from this time period are evidenced by written descriptions or may be present in the archaeological record.

³⁰ Holcomb, 26.

³¹ Wilson, 1.

³² Holcomb, 26.

³³ Holcomb, 27.

³⁴ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 8, 3, citing Baltimore County Land Records, Liber TK 306, Folio 393.

Alterations

Mansion

Henry Thompson made significant additions and alterations to the mansion house in what was likely two phases. The 1805 phase consisted of the construction of two stone wings on the eastern and western sides of the house with a basement level and possibly a second level.³⁵ The 1812 addition transformed the house from a Federal structure to a Neoclassical mansion. Thompson constructed a large octagonal addition on the rear (north façade) of the house and a one-story piazza on the principal façade (south elevation) of the structure. In his diary, he writes about the additions, noting that he “commenced plastering [his] new house, or rather, new addition” and “put up marble chimneypiece in new octagonal chamber” and also installed a “marble chimneypiece in the new dining room.”³⁶

Archaeology could significantly contribute to the understanding of the original construction date of the building and subsequent additions and alterations, as building construction leaves archaeological remains. This is discussed in greater depth in Chapter 5.

Landscape

There is sparse evidence of alterations to the landscape under Thompson’s ownership, however, it is clear that there were alterations to the landscape related to the mansion additions and the construction of other undocumented ancillary buildings. The

³⁵ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 4.

³⁶ *Ibid.*, Sec. 7, 4, citing Diaries of Henry Thompson, Maryland Historical Society, Manuscripts Division.

one document referencing landscape alteration is from Thompson's diary, noting that his father-in-law, Daniel Bowly, planted an apple orchard at Clifton on March 29, 1802.³⁷

Construction

Toll Gate

Thompson was the director of the Harford Road Turnpike, and the first toll gate leading out of the city was located on Harford Road at Clifton. The first tolls were collected in 1817.³⁸ Photographs from circa 1910 depict the tollgate as a single story front gable stone structure. A two story stone I-house is attached to the rear of the toll house, and there is at least one ancillary structure located to the north. A 1932 *Baltimore Sun* article written about the rapid suburbanization of northeast Baltimore refers to the toll gate, stating that the "time-scarred" toll gate crossed Harford Road adjacent to where the golf course has its first tee. The article explains that the tollgate stood for 96 years until its final toll was collected in 1910. This indicates that the stone tollgate depicted in 1910 was the original tollhouse constructed under Thompson's direction.³⁹

Advertisements in the April 1825 and April 1826 editions of *The American Farmer*, a monthly periodical, indicate that there was little separation between Thompson's personal and business transactions; which makes sense given that the tollgate was located on his property. John Brown, named as the gatekeeper of the first toll gate on the Baltimore and Harford Turnpike, placed ads in 1825 and 1826 for the use

³⁷ *Ibid.*, Sec. 8, 2, citing Diaries of Henry Thompson, Maryland Historical Society, Manuscripts Division.

³⁸ "Historical Summary of Clifton", on file at Civic Works, Clifton Mansion.

³⁹ Katherine Scarborough, "Baltimore's Spreading Suburbs—V: Harford-Belair Roads" *The Baltimore Sun*, Dec 25, 1932, T1. ProQuest Historical Newspapers.

of an imported Devon bull, Garrick, to be “let to cows at *five* dollars a piece...for which a guarantee is given.”⁴⁰ The 1826 ad clarifies the superiority of “Mr. Thompson’s bull,”⁴¹ making it clear that the bull wasn’t a side business of the gatekeeper, but rather a side business of Thompson’s own! His personal business and his role as the director of the turnpike were not exclusive of each other. This toll gate served the Baltimore Harford Turnpike through the late nineteenth century, and stood into the early twentieth century.

Missing Resources

There are many ancillary structures and features that supported Clifton as a functioning farm and plantation, the locations of which are currently unknown. The 1818 property assessment notes 2 “garages,” the function of which is unclear. Another document notes that Thompson had an icehouse, root cellars, smokehouse, and other buildings. These other buildings likely include barns and stables, a springhouse, dairy, chickenhouse or dovecote, and privy, all of which were typical structures on a plantation landscape during this time period. There also could be a separate kitchen.⁴² These ancillary structures, particularly the kitchen and privy, would have been located relatively close to the main house, if not directly adjacent to it.

Another important resource that is not accounted for in the documentary record is slave housing. The property assessment conducted in 1818 shows that Thompson owned

⁴⁰ John S. Skinner, editor, *The American Farmer, containing original essays and selections on Agriculture, Horticulture, Rural and Domestic Economy, and Internal Improvement; with Illustrative Engravings and the Prices of Country Produce, Vol. VII*, (Baltimore: John D. Toy, 1825), 48.

⁴¹ John S. Skinner, editor, *The American Farmer, containing original essays and selections on Agriculture, Horticulture, Rural and Domestic Economy, and Internal Improvement; with Illustrative Engravings and the Prices of Country Produce, Vol. VIII*, (Baltimore: John D. Toy, 1826), 48.

⁴² John Michael Vlach. *Back of the Big House: The Architecture of Plantation Slavery*. (Chapel Hill and London: The North Carolina University Press, 1993).

ten slaves. While it is likely that a few of the enslaved Africans lived in the main house at Clifton, it was typical for field slaves to live in quarters on the plantation. Thompson owned too few slaves to have a slave village – which would leave a larger archaeological footprint - however, there was likely one of two quarters on the plantation, or other ancillary buildings with slave housing located in the second story. The potential location of these is debatable. While some plantation owners during the early Federal period would locate their slave quarters on the main road to the plantation house in order to show off their slaves, the greatest source of their wealth,⁴³ it was also increasingly common in the early nineteenth century in the south for slave quarters to be located out of sight of the Big House,⁴⁴ or located near the fields that were cultivated exclusively by the slaves.

Figure 3 depicts the locations of the known resources dating to Thompson’s ownership of Clifton.

⁴³ Dell Upton. “White and Black Landscape in Eighteenth-Century Virginia.” In *Material Life in America 1600-1860*. Edited by Robert Blair St. George. Pp. 357- 369. (Boston, Northeastern University Press, 1988).

⁴⁴ Vlach,155.

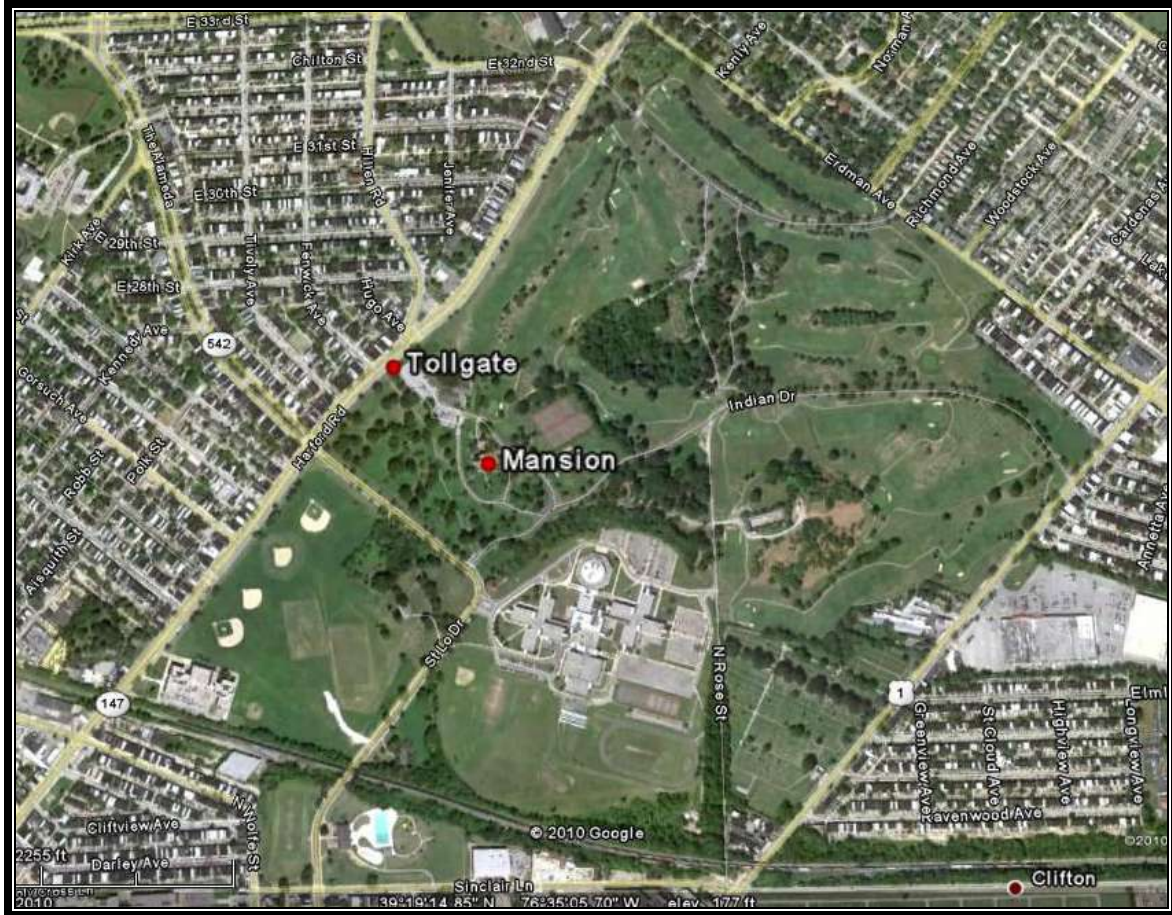


Figure 3: Known Potential Archaeological Resources from Thompson Era at Clifton Park. ©Google Earth 2010.

Hopkins Era (1841-1873)

Brief Biography and History

Johns Hopkins has left an incredible legacy in Baltimore, which has extended to affect the world. While Hopkins was a highly successful businessman during his life, his legacy stems from his endowments upon his death, to open a hospital and university in his name. Today, these institutions are world-renowned.

Johns Hopkins was born in 1795 in Anne Arundel County, Maryland, in present-day Crofton. His childhood home, Whites Hall, is still standing, and is listed on the Maryland Inventory of Historic Places. Hopkins was a Quaker, or, more formally, a member of the Religious Society of Friends. His family owned slaves during his childhood, but his parents freed their slaves in 1807, when Hopkins was twelve years old.⁴⁵ In 1777, the Yearly Meeting of the Religious Society of Friends in Maryland determined that Quakers who were slaveholders would be conditionally disowned from the Society of Friends,⁴⁶ and this consequence took effect the following year. While some Friends freed their slaves immediately, it was a slow process for all of the Maryland Quakers to free their slaves.⁴⁷ Thus at the age of twelve, Johns Hopkins left school to work his family's tobacco plantation after his parents freed their slaves. In 1812 he moved to Baltimore to work for his uncle, Gerrard Hopkins, in his wholesale grocery and commission merchant business. Five years later, Johns Hopkins opened his own grocery and merchant business, where he accepted whisky as payment for goods, and which he

⁴⁵ Helen Hopkins Thom. *Johns Hopkins: A Silhouette*. (Baltimore: The Johns Hopkins University Press, 1929, reprinted 2009), 7.

⁴⁶ Third Haven Meeting Minutes, III, 84.

⁴⁷ Kenneth L. Carroll. "Maryland Quakers and Slavery." *Quaker History* 72 (1983): 224.

resold as “Hopkins’ Best.” Quakers typically abstained from alcohol, and Hopkins’ actions led him to be censured and kicked out of the Society of Friends for some time.⁴⁸

Hopkins was an astute businessman, and extended his reach into banking, investing, warehousing, insurance, steamships, and railroads. He was the third largest investor in the Baltimore and Ohio Railroad, after the State of Maryland and the City of Baltimore.⁴⁹ He became a director of the Railroad in 1847 and a chairman of the finance committee in 1855. Hopkins was the President of Merchant’s Bank and was a director of many others.⁵⁰ During financial downturns, he loaned money to the city of Baltimore.⁵¹

Johns Hopkins was a fierce abolitionist and strongly supported the Union during the Civil War. This is very important in the context of the landscape at Clifton. Johns Hopkins did not own slaves, and thus, there will be no material evidence of slaves at Clifton during this time period, but rather, evidence of freed and paid staff. This raises some interesting potential for archaeology at Clifton, with questions about both the landscape and its labor force.

Johns Hopkins purchased the 55 acres of Clifton and 101 adjacent acres at auction in 1841 for \$15,000.⁵² Clifton served as his summer estate, and he spent the rest of the year in Baltimore City in one of several townhouses that he owned. He died at his home at 18 West Saratoga St, which has since been demolished. It was located next to St. Paul’s Rectory.

⁴⁸ Thom, 31.

⁴⁹ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 8, 4.

⁵⁰ Thom, 35-6.

⁵¹ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 8, 4.

⁵² National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 8, 3, citing Baltimore County Land Records, Liber TK 306, Folio 393.

While Hopkins was very frugal in some ways, in keeping with his Quaker values of simplicity and thrift, this was not the case as it concerned Clifton. Johns Hopkins made extensive additions and alterations to his estate in his efforts to create a bucolic landscape in keeping with Andrew Jackson Downing's rural architecture movement. He spared no expense in turning Clifton into a "heaven on earth,"⁵³ creating a pleasure ground at Clifton that was virtually unsurpassed in America. His estate was "eloquence manifest in the poetry of architecture and landscape design."⁵⁴

When Hopkins first purchased Clifton in 1841, it was 110 acres. By the time of his death, he had amassed an estate of 500 acres, and it was a destination for many visitors.

The Influence of Andrew Jackson Downing

Andrew Jackson Downing (1815 – 1852) was a preeminent landscape architect and founder of the rural architecture movement. A horticulturist by training, he published several books on landscape gardening and rural architecture, notably *A Treatise on the Theory of Practice of Landscape Gardening, Adapted to North America; with a View to the Improvement of Country Residences* in 1841. This book seems to have greatly influenced Hopkins in his additions and alterations to Clifton's mansion and grounds. Essentially a pattern book for gardens and country homes and villas, *A Treatise* teaches Downing's ideas that architecture should blend with the natural surroundings, and that architecture and landscape could have a beneficial moral effect. Downing recommended rural parks for cities and private estates alike, and sought a balance

⁵³ Holcomb, 111.

⁵⁴ Holcomb, 105.

between “Beautiful” and “Picturesque” elements in both landscape and architecture. For Downing, the “Beautiful” consisted of more formal elements and compositions, and the “Picturesque” consisted of more rustic elements.

Downing’s ideals were manifested in Hopkins’ estate at Clifton. The expanded 6th edition of Downing’s *Landscape Gardening*, expanded by Henry Winthrop Sargent following Downing’s death in 1852, glowingly describes Clifton in this way:

Clifton Park, near Baltimore, the residence of Johns Hopkins, Esq., is unquestionably one of the most elaborate places in this country. We remember no other, where in addition to a fine and costly house, there is so large a range of glass, with such diversified and extensive grounds; the varieties of trees, shrubs, walks, lawns, large pieces of ornamental water, containing numerous islands planted with masses of rhododendrons and evergreen shrubs, and connected by appropriate and tasteful bridges, are all, certainly, much in advance of any other place we know.⁵⁵

Johns Hopkins had made Clifton a masterpiece.

Documentary Evidence of Structures and Landscapes

Overview of Landscape

There is a wealth of documentary sources regarding the structures and landscapes at Clifton during Johns Hopkins’ tenure, although only one image from that time period. A few invaluable maps depict the locations of various structures, roads, paths, water features, and even plantings. Articles from the *Baltimore Sun* proved to be very

⁵⁵ Downing and Sargent, 557.

informative, as did turn-of-the-twentieth century postcards and photographs of various structures and landscapes.

A painting of Clifton from 1852 or 1853 by Alfred Jacob Miller provides an excellent sense of the bucolic landscape that Hopkins created at Clifton (Figure 4). The view is likely from the south, with Clifton located in the distance, only the dramatic tower visible above the treeline. The foreground depicts a stream or marsh and rolling pastures with a horse and likely sheep grazing on the hillside. A shadowy gabled roofline is visible in the center of painting, likely representing a pavilion or springhouse or some other “picturesque” ancillary structure that dotted the landscape.



Figure 4: Alfred Jacob Miller. *Clifton Residence of Johns Hopkins*, c. 1852-1853. Watercolor. Cultural Properties, The Johns Hopkins University, Gift of Trustee A. James Clark; JH 2002.6.1. Courtesy of The Johns Hopkins University.

Alterations

Mansion

Hopkins' purchased Clifton in 1841, but did not make any major alterations to the property until ten years later. When he did make changes, however, they were significant. He hired the architecture firm of Niernsee and Neilson, one of the leading Baltimore firms, to renovate and enlarge the Neoclassical mansion, transforming it into an Italianate Villa (Figure 5). This firm had established its proficiency with the Italianate style with several homes in Baltimore, and also constructed two villas for Thomas de Kay Winans,⁵⁶ another entrepreneur whose estate, Crimea, now called Leakin Park, also survives as a city park.



Figure 5: Clifton circa 1895. Courtesy of Baltimore Civic Works.

⁵⁶ Mary Ellen Hayward and Frank R. Shivers, Jr., editors. *The Architecture of Baltimore: An Illustrated History*. (Baltimore: The Johns Hopkins University Press, 2004), 129-131.

In this significant expansion, a third floor was constructed on the main block, several rooms were added on the eastern side of the structure, including one with a circular bay. He broadened the piazza, turning it into an arcade that ran the length of three sides of the building, and constructed a rear arcade that served Thompson's octagonal dining room. He also built a four-story tall tower atop a porte cochere, or a coach gate, on the east elevation (Figure 6). From this tower, Hopkins had a commanding view of his estate, Baltimore, and all of the surrounding countryside.

The Italianate Villa was touted by Andrew Jackson Downing as being an ideal form for rural estates.⁵⁷ Architect Charles Vaux's codification of an Italian Villa, with "a porte cochere, a library with octagonal bay and verandah, a main stair in which balusters are incorporated into a traceried design ('a design of still higher pretension'), and use of bay windows and broad verandas"⁵⁸ captures Clifton exactly. An image from Downing's *A Treatise on the Theory and Practice of Landscape Gardening* exemplifies how closely Johns Hopkins was following this architectural movement (Figure 7).

An 1852 article in the *Baltimore Sun* describes, in minute detail, the additions and alterations made by Hopkins to both the mansion house and the grounds. It deserves extensive quotation:

Improvements at "Clifton Park," Country Residence of Johns Hopkins, Esq.--This magnificent county residence, situated on the Harford road, a short drive from the city, has lately been enlarged by an entire re-modelling of the old mansion, whilst the grounds have been greatly extended by the addition of several hundred acres, constituting it one

⁵⁷ Downing and Sargent, 359.

⁵⁸ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 5, citing Charles Vaux *Villa and Cottage Architecture: The Style Book of the Hudson River School*, New York, Dover Publications, 1991, 99.

of the most elegant, extensive and beautiful villas in this country.⁵⁹

The article proceeds to describe the significant additions and alterations to the mansion house, and the uses of all of the rooms in the mansion. The tower of the mansion offers:

magnificent and extensive views of the entire city and surrounding country, the Patapsco and Gunpowder rivers, the broad, expansive Chesapeake, whitened by the sail of an increasing commerce, besides a birds a view of the extensive park, with its richly ornamented grounds, the large artificial lake, with its islands and pretty little rustic bridges, the beautiful group formed by the gardener's lodge and conservatory in the terraced garden, and the extensive grapehouse and orangeries, stretching along several hundred feet, the ornamental structures scattered over the whole park with taste and judgment, as well as the finely tilled farm grounds beyond.⁶⁰

There are several maps from this time period that depict different elements of the landscape. They span the period from 1872 to 1874, and therefore while most are general in scope, they are from such a narrow time period that it can be assumed that things didn't change much between the creation of the various maps, but rather the cartographers simply emphasized different elements of the landscape.

The 1872 "F. Klemm's Map of Baltimore and the Proposed Extension of the City Limits" (Figure 8) depicts Clifton as a park, with large, out-of-scale deciduous and coniferous trees. The name "Johns Hopkins" is the most prominent label on the parcel, although it also is called "Clifton Park" in smaller letters. The map also depicts three structures: the mansion house, toll gate, and a U-shaped building that was likely the stables, and shows the ornamental lake with a central island. In the southern portion of

⁵⁹ "Local Matters" *The Baltimore Sun*, Feb 5, 1852; ProQuest Historical Newspapers. 1.

⁶⁰ *Ibid.*

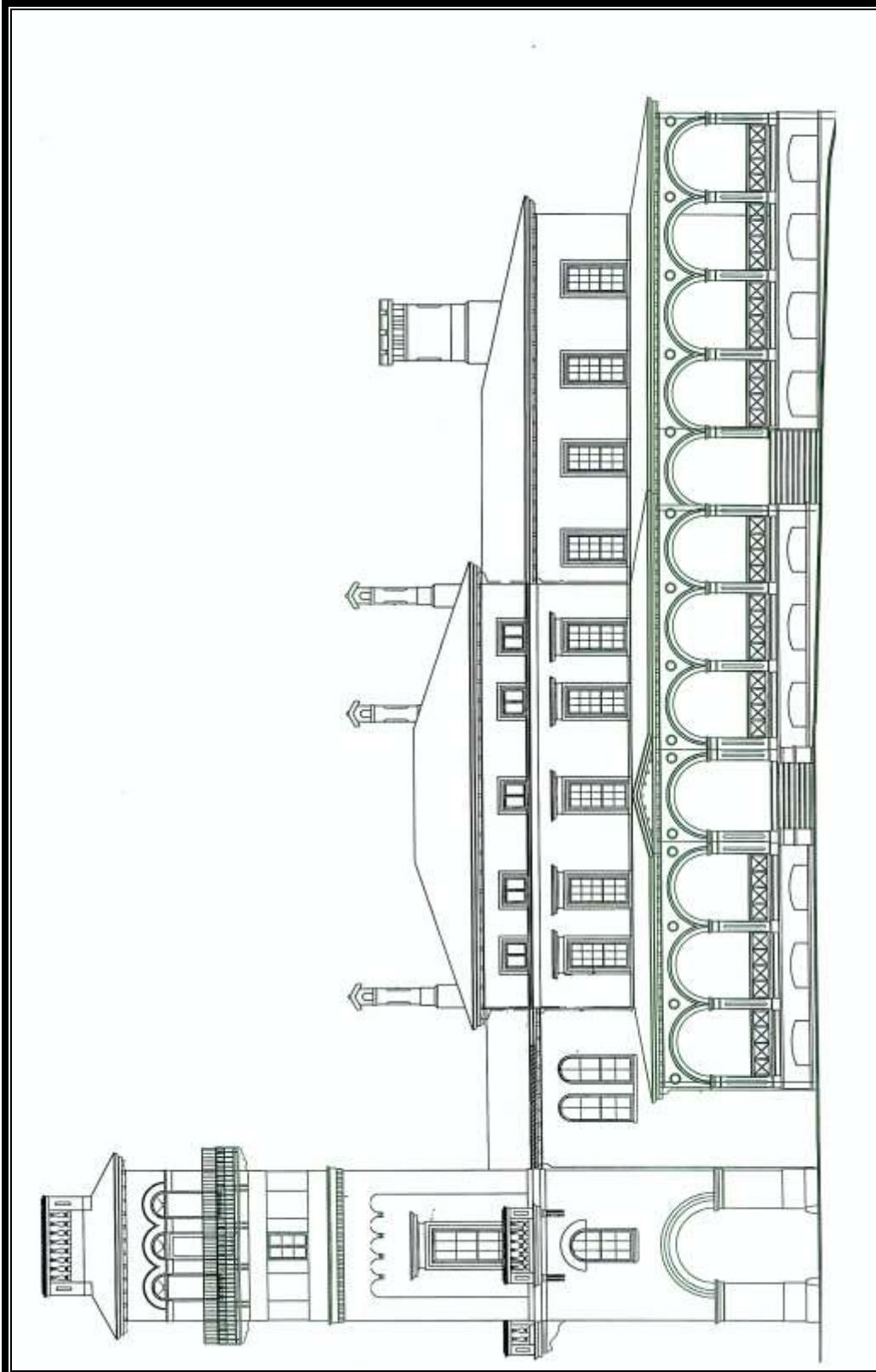


Figure 6: Primary Facade of Clifton (South Elevation). Architectural drawing by John Burnett. Courtesy of Civic Works.



Figure 7: Depiction of an Italian Villa in Downing's *A Treatise on the Theory and Practice of Landscape Gardening, Adapted to North America; with a View to the Improvement of Country Residences*, 357.



Figure 8: Detail of 1872 Map entitled "F. Klemm's Map of Baltimore and the Proposed Expansion of the City Limits". Courtesy of Enoch Pratt Free Library, Maryland's State Library Resource Center, Baltimore, Maryland.

the map, the contemporary boundaries of Baltimore City are shaded in pink; North Avenue was the northern boundary of the city until 1874, when the boundaries were extended and encompassed Clifton.

Another map also published in 1872 by John F. Weishampel Jr., entitled “New and Enlarged Map of Baltimore City, Including Hampden, Waverly, All the Parks, and a Miniature Map of the State” shows the main roads and water features in Clifton, which is labeled as “Clifton Park” (Figure 9). The empty parcels around Clifton are all projected, but not yet developed; likewise with the unnamed streets – they were “paper” streets. The shaded properties were developed.

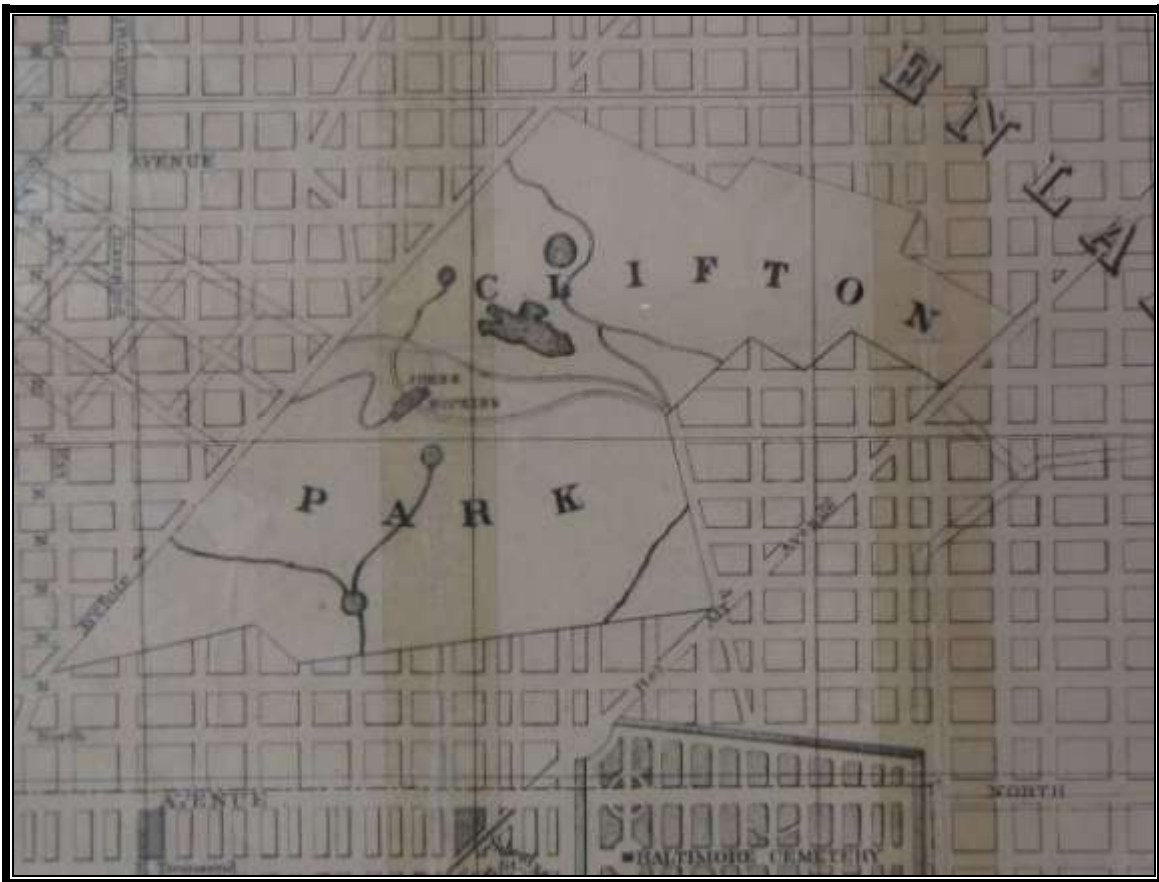


Figure 9: Detail from 1872 Map titled “New and Enlarged Map of Baltimore City, Including Hampden, Waverly, All the Parks, and a Miniature Map of the State” published by John F. Weishampel Jr. Courtesy of Enoch Pratt Free Library, Mayland’s State Library Resource Center, Baltimore, Maryland.

The 1873 “City of Baltimore” map does not provide as much detail of Clifton as the other maps, but it is the first map that depicts the burial ground adjacent to Clifton (Figure 10). Johns Hopkins actually sold this 5-acre parcel to the church for its burials. The parcel is titled “J. Hopkins’ Clifton Park.” The map also depicts the Hall’s Spring Railroad running up Harford Road, a passenger railway, which is evidence of the city’s rapid development around Clifton. The map also depicts the toll gate on Harford Road.

The most detailed and informative map is “The Johns Hopkins University Grounds, Clifton,” produced a year after Hopkins’ death in 1874; it was surveyed and published by Simon Martenet (Figure 11). While the property is technically owned by the trustees of the Johns Hopkins University in 1874, and thus could be included in the next section of this chapter, it is included here because it shows the minutia of the landscape that Hopkins so carefully shaped into his enduring vision of beauty. This is the map of Hopkins’ realized “heaven on earth,” and is the most complete map of his estate as he intended it. The original, measuring is 27.5 x 30.5 inches, is incredibly detailed, and depicts the structures, roads, water features, and land use at Clifton. The numbers written on the map appear to be elevations.

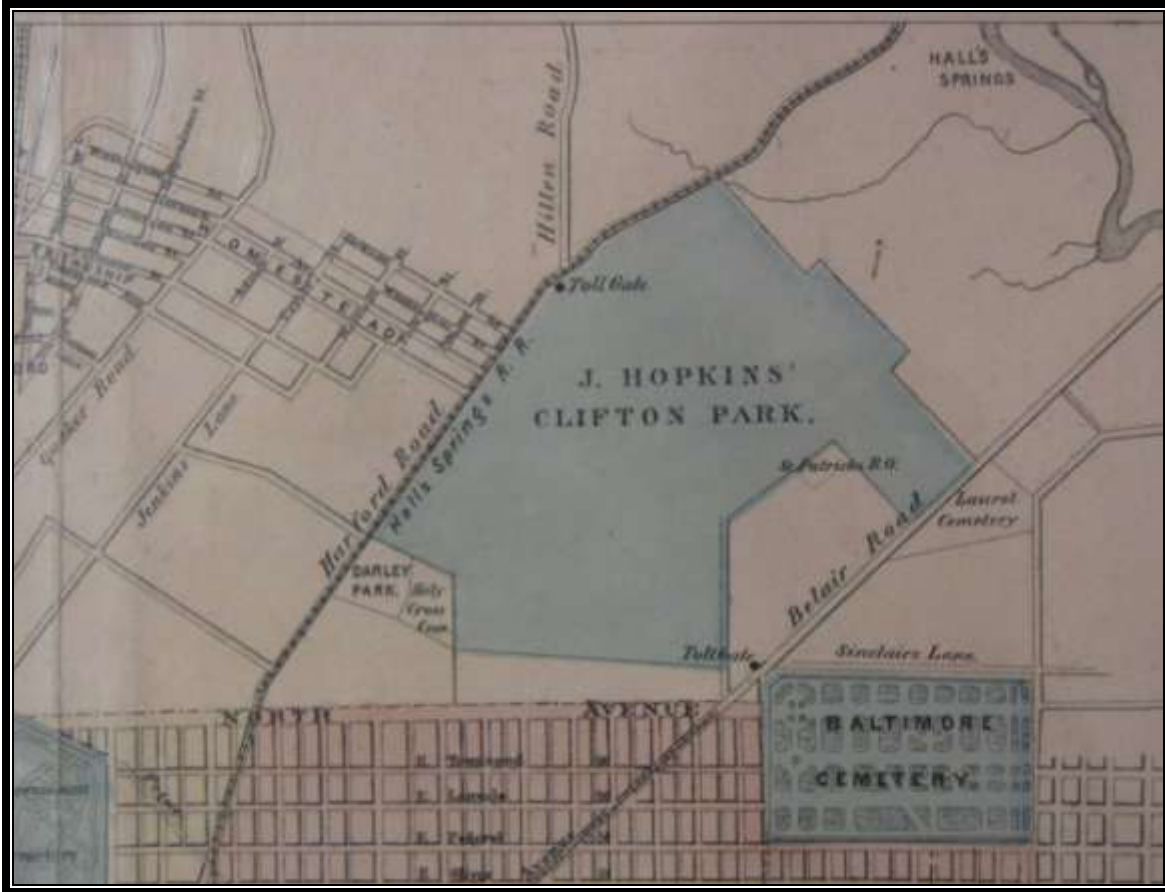


Figure 10: Detail of the 1873 “City of Baltimore” Map. Courtesy of Enoch Pratt Free Library, Mayland’s State Library Resource Center, Baltimore, Maryland.

Construction

Entrance Gate and Porter’s Lodge

The Entrance Gate and Porter’s Lodge on Harford Road was constructed by Johns Hopkins some time during his tenure. The complex, which was torn down in 1911, consisted of an entrance gate within a Roman-inspired gatehouse (Figure 12). A semi-circular curved wall extended out from the gatehouse to the street. Like the Italian villa, the premise of a gate house was also from Downing’s plans.⁶¹

⁶¹ Downing and Sargent, 382-386.

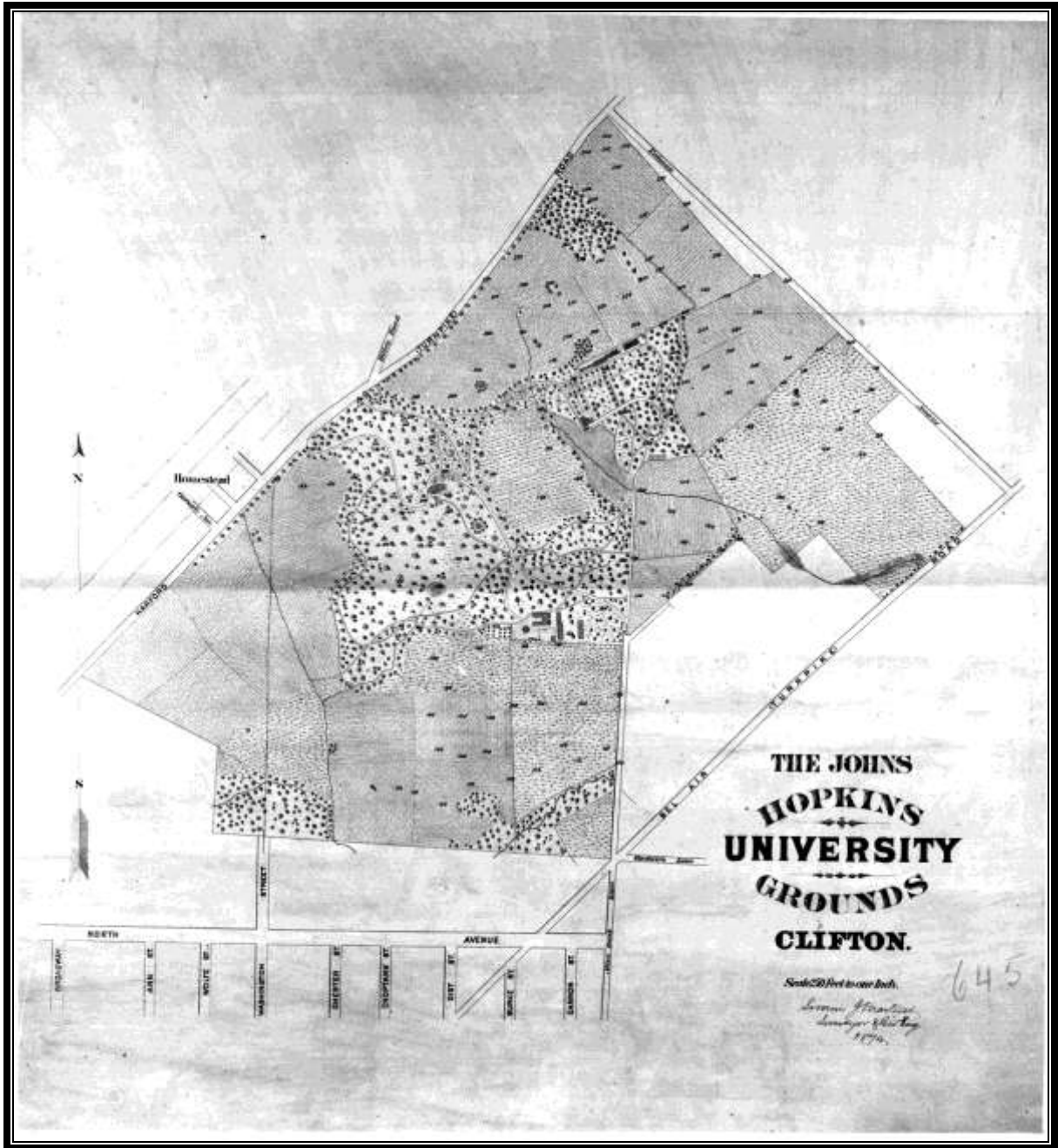


Figure 11: 1874 Map of "The Johns Hopkins University Grounds Clifton" surveyed and published by Simon J. Martenet. Courtesy of the Ferdinand Hamburger Archives, Sheridan Libraries, The Johns Hopkins University.



Figure 12: Main Gateway to Clifton, view from Harford Road. Courtesy of the Ferdinand Hamburger Archives, Sheridan Libraries, The Johns Hopkins University.

A meandering road led from this main entrance to the mansion house, (Figure 13) following the tenet that neither the entrance gate nor the mansion house should be visible to one another but approached through varied paths.⁶²

Eleanor Chenworth Schwartz lived in the Porter’s Lodge/Gatehouse as a child. Her father was a local school teacher, and her family were also the gate keepers for Clifton. Her recollections include “tending the gate” as the carriages passed through, living in the mansion during the winter when Mr. Hopkins was in town, and fishing in Hopkins’ lake with Susie Fowler,⁶³ who was likely the daughter of William Fowler, the botanical gardener. This recollection raises many questions about the domestic component that was present at the gate house. The postcard image of the gate house

⁶² National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 14., citing Downing, 386.

⁶³ Eleanor Chenworth Schwartz. “Clifton Farm”. On file at Civic Works, Clifton Park.

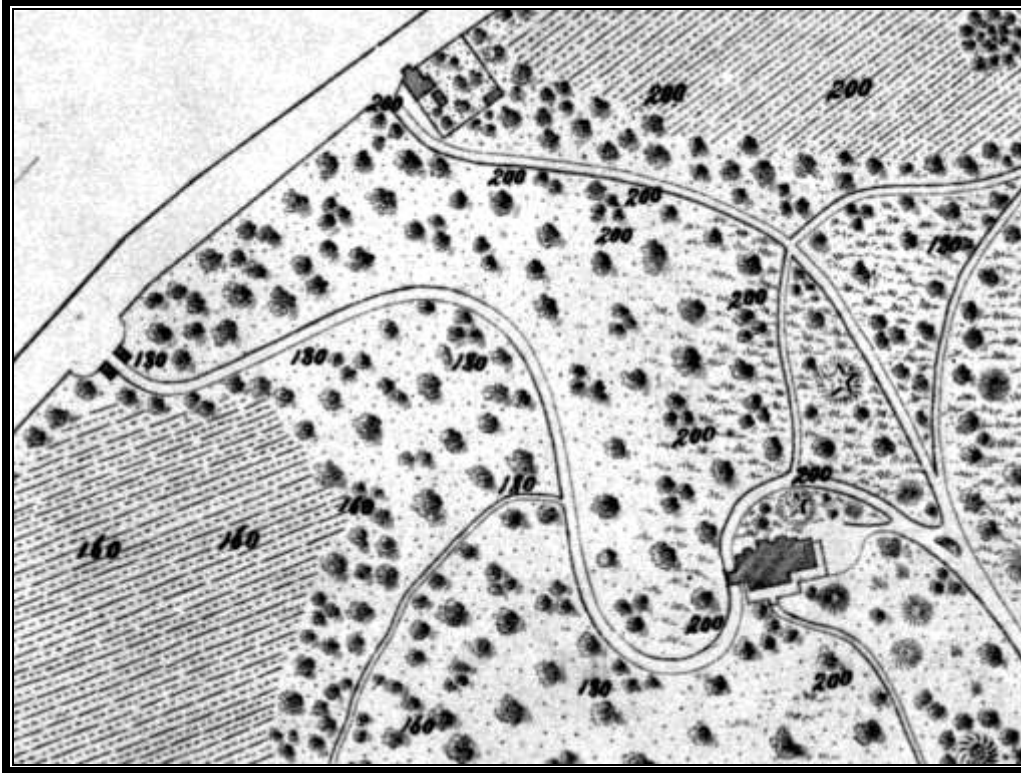


Figure 13: Detail of 1874 map of "The Johns Hopkins University Grounds Clifton" depicting the Gatehouse on left, Toll Gate, Clifton, and their connecting roads.

(Figure 14), as well as a photograph⁶⁴ depicts a one-story addition to the gatehouse, which likely was part of the living quarters.

The gatehouse stood until 1911, when Harford Road was widened. A photograph from that year depicts its demolition.⁶⁵

⁶⁴ PP8.202 - Clifton Park, gateway, Harford and Belair Rds., ca. 1910. Neg Z9.206.PP8. Maryland Historical Society, Hughes Collection, c.1910-1946.
<http://www.mdhs.org/Library/Images/Mellon%20Images/Z6access/z6-0165.jpg> (accessed September 12, 2010).

⁶⁵ PP23.127 - Old gateway to Clifton Park, 1911. Neg Z8.630.PP23. Photograph. Maryland Historical Society, Worthington Collection, c.1899-1930, Baltimore.
<http://www.mdhs.org/Library/Images/Mellon%20Images/Z5access/z5-0166.jpg> (accessed September 12, 2010).



Figure 14: Roman Gateway, view from Clifton Park towards Harford Road. Postcard, ca. 1900. Courtesy of Thomas Paul.

Gardener's Cottages

Johns Hopkins constructed various picturesque dwellings for his farmer, gardener, vegetable gardener, and their families.⁶⁶ These structures likely served as visual counterpoints to the mansion, a practice common in the rural architecture movement so embraced by Hopkins. Only one of these structures, the gardener's cottage, is still extant, although it is in a very deteriorated condition.

Gardener's Cottage

⁶⁶ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 8, 4.

The Gardener's Cottage, which is still standing, was constructed by Hopkins as part of the horticultural complex at Clifton (Figure 15 and Figure 16). A Gothic style cottage, it is strikingly similar to those in Downing's works (Figure 17). It was constructed sometime between 1841 and 1852, when it is first mentioned in the aforementioned *Baltimore Sun* article: "[T]he beautiful group formed by the gardener's lodge and conservatory in the terraced garden, and the extensive grapehouse and orangeries, stretching along several hundred feet..."⁶⁷



Figure 15: View of Gardener's Cottage, with gardens beyond. William Fowler is likely the older gentleman in front of the Gardener's Cottage. Courtesy of Enoch Pratt Free Library, Maryland's State Library Resource Center, Baltimore, Maryland.

⁶⁷ "Local Matters" *The Baltimore Sun*, Feb 5, 1852, ProQuest Historical Newspapers, 1.



Figure 16: The Gardener's Cottage, with adjacent conservatory, circa 1900. Courtesy of Civic Works.

William Fowler was the gardener at Clifton from 1856 until 1893,⁶⁸ after Johns Hopkins' death and into the period when the property was owned by the Johns Hopkins University. Hopkins clearly intended from the beginning of his habitation at Clifton to have unsurpassed gardens. An 1853 classified ad posted by Johns Hopkins seeks a landscape gardener:

WANTS A SITUATION.- Wants a situation as GARDENER, by a man of practical experience, who thoroughly understands his business in every department-as a Landscape Gardener, and Grapegrower, will be found second to none. Anyone in want of such a person is referred to Johns Hopkins, Esq., Clifton Park, Baltimore. The advertiser may be heard of for seven days from this date.⁶⁹

⁶⁸ "Hopkins Park" *The Baltimore Sun*, Feb 14, 1893, ProQuest Historical Newspapers, 7.

⁶⁹ "Classified Ad 18" *The Baltimore Sun*, May 28, 1853, ProQuest Historical Newspapers, 3.

William Fowler lived at the Gardener's Cottage, where he attended to the numerous exotic plants in the adjacent conservatory (Figure 18), as well as the nearby hothouses, grapehouse, and orangery (see Figure 15).

The Gardener's Cottage is the only feature of this complex that is still standing, the other elements having been torn down in more recent periods. An irregular two-story

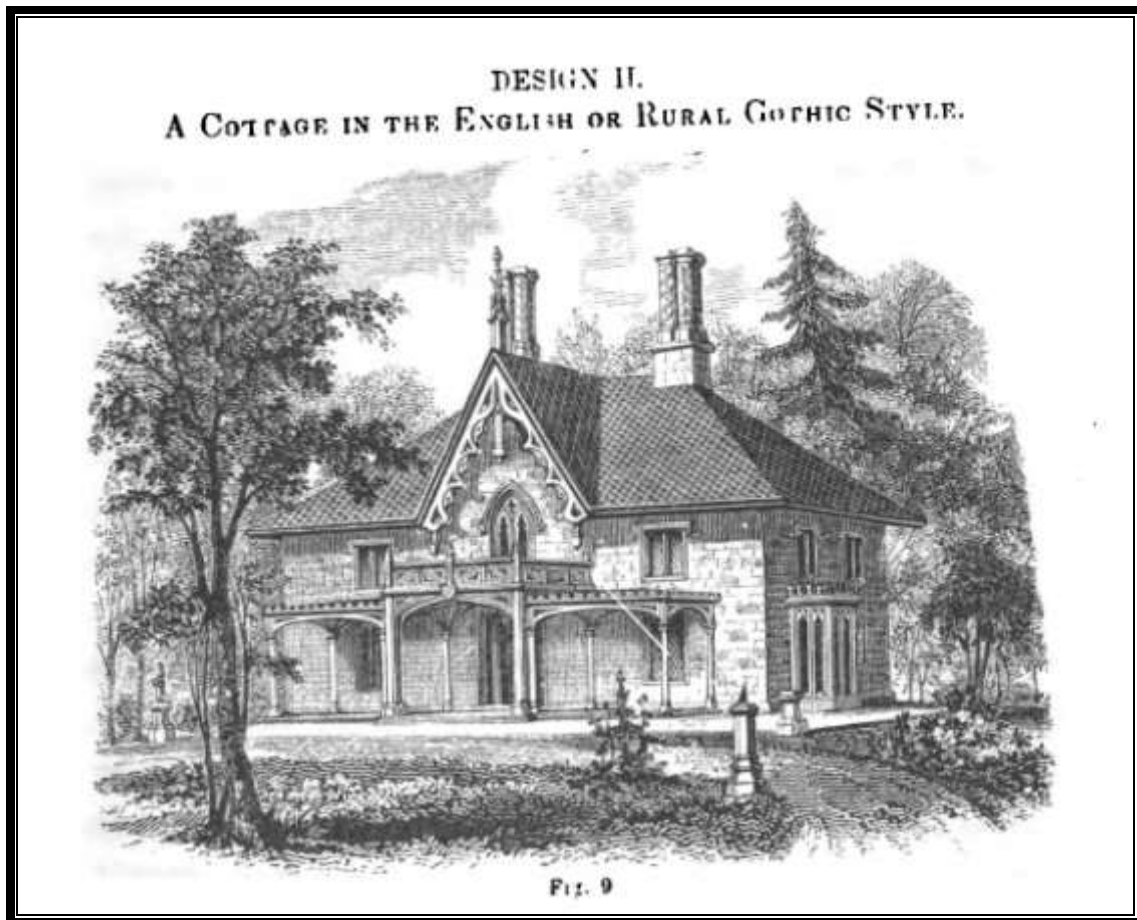


Figure 17: Design II from Downing's *Cottage Residences; or A Series of Designs for Rural Cottages and Cottage Villas, and their Gardens and Grounds Adapted to North America*, Figure 9.⁷⁰

⁷⁰ Andrew Jackson Downing, *Cottage Residences; or A Series of Designs for Rural Cottages and Cottage Villas, and their Gardens and Grounds Adapted to North America* (New York: Wiley & Haldsted, 1856).

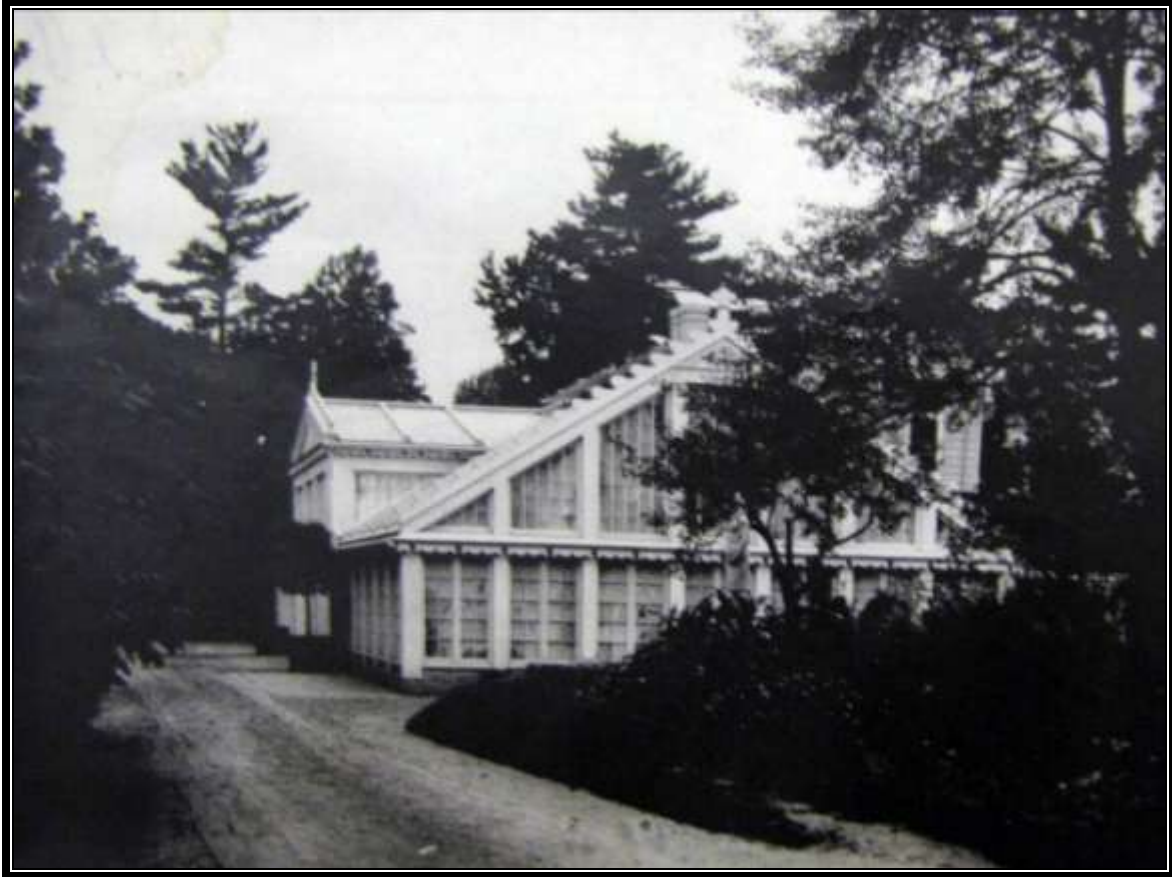


Figure 18: This greenhouse was attached to gardener's cottage on the south elevation. The view is from the east. Courtesy of Civic Works.

brick structure, it also has a two-story frame addition on the rear that was added prior to 1874 (Figure 19). Today, it is in a deteriorated state, and the rear frame addition is at particular risk for demolition by neglect (Figure 20).

Hothouses and Propagating Sheds

The 1874 Martenet Map depicts a row of long, narrow structures, identifiable as greenhouses, the orangery and the grapery (where oranges and grapes are grown, respectively), located northeast of the gardener's cottage, adjacent to the parterre

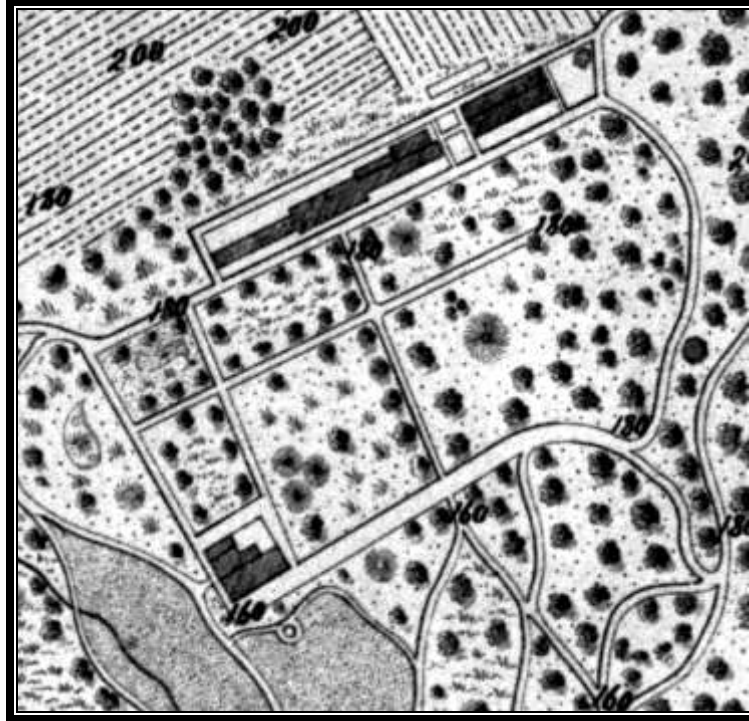


Figure 19: Detail of 1874 map of "The Johns Hopkins University Grounds Clifton" depicting the Gardener's Cottage (center), Conservatory (right), and another hothouse (left).

gardens.⁷¹ They are no longer standing, but it is not clear when they were demolished (See Figure 19).

Farmhouses

The dwellings of the farmer and vegetable gardener no longer exist, nor do any images of these structures survive. The 1874 Martenet Map depicts a structure and outbuilding located southeast of the mansion and directly south of the Gardener's Cottage (Figure 21). While research has not uncovered any images of the structure, this is identified as a farmer's house in the National Register nomination, likely inhabited by

⁷¹ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 9.



Figure 20: Gardener's Cottage September 2010. Photo by author.

Isaac Ledley, his family, and the farm laborers. Ledley was identified as the Farm Manager in the 1860⁷² and the 1870 U.S. Census.⁷³ In the 1870 census, the Ledley household consisted of eleven people (See Table 2). The National Register nomination names an Isaac Ludlow as the estate's farmer,⁷⁴ and the incorrect name likely came from a 1957 *Baltimore Sun* article that uses the same name.⁷⁵

⁷² United States Census 1860, Twelfth District, Baltimore County, Maryland, 125. Accessed through www.ancestry.com

⁷³ United States Census 1870. Twelfth District, Baltimore County, Maryland, 174. Accessed through www.ancestry.com

⁷⁴ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 14.

⁷⁵ William Stump, "The Title Goes to Clifton Park, Where Thousands Enjoy a Wide Variety Of Games" *The Baltimore Sun*, Jul 14, 1957, ProQuest Historical Newspapers, SM8.

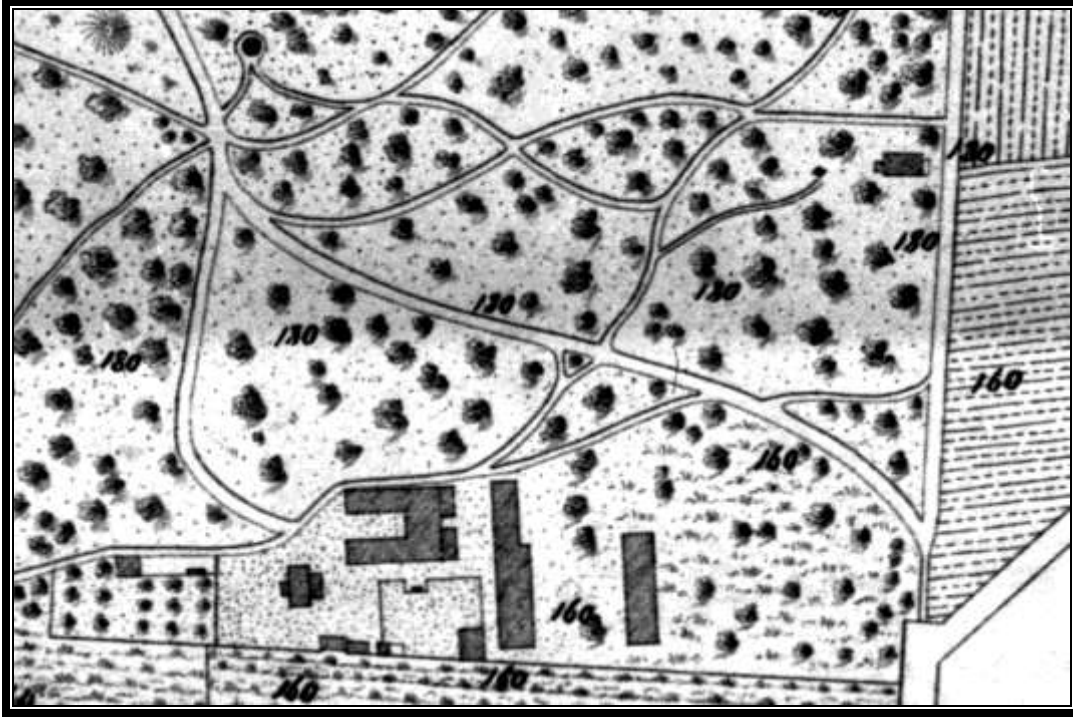


Figure 21: Detail of 1874 Martenet Map. Farmer's house located in northeast corner of map, and agricultural buildings located in south.

Agricultural Buildings

Johns Hopkins had extensive farm land, and his agricultural complex was located southeast of the mansion. It likely consisted of a collection of barns, stables, dairy, corn cribs or other storage structures, a paddock for livestock, and what appears to be an orchard (See Figure 21). Chris Wilson, Construction Manager of the restoration of Clifton Mansion, states that there was a stable boy's residence.⁷⁶ There is no documentation for these structures, and they were completely destroyed by the construction of Lake Clifton in the 1880s that served the municipal water supply.

⁷⁶ Chris Wilson. "Overview of Clifton" On File at Civic Works, Clifton Park

Boathouse, Bathhouse, and Springhouse

Johns Hopkins dammed a spring located to the south of the Gardener's Cottage, and created a lake with an island and rustic bridges.⁷⁷ Hopkins liked to go boating, and there was a boathouse and bathhouses associated with this lake.⁷⁸ There was also likely a springhouse nearby. No images of these features exist, but the 1874 map does give some indication of their location (Figure 22).

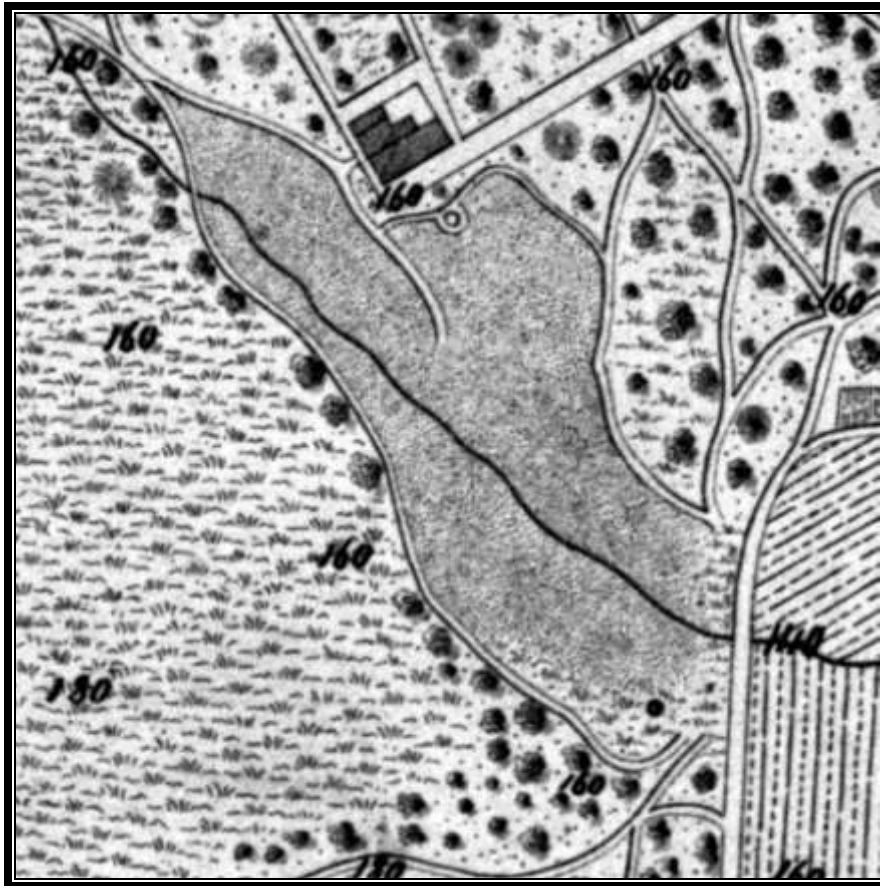


Figure 22: Detail of 1874 Martenet Map depicting the lake adjacent to the Gardener's Cottage. Note the circular structure at the south bank of the lake, which is likely a bathhouse or springhouse.

⁷⁷ "Local Matters" *The Baltimore Sun*, Feb 5, 1852, ProQuest Historical Newspapers, 1.

⁷⁸ Eleanor Chenworth Schwartz. "Clifton Farm". On file at Civic Works, Clifton Park.

Ice House

Like Thompson before him, Hopkins had an icehouse, and he may have reused Thompson's icehouse. Icehouses were located mostly underground, and were typically stone-lined storage vault for holding ice. Sometimes these icehouses would have structures above, other times they were simply a slight hill on the landscape. Johns Hopkins constructed a two-story observatory tower on top of his icehouse. A *Baltimore Sun* article from 1895 mentions the octagonal structure: "The old ice-house, with its observatory top, is another reminder of days gone by." The article then describes how the stand of trees around it now cuts off the view so favored by Johns Hopkins.⁷⁹ Another *Baltimore Sun* article from 1899 admonishes that the "old icehouse with its roomy observatory story should be put in condition. It appears to be in fairly good repair and has a copper roof. If it cannot be made use of, then it should be removed, as in its present condition, it is neither 'ornamental or useful.'"⁸⁰

A photograph of the icehouse also exists, though it is not acknowledged as such. Titled "Two children sitting among trees in front of gazebo," it was likely taken around the same time as *Baltimore Sun* articles were written, based upon the forest growth around it (Figure 23). It is also depicted on the 1874 map as a small octagonal structure to the southeast of the mansion (Figure 24). Today, there is an octagonal pavilion in almost the same location, although it likely dates to the early twentieth century (Figure 25). The National Register nomination mentions that the current pavilion may represent a reconstruction of an earlier structure.⁸¹

⁷⁹ "Rare Trees at Clifton" *The Baltimore Sun*, Jul 30, 1895, ProQuest Historical Newspapers, 6.

⁸⁰ "Clifton Park" *The Baltimore Sun*, Apr 6, 1899, ProQuest Historical Newspapers, 7.

⁸¹ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 26.

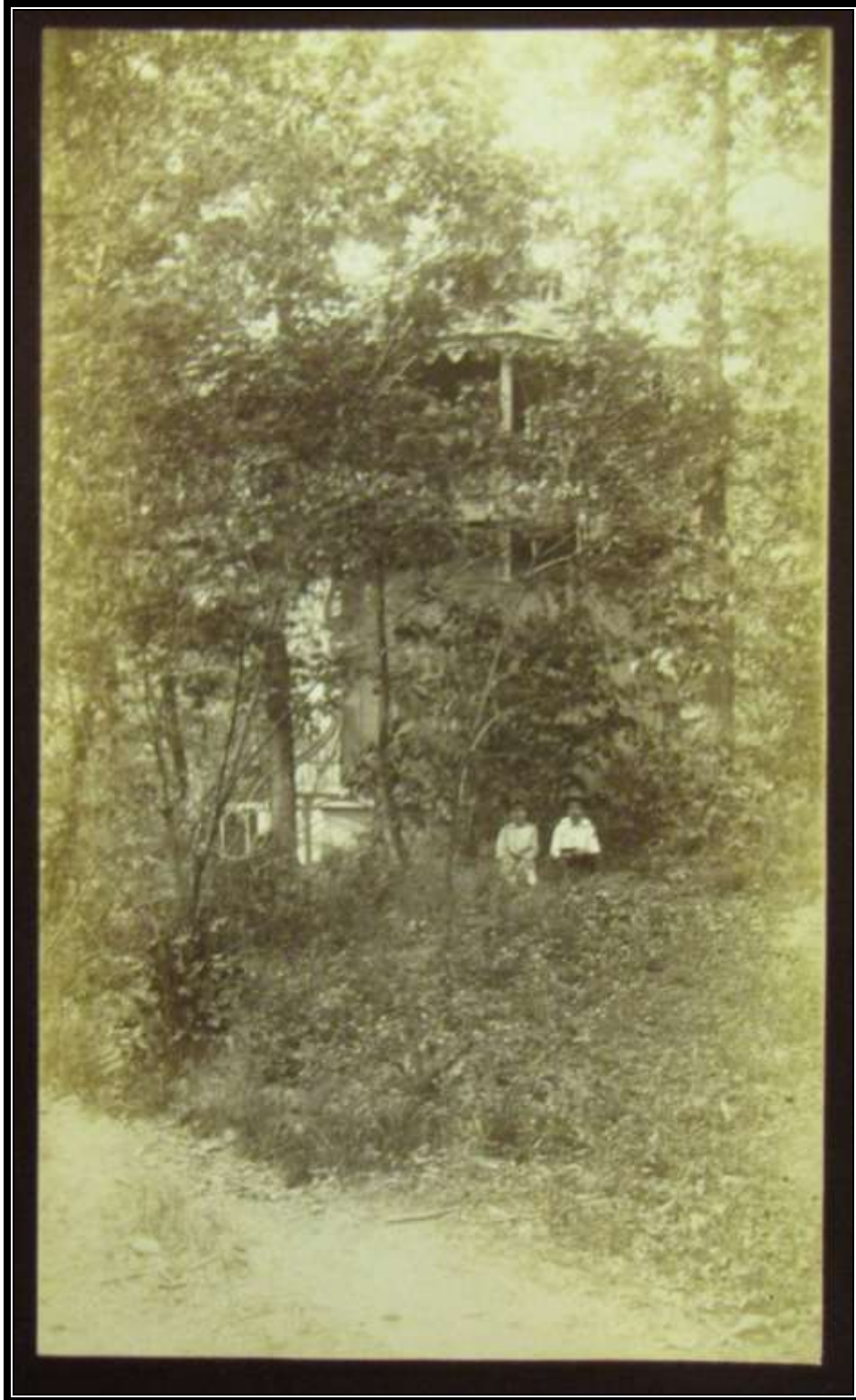


Figure 23: The icehouse with the observatory tower. Courtesy of the Ferdinand Hamburger Archives, Sheridan Libraries, The Johns Hopkins University.

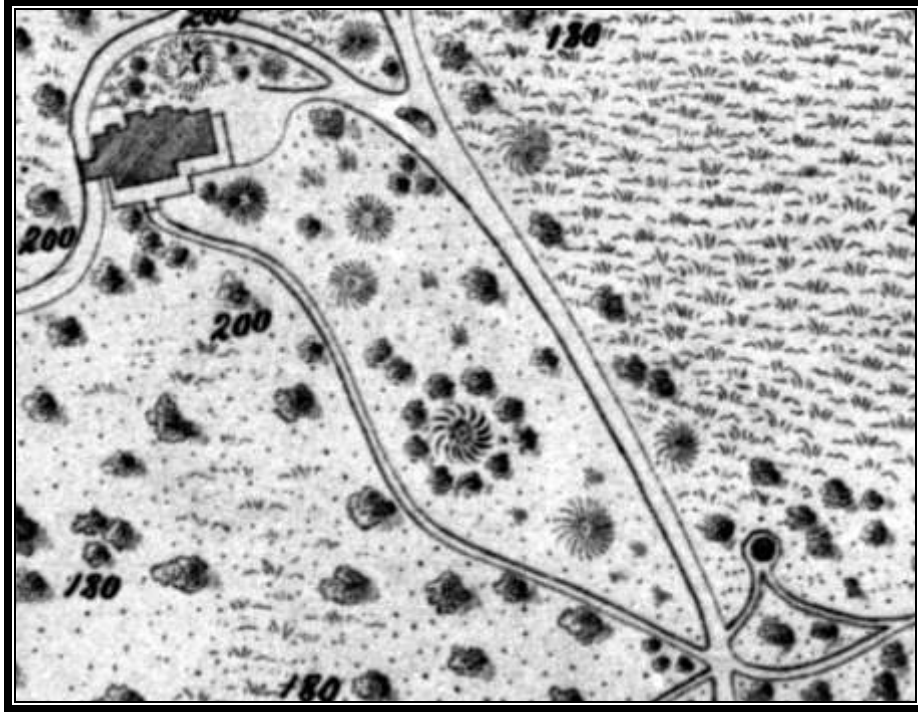


Figure 24: Detail of 1874 Martenet Map, depicting the octagonal icehouse southeast of the mansion.



Figure 25: Pavilion at park today, view from northwest. Note that the pavilion is located on a slight knoll. Photo by author.

Unaltered Structures

Tollgate

While there are no references to any alterations or changes to the tollgate during Hopkins' ownership, two advertisements from the 1850s demonstrate that the tollgate was still in use, and also served as something of a lost and found. Both advertisements had to do with lost cows. This one from 1857, offers the name of the toll keeper as well:

CAME TO THE SUBSCRIBER, on the 13th instant, a small red COW, with white face, white belly and white feet; the shell broken off the left horn. The owner can have the same by paying charges to GEORGE WARD, first Tollgate, Harford road.⁸²

Landscape elements

Johns Hopkins' passion was his gardens and landscaping at Clifton, and these elements were extensive, including an ornamental lake for boating, manicured gardens and landscaping (Figure 26), a parterre garden north of the gardener's cottage, and a circulation system of circuitous roads and paths around the estate (see Figure 11).

Missing Resources

There are also many resources that were likely present on the landscape that aren't accounted for in the documentary record. These include a spring house, privies, trash pits, and root cellars for each of the residences, and possibly even wells in the

⁸² "Classified Ad 11 -- No Title" *The Baltimore Sun*, Oct 24, 1857; ProQuest Historical Newspapers, 3.

portions of the property that were not located near the spring, such as the farmer's houses and agricultural buildings.

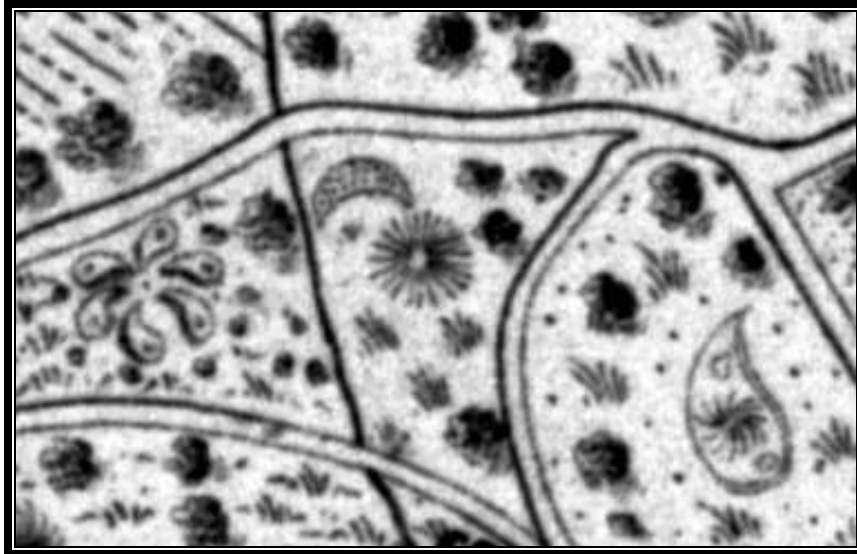


Figure 26: Detail of 1874 Martenet Map depicting the landscaping by the parterre gardens.

St. Vincent de Paul Cemetery

While St. Vincent de Paul Cemetery is located within Clifton Park, the 5-acre parcel is not owned by the city and so is not part of the Master Plan and is not interpreted or maintained by the city. Indeed, actions by the city have done much to damage the Catholic cemetery (Figure 27 and Figure 28). When the golf course was expanded by the city, bodies were not reinterred, and headstones were removed. The cemetery was also subjected to vandalism in the 1960s.⁸³ According to historian Jane Wilson, some

⁸³ Jacques Kelly. "Descendants want unmarked cemetery to be maintained" *The Baltimore Sun*. July 18, 2010. http://articles.baltimoresun.com/2010-07-18/news/bs-md-cemetery-disrepair-20100718_1_unmarked-graves-buried-descendants/2. (accessed November 1, 2010)



Figure 27: Group of headstones by the Shops building, September 2010. Photo by author.



Figure 28: Headstones from cemetery. Photo by author.

headstones were dumped into Herring Run in the 1980s,⁸⁴ but other headstones remain in Clifton Park, in four clusters near the Shops building. The clusters include at least one monument that is in place, surrounded by a jumble of moved headstones. Of the stones that could be read, many of them are for Irish and Italian immigrants from the late nineteenth to early twentieth centuries. Some of the headstones are in Italian. A group of descendents and amateur genealogists formed this year to ensure that the cemetery was maintained and recognized.⁸⁵

The cemetery deserves mention for a couple of reasons. First and foremost, it is another neglected cultural resource like the archaeological resources in the park, and indeed, it is the first archaeological site in the park that will be listed with the Maryland Historical Trust.⁸⁶ It also is important in the context of Hopkins' ideology regarding his estate. Andrew Jackson Downing, the foremost proponent of the rural architecture movement, originally began his career advocating for and designing rural cemeteries inspired by the English landscape school. He then applied these same principles to residential landscapes. In 1853, Johns Hopkins sold 5.5 acres of his estate to the St. Vincent de Paul Church for use as a cemetery.⁸⁷ The land for the cemetery is located southeast of the mansion, on the edge of his property. The location of the cemetery, and Hopkins' extensive knowledge of and support for the rural architecture movement, strongly suggest that this cemetery was another, currently unacknowledged, intentional aspect of his picturesque landscape. He could have easily sold the church a portion of his

⁸⁴ Jane B. Wilson. *The very Quiet Baltimoreans: A Guide to the Historic Cemeteries and Burial Sites of Baltimore*. (Shippensburg, PA: White Mane Publishing Press, Inc., 1991), 47.

⁸⁵ Kelly.

⁸⁶ Jennifer Cosham, email communication with author, August 19, 2010.

⁸⁷ Wilson, 47.

estate adjacent to Harford Rd., or Erdman Ave., but the choice of a parcel within view of the mansion, suggests that the cemetery itself was intended to be another element of his pleasure gardens.

Figure 29 depicts all of the documented potential archaeological sites from Hopkins's era.

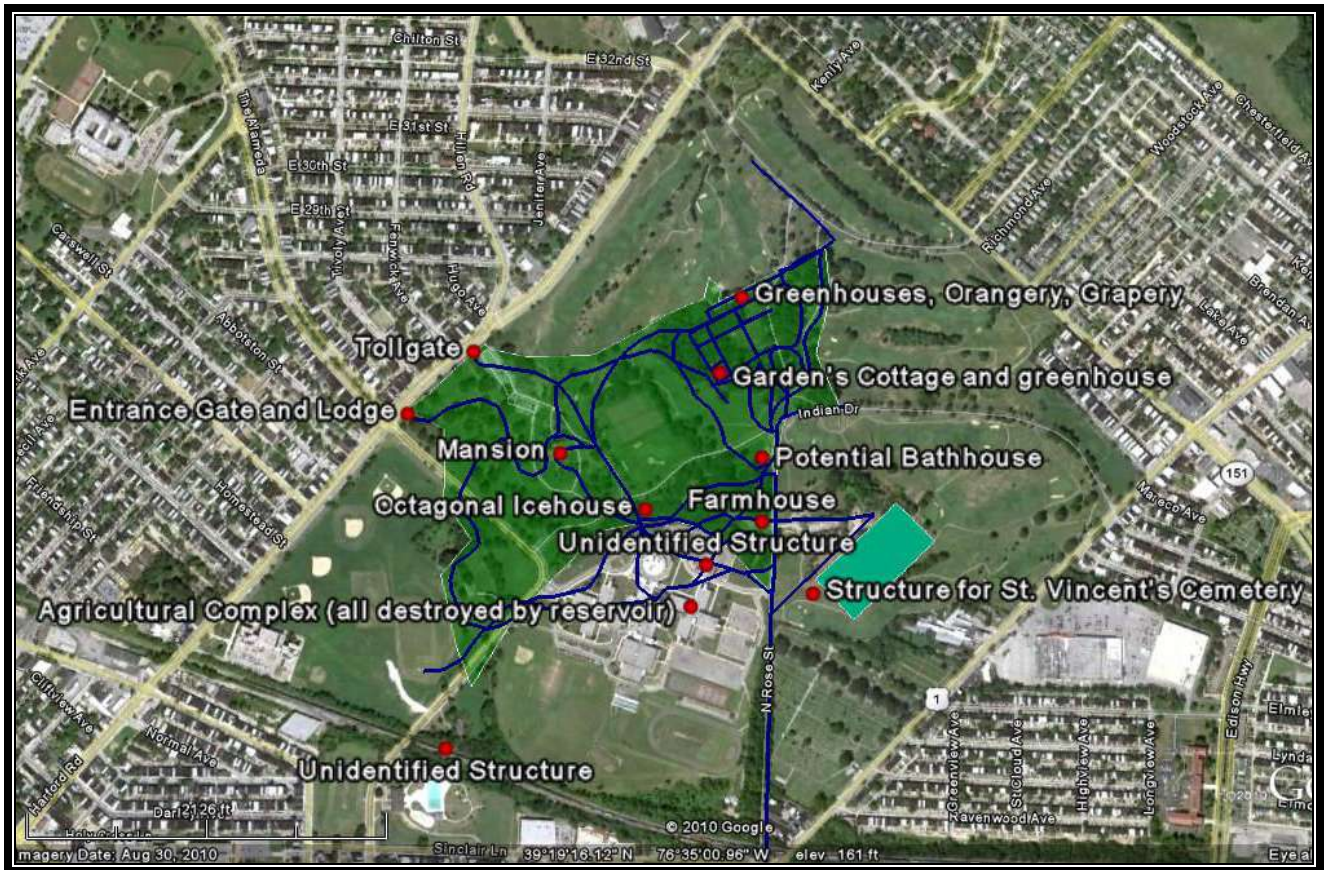


Figure 29: Known potential archaeological resources at Clifton Park from Hopkins' Era. The blue lines represent paths and drives, the green area represents the landscaped area of Hopkins' estate, and the pale green represents St. Vincent's Cemetery. © 2010 Google Earth.

Johns Hopkins University Era (1874-1894)

Brief History

Johns Hopkins intended for Clifton to be the site of his University, and for almost twenty years following his death, it was owned and managed by the University trustees. In 1873, the same year as Hopkins' death, an article in *Appleton's Journal of Literature, Science, and Art* describes the planned University grounds:

The magnificent estate of Clifton, just on the eastern suburbs of the city, and containing four hundred acres, is to be the site of a university, endowed with probably three million dollars. Clifton is the finest private property in the neighborhood of Baltimore...It is already parked out, and is prepared, with but little change, to become the free pleasure-ground it is ultimately to be, by winding paths and wooded slopes, tree-dotted meadows, exotic evergreens almost unsurpassed anywhere in the United States in size and symmetry, and vast ranges of conservatories filled with rarest flowers. In the midst of such surroundings will stand the buildings of the university, within the design of which is included a Law, Medical, Classical, and Agricultural School.⁸⁸

Ultimately, a different site was chosen for the University, on the grounds of another historic estate – Homewood. In the final quarter of the 19th century, Clifton was located several miles from the center of Baltimore City, and deemed too far away from the city in the era of horse and carriage.⁸⁹

During the University's ownership of Clifton, not much changed in terms of the landscaping, roadways, etc. Mr. Fowler, the landscape gardener, remained at Clifton, and it was still actively farmed. However, it slowly became more popular as a park for

⁸⁸ *Appleton's Journal of Literature, Science, and Art.*, Vol. 9, No. 197-223, 1873 (New York: D. Appleton and Company) 596.

⁸⁹ Thom, 77.

Baltimore citizens, and the horse-drawn buses from Johns Hopkins University, then located downtown on Howard street, would bring students to the Clifton grounds to play football and tennis.

Additions

Valve House (Gate House)

The octagonal Valve House, or gate house, was constructed by the City's Water Board in 1887/1888 after it took 44 acres of Clifton from the University for the municipal water supply reservoir (Figure 30). It was constructed to house machinery, large gates or valves, for the operation of Lake Clifton. Separately listed on the National Register, the Valve House is still extant, although it is in serious disrepair (Figure 31). It is on the "Watch List" of Baltimore Heritage, Inc., a local non-profit historic and architectural preservation organization that works to preserve and promote Baltimore's historic buildings and neighborhoods through advocacy and education. The Watch List is a "compilation of historic buildings that deserve to be preserved but whose fates are not certain."⁹⁰ Thus far, no adaptive reuse plans have come to fruition.

Water Board House

Although it is not clear when this structure was built, it is presumed to have been constructed soon after the Valve House, as the house was adjacent to it. The house is

⁹⁰ Baltimore Heritage, Inc. "Watch List." www.baltimoreheritage.org/advocacy/watchlist/ (accessed December 14, 2010).



Figure 30: View of filtration plant and Clifton Reservoir with two children in foreground circa 1890. Courtesy of the Ferdinand Hamburger Archives, Sheridan Libraries, The Johns Hopkins University.



Figure 31: Valve House in September 2010. Facing southeast. Photo by author.

depicted in the 1896 Bromley Atlas,⁹¹ and this structure was in use and extant at least through 1957. An 1899 Letter to the Editor in the *Baltimore Sun* titled “A Domestic Scene in Clifton” shows that the location and use of this farmhouse was not approved by everyone. Based upon the described location of the house and the author’s note that it is owned by the water board, this letter seems to reference this house:

Standing on the porch of the Hopkins mansion there is a picturesque view of the lake through a vista of the oaks, with a portion of the city in the distance. The view, however, is robbed entirely of its attractive features by the small residence and stable, which cut off much more that might otherwise be seen. The ‘week’s wash,’ which was conspicuously flapping in the breeze, consisting as it did of the usual ‘garments,’ seemed so thoroughly out of place in park scenery...the location is most certainly a serious mistake.

The author then suggested that the house and stable be moved to the other side of the roadway, where it wouldn’t mar the view.⁹²

Despite the citizen’s concern for the viewshed from Clifton, the house and stable was not moved. The 1914 Topographical Atlas of the City of Baltimore depicts an irregularly-shaped frame building in the same location.⁹³ A 1915 document outlining an electrical light system plan for the park, notes the “gate keeper’s residence” next to the “gate house” or valve house, where this same farmhouse was inhabited by a Water Board

⁹¹ Bromley, George W. and Walter S. *Atlas of the City of Baltimore, Maryland from actual surveys and official plans*. (Philadelphia: G.W. Bromley and Co., 1896), Plate 19.
http://mdhistory.net/msaref07/bc_ba_atlases_1876_1915/html/bc_ba_atlases_1876_1915-0220.html (accessed on September 22, 2010.)

⁹² “A Domestic Scene In Clifton.” *The Baltimore Sun*, May 22, 1899; ProQuest Historical Newspapers, 9.

⁹³ The Topographical Survey Commission, *Atlas of the City of Baltimore, Maryland made from Surveys and Official Plans by the Topographical Survey Commission, 1914*, (Baltimore: Topographical Survey Commission, 1915), Sheet 2 N -2 & 3 E. Accessed on September 15, 2010. Accessible at:
http://mdhistory.net/msaref07/bc_ba_atlases_1876_1915/html/bc_ba_atlases_1876_1915-0697.html

employee to monitor the machinery for the reservoir.⁹⁴ A 1935 map produced by Stieff does not depict the former farmhouse, but it also does not depict much in detail regardless. A photograph from the George Sandruck Collection shows the house sometime in the late 1940s or early 1950s in the background of a cycling race around the reservoir (Figure 32). Sandruck was a cyclist with the Chesapeake Wheelman, a cycling club established in 1946. They trained and raced on the track around the Clifton Reservoir.



Figure 32: View of the Water Board house and garage. Facing north from the road around the Clifton Reservoir. George Sandruck Archive. Courtesy of John Cox.

⁹⁴ “Clifton Park” National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, p. 4.

A 1957 article about Clifton Park notes that Charles H. Heintzman Jr., the superintendent of the park, lived in a house “down by the fortresslike valve house, near the reservoir.”⁹⁵ It is unclear when the house was demolished.

Landscape Elements

The property was significantly changed by use of the property as part of the municipal water supply system and its necessary infrastructure.

Lake Clifton

This large oval reservoir was part of the municipal water supply of the city, and covered a large portion of the southern part of the property.⁹⁶

St. Lo Drive

The current-day St. Lo Dr. was once Washington St, which was constructed at the same time as the Valve House and Lake Clifton.

Railroad

The 1896 Bromley Atlas depicts the Baltimore and Ohio Railroad Belt Line cutting across the southern portion of the park, and this was likely constructed while the University owned the property.

⁹⁵ Stump, SM8.

⁹⁶ National Register of Historic Places, Clifton Park, Baltimore, (Independent City), Maryland, National Register # 07000941, Section 7, 15.

Boating Lake

The 1896 Bromley Atlas does not depict the Hopkins Era boating lake, suggesting that it was filled in at some point prior to the creation of the map.

Demolitions

The construction of Lake Clifton destroyed the agricultural complex of Johns Hopkins, and there is no likelihood that any evidence of this complex remains archaeologically.

Figure 33 depicts all of the known potential archaeological sites from The Johns Hopkins University era.

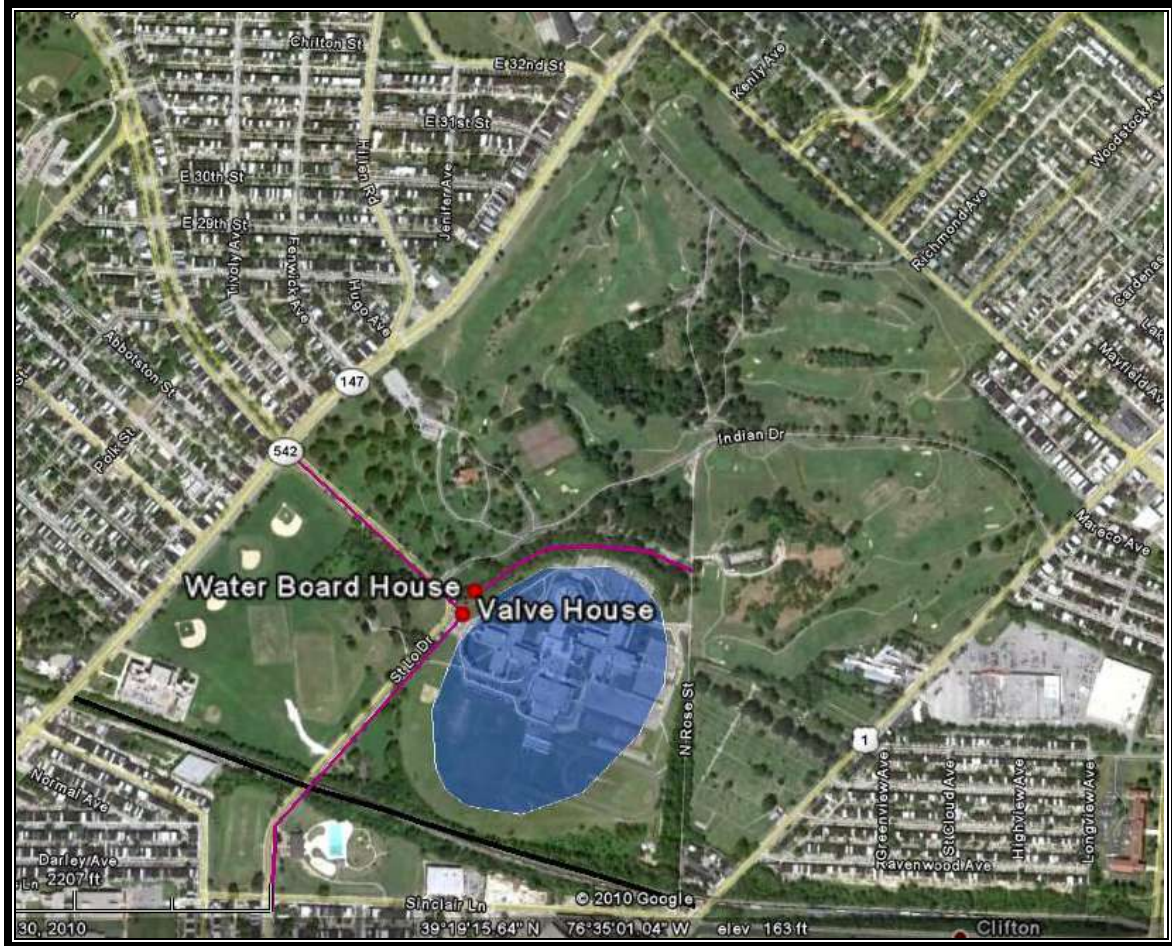


Figure 33: Known potential archaeological resources at Clifton Park from The Johns Hopkins University Era. The purple lines represent paths and drives, the black line represents the railroad, and the blue area represents the reservoir. © 2010 Google Earth.

City ownership (1895-Present)

Brief History

In 1895, the trustees of the Johns Hopkins University sold the remainder of Clifton Park to the City of Baltimore, having chosen another site for the University. The 1895 Park Commissioners report on Clifton has an inventory of buildings, and notes that the farming operations were still underway at Clifton. The building inventory included these buildings:

- Mansion House (26 rooms and 3 closets)
- 1 frame farmhouse, 3 stories, slate roof, 9 rooms
- 1 frame house, 3 stories, 12 rooms (Hilltop House)
- 3 frame greenhouses, 300 feet long in all
- 1 gardener's house, brick, 2 stories, 8 rooms, with greenhouse attached
- 1 brick greenhouse, 100 feet long
- 1 porter's lodge of brick, arched entrance, with 2 rooms on each side⁹⁷

For the first decade of city ownership, the park seems to have simply been used in the same manner that it was when it was owned by the University – that is, as a farm and semi-formal park. This prompted a concerned Letter to the Editor in the *Baltimore Sun* in 1897, in which the author, writing with the pseudonym A.G. Ricola (Agricola) berated the city: “Messrs. Editors: The citizens of East Baltimore are anxious to know just how long Clifton Park is to remain a farm instead of a so-called park. On a visit there recently I learned that extensive farming operations are again in vogue...and in consequence the restrictions on visitors greater.”⁹⁸ The article also mentions the presence of ballgrounds on the property, indicating the shift to recreation at the park. A month later, the Northeast Baltimore Improvement Association complained of a lack of improvement to

⁹⁷ National Register Inventory Form, Section 8, p.7, citing *Thirty-sixth Annual Report of the Public Park Commission for the Year Ending December 31, 1895*, Baltimore,: John B Kurtz, 1896, 15.

⁹⁸ “Clifton Park or Clifton Farm?,” *The Baltimore Sun*, Apr 13, 1897, ProQuest Historical Newspapers, 8.

the park, specifically citing the lack of lights around the park, a lack of drinking water, water closets, and shelter from the rain.⁹⁹

An 1898 article discusses plans for improvement at Clifton Park, including new drives, walks, and flower beds around the Mansion House, one hundred additional benches to be added to the park, and the movement of the baseball grounds to a field on the Harford Road side of the park, south of the road leading to the pump house, so that tennis courts and a playground can be placed in the location of the ball grounds.¹⁰⁰ Improvements to the park were slowly implemented over the first decade of city ownership. These additions and alterations were meticulously recorded in the Annual Reports of the Public Park Commissions, and should be referred to in further research regarding changes to the landscape of Clifton during this time period. What is discussed in the rest of the section is simply a cursory overview, as it has been recorded in much greater detail elsewhere, and does not clearly reference potential archaeological resources that are no longer extant, as all of the structures mentioned in this chapter are still standing. However, the recent past of this park is very important, and should be acknowledged.

In 1904, the city hired the Olmsted Brothers firm to develop a plan for a system of city parks. The *Report Upon the Development of Public Grounds for Greater Baltimore* outlined a plan for Baltimore's parks that was akin to Boston's Emerald Necklace, a network of six types of parks. The city's anchor parks, Druid Hill, Clifton, and Patterson, would be linked by smaller parks and parkways. The report did not have any great recommendations for Clifton Park besides the procurement and sale of some parcels of

⁹⁹ "Clifton Park, So Called," *The Baltimore Sun*, May 14, 1897, ProQuest Historical Newspapers, 10.

¹⁰⁰ "Clifton Park Improvements" *The Baltimore Sun*, Apr 8, 1898, ProQuest Historical Newspapers, 10.

land on its edges.¹⁰¹ The Olmsted Brothers firm developed plans for Clifton Park on a case-by-case basis, as the city never hired them to do a park-wide site plan. The firm developed plans numerous sites and structures in the park, and much of their work is still present on the landscape today in the “landscaping, building orientation and design solutions for the athletic grounds, swimming pool, band shell, baseball fields, children’s playground, and Washington Street.”¹⁰²

The years 1916 and 1917 were a turning point for Clifton Park and marked its transformation into one of the premier parks in the country, with the construction of an 18-hole golf course and the country’s largest concrete swimming pool.¹⁰³ The park had over 30 tennis courts, as well as playgrounds and athletic fields, gaining the title of being Baltimore’s “Elysian Fields”. The golf course, pool, athletic fields, and tennis courts are still very popular at Clifton Park. Famous tennis players such as Arthur Ashe and Pam Shriver played at Clifton Park.

The Public Parks Commission maintained extensive records of their additions and alteration to their parks, and these were published in annual reports. Due to the plethora of information about Clifton Park published in these reports, the contents will not be reproduced in full here. Additionally, the documentation of the construction of buildings during the twentieth century is very well documented, and therefore, this section will merely list these structures and provide a photograph. For more detail, refer to the National Register nomination.

¹⁰¹ Olmsted Brothers, 51-52.

¹⁰² National Register Nomination Form, Section 7, p.19.

¹⁰³ *Ibid.*, Section 8, p.10.

New Additions

Superintendent's House

The Superintendent's House, a rare example of stick architecture in Baltimore City, is located in the northeastern portion of the park (Figure 34). Formerly the residence of various park superintendents, it is now empty. It was constructed in the latter years of the 1890s – a small article published in 1895 in the *Baltimore Sun* announced that “Mr. Jackson Gott [unclear], architect, has completed plans for a keeper's cottage in Clifton Park, to cost \$2,200.”¹⁰⁴ This was completed within the year, as the 1896 Bromley Atlas depicts the house, with its main block and rear kitchen ell.¹⁰⁵ The 1914 Atlas depicts the house as a frame structure, and also depicts the driveways surrounding it.¹⁰⁶

Bandstand

In 1908, the City constructed a bandstand for Clifton Park. (Figure 35) Originally a classical temple, the structure stood until 1947 when it was destroyed by fire.¹⁰⁷ The bandshell was partially rebuilt, and was in use until 1964. It still stands today.

¹⁰⁴ “Keeper's Cottage at Clifton.” *The Baltimore Sun*, Oct 8, 1895, ProQuest Historical Newspapers, 10.

¹⁰⁵ George W. and Walter S. Bromley. *Atlas of the City of Baltimore, Maryland from actual surveys and official plans*. (Philadelphia: G.W. Bromley and Co., 1896), Plate 19.

http://mdhistory.net/msaref07/bc_ba_atlases_1876_1915/html/bc_ba_atlases_1876_1915-0220.html (Accessed on September 22, 2010.)

¹⁰⁶ The Topographical Survey Commission, *Atlas of the City of Baltimore, Maryland made from Surveys and Official Plans by the Topographical Survey Commission, 1914*, (Baltimore: Topographical Survey Commission, 1915), Sheet 2 N -2 & 3 E.

http://mdhistory.net/msaref07/bc_ba_atlases_1876_1915/html/bc_ba_atlases_1876_1915-0697.html (accessed on September 15, 2010.)

¹⁰⁷ National Register Inventory Form, Section 7, Page 26.



Figure 34: Superintendent's House, September 2010. Photo by author.

Bathhouse

The bathhouse was designed by the architecture firm Wyatt and Nolting and constructed in 1916 (Figure 36).

Mother's Garden

Designed in 1926, Mother's Garden was created in the northern portion of the park, by the intersection of Harford and Erdman Avenues (Figure 38). It was intended to honor mothers in the City of Baltimore, and it is a garden for "old-fashioned flowers." The garden still retains its original plan and built features, including a pergola, lily pond bridge, and a "rest pavilion."¹⁰⁸

¹⁰⁸ National Register Nomination Form, Section 7, 21.



Figure 35: Bandstand at Clifton Park prior to 1947 fire. Courtesy of Thomas Paul.



Figure 36: Bath House at Clifton Park, after 1917. Courtesy of Enoch Pratt Free Library, Mayland's State Library Resource Center, Baltimore, Maryland.

Shops Building

The shops building was constructed in two phases. Originally, the Parks Commission constructed a stable and wagon shed in 1899, and in the 1930s constructed a Spanish Mission style courtyard building as an addition.¹⁰⁹ (Figure 37) It is used today by the Baltimore City Parks and Recreation maintenance crews.



Figure 37: The Shops Building, September 2010. Photo by author.

¹⁰⁹ National Register Inventory Form, Section 7, p.21.



Figure 38: View of “rest pavilion” in Mother’s Garden, facing west. September 2010. Photo by author.

Alterations

Mansion

The mansion has been significantly altered during the city’s ownership. After being essentially abandoned during the University’s tenure, the city began using the structure for multiple purposes. The most significant alteration was in the early 1960s, when the snack bar and pro shop for the golf course was moved to the first floor of the house, and locker rooms were added to the first floor.

Clifton was designated as a Baltimore City Landmark in 1975. A restoration of the house later that year led to a fire in the second floor, which caused significant damage.

More recent developments will be discussed later in this chapter.

Lake Clifton

In 1962, Lake Clifton was filled in for the construction of Lake Clifton High School. Today, two schools use the building.

Demolitions

In the early twentieth century, the State Roads Commission was created to provide adequate roads. In 1909, the Commission acquired the Belair, Harford, and York Turnpikes, and abolished the tollgates located on them. The State Roads Commission was tasked with constructing “first-class” roads across the state of Maryland, and free for use.¹¹⁰

Tollgate

The tollgate for the Baltimore Harford Turnpike was put out of commission in 1909. The removal of the tollgate was announced by the Northeast Baltimore Improvement Association in June 1910. Harford Road was slated for expansion and improvement, and thus the tollgate was torn down. This tollgate, as well as several other in the area, were “removed” in 1911 as part of the dissolution of the turnpike system in favor of public roads.¹¹¹ The proposed demolition drew several protests in the editorial section of the *Baltimore Sun*. One concerned citizen, H.R. Hook of Hamilton, Maryland

¹¹⁰ “Tollgate Days Limited” *The Baltimore Sun*, Jun 4, 1910, ProQuest Historical Newspapers, 14.

¹¹¹ “Elkton Democrats Out”, *The Baltimore Sun*, Oct 22, 1911, ProQuest Historical Newspapers, 10.

wrote an editorial titled “Preserve Historic Harford Road Tollgate For The Wonder Of Posterity,” where he suggested that the Park Board to have it moved to a location in Clifton Park “and protect it by an iron railing fence or hedges...It will be a memorial, too, especially to the younger generation, whereas demolition will mean prevention in reality.”¹¹²

Lewis Beeman Browne, also writing from Hamilton, Maryland, opined in an editorial titled “Why Not Make that Tollgate at Clifton Park of Some Public Use, Instead of Burning it?” In it, he states “Its situation makes it convenient to be incorporated with the park, and used as a rest house or comfort station. It is picturesque enough to be worth saving and passing down to our children as a relic of former days. Soon there will be no more tollgates anywhere. Let this one be kept, that the future generations may know what a tollgate looked like.”¹¹³

A photograph of the tollgate appeared in a 1910 *Baltimore Sun* article about the impending demolition of the tollgate. It depicts a single story structure with a front gable roof and a small front porch with the words “First Toll Gate” written above the porch. Attached to the tollhouse is a larger, two story, single pile, side gable structure, likely an I-house. This is likely the toll keeper’s home. The gate itself is depicted in the left portion of the photograph, and to the far left is another structure.¹¹⁴ The likelihood of archaeological evidence of the tollgate and tollhouse is lessened by the fact that Harford

¹¹² H.R. Hook, “Preserve Historic Harford Road Tollgate For The Wonder Of Posterity”, *The Baltimore Sun*, Feb 1, 1911, ProQuest Historical Newspapers, 6.

¹¹³ Lewis Beeman Browne, “Why Not Make That Tollgate At Clifton Park Of Some Public Use, Instead Of Burning It?” *The Baltimore Sun*, Nov 3, 1910, ProQuest Historical Newspapers, 6.

¹¹⁴ PP23.145 - Tollgate on Park Rd. near Clifton Park, 1909. Neg Z8.640.PP23. . Maryland Historical Society, Worthington Collection, c.1899-1930, Baltimore.
<http://www.mdhs.org/Library/Images/Mellon%20Images/Z5access/z5-0184.jpg> (accessed September 12, 2010).

Road was widened twice in the early twentieth century – in 1911, which was impetus for the demolition of the tollgate, and again in 1926.¹¹⁵ It is possible archaeological evidence of the tollhouse or outbuildings exists on the roadside, or even underneath the road.

Entrance Gate and Porter's Lodge

The gatehouse and porter's lodge stood until 1911, when Harford Road was widened. A photograph from that year depicts its demolition.

Figure 39 shows all of the alterations to Clifton Park during the City's ownership, and Table 1 shows all of the known and presumed alterations and archaeological potential at Clifton Park.

¹¹⁵ Holcomb, 135.



Figure 39: Known Potential Archaeological Resources and architectural additions to landscape during Baltimore City’s ownership of Clifton Park. The orange lines represent streets and paths, and the yellow overlay represents alterations to the landscape. ©Google Earth 2010.

Table 1: Known and Presumed Alterations and Archaeological Potential at Clifton Park

Thompson Era	Hopkins Era
<p><i>Known Resources</i> Mansion House</p> <p>Tollgate 2 Garages Ice House Smokehouse Root cellars</p> <p><i>Presumed Resources</i> Slave Quarters Barns Stables Springhouse Dairy Chickenhouse Trash pits Privy</p>	<p><i>Known Resources</i> Mansion House Entrance gate and Porter's Lodge Gardener's Cottage Greenhouses Orangery Grapehouse Icehouse Farmhouse Agricultural complex St. Vincent's Cemetery Extensive landscaping Roads and paths Bathhouse Springhouse Unidentified Structures</p> <p><i>Presumed Resources</i> Privy Trash pits Smoke house Dairy</p>
The Johns Hopkins University Era	Baltimore City Era
<p><i>Known Resources</i> Valve House Water Board House Lake Clifton Landscape Alterations Roads and paths</p> <p><i>Presumed Resources</i> Stables Barns Springhouse Agricultural outbuildings Privies</p>	<p><i>Known Resources</i> Superintendent's House Shops Building Bathhouse Bandstand Mother's Garden Unidentified Structures Clifton Park High School Extensive landscaping Roads and paths</p>

The Recent History of Clifton Park, and Its Future

In 1993, the non-profit organization that runs the city's golf course moved into a newly constructed clubhouse, leaving Clifton empty once more. That same year, the City

leased Clifton to Civic Works, Inc., a Baltimore City affiliate of the Americorps Program. Civic Works has a mission of job training and community service, which fit well with a building in desperate need of restoration. Since becoming a tenant at Clifton, Civic Works has procured over \$250,000 in funds to restore the building from the Maryland General Assembly, the National Trust for Historic Preservation, and the Maryland Historical Trust. Civic Works hired Chris Wilson to oversee the mansion's restorations.

There are three Friends-of groups associated with Clifton and Clifton Park. The non-profit Henry Thompson of Clifton Society raised money in 2001 to restore the mansion's original dining room. In 2004, the Friends of Clifton Mansion raised \$200,000 for restoration of the mansion, and Baltimore's Parks and Recreation Department supplied \$250,000 towards replacing the roof. A third non-profit, the Friends of Clifton Park, is "dedicated to the preservation, protection and improvement of Clifton Park, its historic structures, landscapes, athletic fields and waterways," but it doesn't seem to be very active.¹¹⁶

There has been a lot of activity in and around Clifton Park in recent years. It was listed on the National Register of Historic Places in 2007, and the Master Plan as developed in 2008. In 2009, CivicWorks began a sustainable agriculture program in Clifton Park called Real Food Farms. This is an innovative urban agricultural program that cultivates fresh produce on six acres in Clifton Park. Real Food Farm "works toward a just and sustainable food system by improving neighborhood access to healthy food, providing experience-based education, and developing an economically viable,

¹¹⁶ Friends of Clifton Park, "Mission Statement", www.friendsofcliftonpark.org (Accessed October 27, 2010).

environmentally responsible local agriculture sector.”¹¹⁷ Agriculture and social justice are growing in the park. There has been a lot of energy, time, passion and community involvement and outreach in Clifton Park in recent years, and there are many constituents who are invested in the future of Clifton Park. Clifton Park has a rich, multi-layered past, and is poised to embark on a stunning revitalization.

¹¹⁷ Real Food Farm, <http://www.real-food-farm.org> (Accessed November 8, 2010).

Chapter 4: The Preservation of Archaeological Resources in Clifton Park

As illustrated by the previous chapter (see Table 1), there is high potential for intact archaeological deposits in Clifton Park, particularly in the area designated as the historic core in the Master Plan. These resources offer a great opportunity to enhance the goals of the Master Plan. However, there have been no excavations on the Clifton property,¹¹⁸ and therefore there are no recorded archaeological sites at Clifton Park. The one recorded site, St. Vincent's Cemetery, is not owned by the city and is not a part of Clifton Park, although it is completely surrounded by the park and has been negatively affected by the park's actions. These potential resources are not protected at the Federal or State level.

Local Protection for Archaeological Resources

There is also no protection for archaeological sites at the local level in Baltimore City. Baltimore City differs from every other local government in Maryland in that it is an incorporated city with both a city charter and a home rule charter. This gives it a broad base of power. Under these charters, the General Assembly cannot enact local laws

¹¹⁸ John Ceikot at Civic Works informed me that an excavation was conducted in the main stairwell of Clifton. However, no report was published, and is not on file with the Maryland Historical Trust.

for Baltimore City if the city's Charter has granted it jurisdiction.¹¹⁹ As a home rule government, it is not subject to the enabling legislation of Maryland.

Article 6 of the City Code, which pertains to historical and architectural preservation, does not explicitly protect archaeological sites. However, the definition of “structure,” which is protected under Article 6, could be interpreted to include sites. The definition is “any creation by man or nature,”¹²⁰ which is actually so broad that it could include just about every tangible object in the world. However, the use of the word “structure” within the code clearly refers to a building.

Article 6 requires that structures located in local Preservation Districts or are separately listed on the local Baltimore City Landmarks list are subject to review by CHAP as described below:

§ 4-1. HCD permit required.

(a) Exterior Structures.

No person may undertake any of the following actions for or with respect to any structure in an Historical and Architectural Preservation District or on the Landmark List: Exteriors or the Special List: Exteriors without first obtaining a permit do so from the Department of Housing and Community Development:

- (1) any reconstruction, alteration, or removal of any exterior architectural feature;
- (2) any change in the exterior color by painting or other means;
- (3) any excavation;
- (4) the construction or erection of any building, fence, wall, or other structure of any kind; or
- (5) any exterior demolition of a structure.

(b) Interior structures.

No person may undertake any of the following actions for or with respect to any structure on the Landmark List: Public Interiors or the Special List: Public Interiors without first obtaining a permit do so from the Department of Housing and Community Development:

- (1) any reconstruction, alteration, or removal of any interior architectural feature;

¹¹⁹ *Thurgood Marshall Law Library Guide to Legal Research 2010-2011*. (Baltimore: University of Maryland Law School), 2009. p. 9-4, 9-5.

<http://www.law.umaryland.edu/marshall/researchguides/TMLLguide/> / (Accessed 10/12/2010.)

¹²⁰ Baltimore City Code Article 6, §1-1(j).

- (2) any change in the interior color by painting or other means;
- (3) any excavation;
- (4) the construction or erection of any building, wall, or other structure of any kind; or
- (5) any interior demolition of a structure.

*(City Code, 1976/83, art. 1, §40(q)(1)(1st sen.)) (Ord. 64-229; Ord. 67-939; Ord. 76-022; Ord. 07-550.)*¹²¹

This applies to the 156 properties designated as local Landmarks and the 33 local preservation districts in the city.¹²² Article 6 also gives CHAP the authority to review the plans for the reconstruction, alteration or demolition of any city-owned structure.¹²³ If archaeology was also taken into consideration by Baltimore City, it would also consider these resources in the case of reconstruction, alteration, and demolition of city-owned property, and also take into account landscape alterations made on city property and their effects to archaeological sites.

State Law

Archaeological sites are protected at the Federal level, as outlined in Chapter 2, and also at the State level through the State’s “Little 106” law, which is very much like Section 106 of the National Historic Preservation Act (NHPA). This law requires a “consideration of the effects” to archaeological sites whenever there is a government action or government funding for an action. In the case of Clifton Park, capital projects like many of the alterations and additions proposed in the Master Plan could utilize State of Maryland funds, and therefore should trigger a review under this law.

¹²¹ Baltimore City Code Article 6, §4-1.

¹²² Baltimore City Code, Article 6.

¹²³ Baltimore City Code, Article 6, §4-9.

In 2009, the State provided \$1.26 million for a new recreation center located in the historic pool pavilion at Clifton Park, funded through Program Open Space. In existence for over 40 years, Program Open Space “protects natural watersheds and wildlife and preserves recreational opportunities” in Maryland.¹²⁴ With no documented archaeological sites, a review of Clifton Park might find no effect if the reviewer is not aware of the history and the landscape of the parcel. The reviewers at Maryland Historical Trust conduct reviews for the entire state, and cannot be expected to have a nuanced understanding of local and regional histories that would allow them to see the potential for archaeological sites when sites are not listed on the National Register or a state list of archaeological sites.

The Listing on the National Register of Historic Places

Clifton Park is listed as a “site,” referring to its landscape, on the National Register. While a property need only be deemed eligible in one of the four categories of significance, the National Register nomination form for Clifton notes its importance in three of the four categories of significance. Clifton Park is considered eligible for the National Register due its association with events that have made a significant contribution to the broad pattern of our history through landscape architecture, architecture, and social history (Criterion A). It is also eligible due to its association with the lives of persons significant in our past because of its association with Johns Hopkins (Criterion B), and because it “embodies the distinctive characteristics of a type, period, or

¹²⁴ “Press Release: Lt. Governor Brown Presents City of Baltimore with \$1.26 Million Ceremonial Check for Program Open Space Project at Clifton Park” Baltimore, MD, July 13, 2009. <http://www.governor.maryland.gov/ltgovernor/pressreleases/090713.asp> (Accessed on July 27, 2010).

method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction” (Criterion C). Unfortunately, this nomination does not consider the property’s significance under Criterion D: “Property has yielded, or is likely to yield, information important in prehistory or history,” the criterion that is often referred to as the “Archaeology clause.” Clifton Park could be deemed eligible for the National Register under this criterion, but only if there are intact (undisturbed) archaeological deposits. There is only one way to find out if it is eligible under this clause, and that is to conduct archaeological investigations.

The Master Plan and Omission of Archaeology

There is a very simple reason why archaeology isn’t included or even mentioned in the Master Plan. No archaeologists were involved with or consulted for the National Register nomination or the Master Plan. There were historic preservationists, architects, landscape architects, planners, and numerous community members and stakeholders, but there was no one in that group that could look to the ground. This grouping illustrates that archaeology isn’t on the radar screen in Baltimore City, even amongst preservationists and architects. The Master Plan draws on the National Register nomination for much of its material about Clifton Park, and if there is no recognition of archaeological sites on the National Register listing, how would the architects who designed the plan be expected to know about the potential presence of archaeological sites?

There is a bit of a chicken-and-egg debate here. There have been no archaeological investigations at Clifton Park, and therefore, no sites have been officially discovered by an archaeologist.¹²⁵ The lack of recorded archaeological sites means that there is little likelihood that these potential resources will be taken into consideration when there is Federal or State action or funding. Some capital projects, such as construction or the realignment of St. Lo Drive, will likely utilize State funding, and thus there is a potential for the Section 106 compliance reviewers at the Maryland Historical Trust to call for archaeological investigations prior to this actions.

However, many other activities that are destructive to archaeological resources, such as grading, are regulated at the local government level. There has been significant grading and other earth-moving activities at Clifton Park over the years. Thus archaeological resources at Clifton have been destroyed, and this destruction will continue unchecked. Given the lack of oversight at the local level in Baltimore City, archaeological resources at Clifton Park, and Baltimore City in general, are at great risk.

The likely impact of implementing the current Master Plan is the destruction of irreplaceable archaeological resources. The loss of these resources means the loss of potential to better understand the history and the landscape at Clifton Park. Archaeology can reveal the materiality of change, and the temporal elements of it as well. While maps and architectural plans can suggest the locations of various elements on the landscape, such as roads, paths, structures, water features, and plantings; archaeology provides the ground-truth for these features, and offers the chance to document many features not

¹²⁵ It is highly likely that in the course of building construction and demolition, grading, and other activities at Clifton, archaeological deposits have been uncovered, but were not recognized as such.

mentioned or depicted in these documents. Archaeology is a superior tool to document changes to landscape over time.

Another impact of the lack of archaeological investigation is a loss of a great potential to shift the mindset of the Master Plan. The Master Plan intends for the park to be divided up into three distinct areas: the active recreation area, the (passive) historical area, and the golf course. I think that archaeology can challenge the notion of the historic area, and history in general, as being passive. While the landscape won't have amenities for recreational purposes, that does not automatically mean that the landscape should be or needs to be passive. Archaeology, a very active enterprise, can be used as a tool or a draw for active engagement with the public in the historic area. Visitors can assist archaeologists in the discovery of the past - shovel dirt and sift for artifacts for example. These are not passive activities, and can truly bring history from being a "passive" and tacit aspect of the landscape to a very visible, explicit, and present part of the landscape of Clifton Park.

As preservationists, we are expected to be stewards of our heritage and our cultural resources and meet the "best practices" in our field. One of these practices is the protection of archaeological resources. Baltimore, an historic and vibrant city, takes pride in its historic resources and heritage, and through its City Code, a new Heritage Area, numerous Main Street programs, and other preservation activities, it is actively protecting and promoting our City's heritage. Kathleen Kotarba, Director of the Commission for Historic and Architectural Preservation, recently called together a meeting with governmental and non-governmental stakeholders from Baltimore City and Maryland regarding Baltimore's city-owned historic landmarks. These are locally

designated historic structures. According to Kotarba, Baltimore City has the most historic structures owned by any city in America. When one considers the amount of property owned by the city in the form of parks, streets, and structures, Baltimore City also likely owns a lot of archaeological sites as well. In preservation today, it is becoming increasingly common for archaeological sites to be preserved at the local level. Baltimore City should consider protecting these as well, as a steward of our heritage.

Chapter 5: The Solution: Archaeology as an Enhancement of the Master Plan

Clifton Park is a dynamic site with a multi-layered past. The Master Plan for the park intends to enhance the visitor’s experience of the historic resources and recreational facilities. Consideration and planning for potential archaeological resources, as well as archaeological investigations will be a great asset for this plan. As discussed in Chapter 2, archaeology can be beneficial for Clifton Park in many ways, including providing new information about Clifton and its many inhabitants, its use as a tool for community engagement and empowerment, and as a tool for increased visitorship, tourism, and funding. Funding sources are available for archaeological investigations, and there is also the potential for partnerships with universities and archaeological groups, in order to host an archaeological field school. This chapter will explore these possibilities.

Landscape Archaeology

The Master Plan outlines the plan to restore “the setting of the Clifton [mansion] to be sympathetic stylistically to the house, if not a precisely accurate rendering of its historic appearance.”¹²⁶ This landscape restoration will be based on documentary records, but not on any archaeological investigations.¹²⁷ Landscape archaeology is a crucial tool for determining the historic landscapes at Clifton, as the most informative “text” is the archaeological record itself. Even if there are documentary records, they can

¹²⁶ “Clifton Park Master Plan 2008, Updated April 2010” Ayers, Saint & Gross, 2008, 35.

¹²⁷ Eric Holcomb, personal communication, August 11, 2010.

be inaccurate, or in the case of landscape plans, may not have been executed exactly as proscribed. At Poplar Forest, Thomas Jefferson's retreat, archaeologists have been conducting archaeological investigations for years, and have noted that:

Jefferson's notes and correspondence present an incomplete picture. Many of the elements of the Poplar Forest landscape are referenced in letters, but no documents record their exact locations...Even when documents do exist, Jefferson's designs were not always executed as planned, and some decisions were changed on-site. Archaeology can provide clues to challenge or flesh out the "official" record.¹²⁸

Landscape archaeology can also reveal changes to the landscape over time, such as grading, walkways, roads, fences, planting holes, and can even recover seeds, pollen and phytoliths of plants. The study of the landscape can also offer information about culture - about power, ideology, class, heritage, and more. Rebecca Yamin and Karen Bescherer Metheny eloquently explain the importance of studying landscape as a line of inquiry about culture, "Because the landscape is a stage for human action, it both reflects past activities and encodes the cultural landscape in which people's views of the world are formed."¹²⁹ The landscape is a nuanced, layered text that is autobiographical, according to cultural geographer Peirce E. Lewis: "Our human landscape is our unwitting autobiography, reflecting our tastes, our values, our aspirations, and even our fears in tangible, visible form."¹³⁰ Certainly, Clifton Park was an autobiography of Johns Hopkins, who carefully orchestrated and oversaw the transformation of his estate into a

¹²⁸ Thomas Jefferson's Poplar Forest, "Archaeology at Poplar Forest"
<http://www.poplarforest.org/archaeology> (accessed November 15, 2010)

¹²⁹ Rebecca Yamin and Karen Bescherer Metheny "Preface: Reading the Historical Landscape" In *Landscape Archaeology: Reading and Interpreting the American Historical Landscape* (Knoxville: The University of Tennessee Press, 1996).

¹³⁰ Peirce E. Lewis, "Axioms for Reading the Landscape: Some Guides to the American Scene". In *The Interpretation of Ordinary Landscapes: Geographical Essays*. Edited by D.W. Meinig, p. 11-32. (New York, Oxford University Press, 1979).

picturesque landscape that reflected his tastes, his education, and his values. Indeed, the changes to the landscape over time reflect the values and tastes of those people that changed it, whether it be the City in the early twentieth century, or the Olmsted Brothers firm, or the Parks and Recreation Department today.

Landscape archaeology has been conducted at numerous historic sites, including Mount Vernon, George Washington's home south of Alexandria, Virginia, Thomas Jefferson's Monticello in Charlottesville, Virginia and his retreat, Poplar Forest in Bedford Co, Virginia. which could inform investigations at Clifton Park. The William Paca House in Annapolis is another site where archaeology was used to restore the landscape. The final site is Carroll Park, located in southwest Baltimore City. These sites set excellent precedent for landscape archaeology at historic sites, and should serve as examples for the quality of investigation that Clifton Park deserves.

Carroll Park

Carroll Park, like Clifton Park, is a former private estate purchased by Baltimore City to serve as one of the city parks. Mount Clare, the Georgian mansion in Carroll Park that was home to Charles Carroll the Barrister, is a National Historic Landmark. Carroll Park shares a similar recent history to Clifton Park, marked by a transformation of the estate into park grounds, reuse and later neglect of the mansion, and recent reinvestment and interpretation. Carroll Park was the site of a Civil War encampment, the mansion house served as a beer garden in the late nineteenth century, and the park is now host to recreational fields and a golf course. Mount Clare is now run by the National Society of the Colonial Dames.

Between 1977 and 2002, the City of Baltimore, State of Maryland, and the National Society of the Colonial Dames in the State of Maryland sponsored an ongoing restoration project of Mount Clare, which included archaeological survey and reconstruction of components of the landscape. Numerous archaeological investigations were conducted at Mount Clare between 1979-1999,¹³¹ with the majority of them conducted by the Baltimore Center for Urban Archaeology (BCUA), a public archaeology program that will be discussed in greater detail later in this chapter. The majority of the archaeological excavations were focused on the landscape at Carroll Park. The excavations of landscape elements included an investigation of the orchard in 1985, the forecourt in 1985, and the five terraces were investigated in 1984, 1985, and 1987-9. The archaeologists also excavated the remains of three buildings that used to be adjacent to the extant mansion. The kitchen was excavated in 1986, the orangery was investigated in 1985 and 1989, and the office wing was excavated in both in 1979-1980 and in 1986.¹³² The results of these excavations have been published in several books, articles, and numerous reports.

The excavations at Carroll Park serve as an important precedent for landscape archaeology in Baltimore City and at Clifton Park. There was a significant amount of intact archaeological deposits and information that the archaeologists were able to recover in spite of significant use and alteration of the site in the more than two hundred years since this property was landscaped by Charles Carroll. The preservation of these

¹³¹ George C. Logan. *Review and Assessment of Archaeology at Carroll Park (18BC10) Report II: Historical Overview of Previous Archaeological Excavations*. (Baltimore: Carroll Park Restoration Foundation, Inc., Baltimore, 1993). On file at the Mount Clare House Museum; Dennis Pogue. *Archaeological Investigations at the Mount Clare Orangery (18BC10B) Baltimore City, Maryland: A Report Submitted to the Carroll Park Foundation, Inc.* (Mount Vernon, VA: Mount Vernon Ladies Association, 2002) On file at the Mount Clare House Museum.

¹³² Logan 1993.

archaeological deposits is heartening, and offers hope that archaeological resources at Clifton Park are similarly preserved.

One distinct example of archaeology at Carroll Park exemplifies how landscape archaeology can uncover unexpected and personal aspects of a landscape. The forecourt, or courtyard in front of Mount Clare, was excavated in 1985 and 1986 by the BCUA. The investigation of the forecourt was conducted as part of the overall restoration of mansion and grounds to its configuration in the eighteenth century,¹³³ and the goals of this investigation were to determine the configuration of the forecourt walls, the location of the entry columns or gateposts, the presence of any original pathways in the forecourt, and the original stratigraphic, or soil, contour of the forecourt.¹³⁴ These investigations directly informed the resulting reconstruction.

The archaeologists utilized a multi-disciplinary investigatory approach both in their pre-excavation research and in the analysis of the site. The archaeologists reviewed and analyzed all of the known images of the Mount Clare forecourt, in order to learn how artists depicted the forecourt, its walls, pathways, and soil contours over time. The archaeologists also collected soil and flotation samples in order to collect pollen and seeds to learn about the plants that were present in the forecourt.

In the course of the excavations, the archaeologists discovered a surprising detail about the forecourt walls. The walls enclosing the forecourt were rectangular, but the north wall had a “semi-circular protrusion” resembling “the topmost portion of the Palladian window, which was installed in the portico addition to the forecourt side of the

¹³³ Gary Norman. Restoration Archaeology Report: Archaeological Investigations in the forecourt at Mount Clare Mansion, Baltimore, Maryland 18BC 10H (Baltimore: Baltimore Center for Urban Archaeology, Research Series No. 14, 1986), 2. On file at the Mount Clare House Museum.

¹³⁴ Norman, 3.

house in 1767-1768.”¹³⁵ The entrance gate was placed at the center of the semi-circular protrusion. Forecourts were traditionally square or rectangular,¹³⁶ but Carroll added the semi-circle to mirror the Palladian window that overlooked the forecourt, likely to bring overall harmony to the built environment and landscape. This serves as an interesting example of how Charles Carroll adapted a traditional landscape feature to fit his tastes. This important feature, tying together the architecture and the landscape of the estate, was one of the many archaeological discoveries made at Carroll Park that were used to accurately restore the landscape at the park.

Landscape archaeology is, in a way, the most difficult and complex form of archaeology that could be conducted at Clifton Park, yet it is of great importance. The landscape at Clifton Park has been shaped and reshaped over the course of its existence as an estate and park as described in Chapter 2. Yet archaeological investigation of landscape elements is very delicate work. Planting holes, evidence of grading, and other such alterations to the landscape can be very ephemeral in the archaeological record. They are easily destroyed, and can be missed by an untrained eye. The fragility of these resources, partnered with their ability to teach us so much about the different spatial patterns and planting schemes at Clifton Park make it of critical importance that this archaeology is conducted.

While it is critical that archaeology is used as a tool to understand how people shaped the landscape at Clifton, it should also be used to study how people built upon the land as well. It can offer information about structures both extant and destroyed. Clifton

¹³⁵ Norman, 19.

¹³⁶ National Park Service. *Mount Clare Plantation Restoration Master Plan, March 1988*. Prepared for the City of Baltimore, in cooperation with the State of Maryland and the National Society of the Colonial Dames of America in the State of Maryland (National Park Service, Eastern Team, Denver Service Center, 1988), 10.

and the Gardener's Cottage were altered and added on to over the years of their existence, and the timelines of these changes is not well-documented in the written record. Architectural historians are not sure when Clifton was originally constructed, due to a lack of historic records, and the fact that the original house has been ensconced within several additions. Archaeology could help date the original structure, if artifacts are found in the builder's trenches around the original core of the house. While the building was being constructed, artifacts from the workers or from the yard would have fallen into the trench, or been mixed in with the soil that was used to fill in the trench when the construction was complete. These diagnostic artifacts teach us when the trenches were filled, and by association, when the building was constructed. Although the later additions to Clifton would have destroyed the builder's trenches on three sides of the structure, the principal façade likely has undisturbed builder's trenches. That façade is currently inaccessible due to the wraparound porch, but there is still the potential to conduct archaeology at some point in the future, such as when the flooring of the porch is replaced.

Demolished Buildings

Archaeology is the only tool available to learn about buildings that are no longer standing on the landscape. Although they are not visible above ground, there is evidence of buildings below ground. Most obvious are building foundations or brick or stone, but there is also evidence for wooden structures in the form of post holes. There are cellars filled in with trash and demolition materials, hearths, privies, and fencelines. There is much that can be learned from these remains, beyond simply the building materials and

footprint. Archaeologists can determine how the structure was used whether as a residence, workshop, office, granary, barn, etc.; how long the structure was in use and whether there were additions to the building. Most importantly, archaeologists learn about who likely lived or worked in these buildings, based on the material culture that is recovered. It is the human story that archaeologists crave.

The Untold Lives

Clifton Park has been home to dozens of people since it was first inhabited by Henry Thompson and his family and has served as a park for generations of Baltimoreans. Archaeology offers us the chance to explore a democratic history, because the archaeological record offers us information about the lives of many different people, particularly those who have no documentary evidence. Former director of the National Park Service, Roger G. Kennedy, states that archaeologists speak for the silent people, making it possible for “those who have no tongues to become articulate for and to us and to our descendants.”¹³⁷

Archaeology offers us the chance to learn about the lives of the many different people that lived at Clifton Park, from Johns Hopkins to Thompson’s nameless slaves. Archaeology can allow us to understand what life was like for the keepers of the toll gate on Harford Road, for the field hands, both enslaved and free who cultivated the crops. We can even learn more about Johns Hopkins himself, who, while leaving a lasting legacy, did not leave much in the way of historic documentation, since he burned the majority of his correspondence before he died. According to the 1870 US Census, there

¹³⁷ Roger G. Kennedy. “Foreword: The Value of Archaeology” In *Public Benefits of Archaeology*, edited by Barbara J. Little, p. xiii-xv. (Gainesville: University of Florida Press, 2002), xiii.

were at least 33 people living at Clifton, in four houses (Table 2). Besides Johns Hopkins, little or nothing is known about these people. Archaeology could reveal a deeper understanding about the life of Chloe Johnson, an African American woman who worked for Hopkins as a “domestic,” according to the census. When Hopkins died, he left her \$1000 in his will¹³⁸ – a very large sum in 1873. He also left money and property to his other two African American servants. Or we could learn more about David Fenton, a laborer from Ireland who worked for William Fowler, the horticulturist. There are the slaves of Henry Thompson, of whom we know nothing. There are a multitude of human stories that can be revealed through archaeology, and they will expand our understanding of the past in a way that documents can’t – because those documents weren’t about everyday lives.

¹³⁸ Thom, 101.

Table 2: 1870 US Census, showing residents at Clifton.

Dwelling Unit	House Number	Name of person	Age	Sex	Race	Profession	Value of Real Estate	Value of Personal Estate	Place of Birth				
1063	1076	Hopkins, Johns	75	M	W	Banker	400,000	5,000	Maryland				
		Cresholme, Eliza	73	F	W	Keeps House			"				
		Jones, James	50	M	B	Waiter			Virginia				
		Tolbert, Charles	49	M	B	"			Maryland				
		Johnson, Cloe	45	F	B	Domestic			"				
1064	1077	Ledley, Isaac	49	M	W	Manages Farm		600	"				
		___, Hanna	47	F	W	Keeps House			"				
		___, Ellen	16	F	W				"				
		___, Ida E	12	F	W				"				
		___, Alice Mary	5	F	W				"				
		Wheeler, Rachel	45	F	B	Domestic			"				
		___, Richard	40	M	B	Works Farm			"				
		Watson, William	26	M	B	" "			"				
		Stewart, William	30	M	B	" "			"				
		White, George	35	M	B	" "			"				
		Wilson, Isaac (?)	37	M	B	" "			"				
		1065	1078	Fuster, Christopher	50	M			W	Gardener		500	England
				Fuster, Ann	50	F			W	Keeps House			"
___, Richard	25			M	W	Tailor	"						
___, Mary Ellen	19			F	W		Maryland						
___, Elizabeth	17			F	W		"						
___, Christopher	11			F	W		"						
___, William	7			M	W		"						
___, James	4			M	W		"						
Redman, James	41			M	W	Laborer	Ireland						
1066	1079	Fowler, William	47	M	W	Horticulturist		500	Scotland				
		___, Sarah	40	F	W	Keeps House			Ireland				
		___, John	11	M	W				Maryland				
		___, Susan	10	F	W				"				
		___, William	6	M	W				"				
		Fenton, David	40	M	W	Laborer			Ireland				
		May, Robert	46	M	W	"			"				
		O'Neal, James	45	M	W	"			"				

Increasing Visitorship and Tourism

It isn't obvious to the general public that archaeology can be a very effective economic development tool. What the public understands is that archaeology is exciting, you can hold history in your hand, and you can find it in interesting places. Archaeology sparks public interest and imagination, and it is this interest that compels people to visit archaeological sites; this is heritage tourism that brings money to the local businesses around the site.

Esther White, the director of archaeology at Mount Vernon, urges the historic preservation community to see archaeology as a tool for tourism. “The interdisciplinary nature of archaeology, and its universal appeal, make it the perfect tool to be exploited by a range of sites, especially those that do not have as vibrant a central figure as Washington...Within these museums and communities, archaeology can play a major role in increasing visitation, expanding programming, and providing an important and dynamic component. Through creative education, integration, and marketing, archaeology will continue to evolve into a significant element of the heritage tourism industry in the United States, its contributions felt in a variety of ways and not merely during the excavation season.”¹³⁹ In the past, Baltimore was the host of several large excavations that drew a lot of tourists, money, and positive publicity for the city.

The Baltimore Center for Urban Archaeology (BCUA) was created by Baltimore City Mayor William Donald Schaefer in 1983. Baltimore City was one of the forerunners in urban public archaeology, as one of only eight cities in the U.S. to employ an archaeologist.¹⁴⁰ The program existed until 1997 when it was shut down due to city-wide budget deficits.¹⁴¹ During the program’s existence, the BCUA excavated at numerous sites across the city, engaging and educating thousands of people in the process. Elizabeth Anderson Comer, the former city archaeologist for Baltimore City and Director of BCUA, explains the difficult balance archaeologists have to strike while doing public archaeology: “The idea of using archaeology as a positive promotional tool

¹³⁹ Esther C. White. “Archaeology and Tourism at Mount Vernon” In *Public Benefits of Archaeology*, edited by Barbara J. Little, 146-156. (Gainesville: University of Florida Press, 2002), 155.

¹⁴⁰ Amy Ratner and David Harp. “Hands-On History” *The Baltimore Sun*, Jul 7, 1985, ProQuest Historical Newspapers, SM9.

¹⁴¹ Alice Ockelshaw. “Digging for Meaning: How a Neighborhood’s Past can Affect its Future” *Urbanite Magazine*, Vol. 2, No. 18, December 2005. <http://www.urbanitebaltimore.com/baltimore/digging-for-meaning-how-a-neighborhoods-past-can-affect-its-future/Content?oid=1245850> (accessed August 20, 2010)

is not usually the intent of the excavation...The challenge for archaeologists is to ensure that archaeology is not simply relegated to the role of tourism curiosity, but that important messages are conveyed to the public through interpretative programs.”¹⁴²

The BCUA successfully drew tourists and educated the masses. Over the course of one month in 1985, over 12,000 people visited the BCUA’s excavation of a ship in downtown Baltimore, a block from the Inner Harbor. The location itself was beneficial, as the Inner Harbor drew thousands of people to it daily.¹⁴³ According to a newspaper article about the dig, “The public flocked to the site like children to the sound of an ice cream truck bell.”¹⁴⁴ Of those 12,000 visitors to the site, over 360 of them participated in the excavations. This example shows how archaeology can be a huge boon to tourism, and excavations can serve as publicity for the city. The BCUA’s excavation of the Baltimore Brewery in 1983 was a wild success in this respect.

The Baltimore Brewery Dig received a lot of media attention on TV, radio, and in newspapers, including the *Wall Street Journal*. “The media coverage brought hundreds of volunteers whose hours of assistance translated into many thousands of dollars. And it brought thousands of visitors who learned about the importance of archaeology at ‘The Great Baltimore Brewery Dig.’”¹⁴⁵ The BCUA sent visitor information to 1,400 travel agencies throughout the country, distributed brochures, flyers, and “I DIG BALTIMORE” hats. Huge signs welcomed people to the excavation site, and a billboard was erected over a major downtown street.¹⁴⁶ The publicity drew positive attention not

¹⁴² Elizabeth Anderson Comer. “Public Archaeology as a Tool for Community Preservation and Empowerment”. n.d. Accessible at: <http://eacarchaeology.com/publicBalto.html>

¹⁴³ Albert Schistdest, Jr. “Archaeologists to dig for pieces of Baltimore Town” *The Baltimore Sun*, Nov 11, 1984, ProQuest Historical Newspapers, 2D.

¹⁴⁴ Ratner, Amy and David Harp. SM9.

¹⁴⁵ *Ibid.*

¹⁴⁶ *Ibid.*

just to the excavation, but to Baltimore City as a whole, with Baltimore featuring prominently in their materials and their message.

The archaeology and the sought-after media attention raised awareness about Baltimore City as a tourism destination. This excavation also drew thousand of visitors, likely both out-of-towners and also residents of the city and surrounding areas. While the BCUA investigations themselves didn't generate revenue because they were free events, they did increase tourism dollars in the city. Visitors to the dig likely ate in local restaurants, purchased items from a nearby store, and were encouraged to return to Baltimore in the future for heritage tourism. Financial accounting for heritage tourism can be difficult to tabulate, but it is clear that the excavations conducted by BCUA brought in significant numbers of tourists, and brought Baltimore City a lot of positive publicity.

The BCUA Brewery Dig leveraged more outside funding and in-kind donations than was funded by the city itself. The cash budget for the project was \$60,000, and the in-kind donations were valued at \$75,000. This includes volunteer hours, goods donated by local businesses, and contributions from various departments in the city, such as the use of heavy equipment, shovels, benches, and so on. The excavation also received grant funding from the Maryland Humanities Council, the National Trust for Historic Preservation, and two local foundations.¹⁴⁷

The BCUA was an enriching project in Baltimore City for the fourteen years of its existence. It was the only formal archaeological program run by the city, and it discovered incredible evidence of the city's rich heritage, educated thousands of people about this heritage, and served as a excellent publicity generator and booster for the city

¹⁴⁷ *Ibid.*

of Baltimore. While it is unlikely that this program will be resurrected during this economic downturn, the BCUA should serve as an example of how archaeology can serve as a driver for heritage tourism, and thus, economic development in Baltimore City.

Community Engagement and Empowerment

The practice of public and community-based archaeology is a growing subset of the larger field of archaeology. Many archaeologists that are doing public archaeology are moving away from the ivory tower, rejecting the top-down nature of the academic hierarchy, and inviting the public into the process of archaeology. In some cases, interested community members are involved in the project design and implementation, and are seen as partners in the excavation with the archaeologists.¹⁴⁸

This type of public engagement encourages community input and inquiry into a shared past, and archaeology serves as a tool for community engagement and empowerment. According to archaeologist Barbara Little, one of the leaders in this field, it can draw together communities “to participate in debates and decisions about preservation and development but also, more importantly, to appreciate the worthiness of all people’s histories and then become aware of historical roots and present-day manifestations of contemporary social justice issues.”¹⁴⁹

A seminal example of this type of community-based archaeology is present here in Baltimore. The Hampden Community Archaeology Project is led by David Gadsby

¹⁴⁸ David A. Gadsby and Robert C. Chidester “Heritage in Hampden: A Participatory Research Design for Public Archaeology in a Working-Class Neighborhood, Baltimore, Maryland” In *Archaeology As a Tool for Civic Engagement*, edited by Barbara J. Little and Paul A. Shackel, 223-242. (Lanham: AltaMira Press, 2007), 223.

¹⁴⁹ Barbara J. Little “Archaeology and Civic Engagement” In *Archaeology as a Tool for Civic Engagement*, edited by Barbara J. Little and Paul A. Shackel, 1-22. (Lanham: AltaMira Press, 2007), 1.

and Robert Chidester, archaeologists who began the project in 2004 as part of their course work for their Masters degree at the University of Maryland. Gadsby lives in Hampden, and has witnessed the gentrification in the neighborhood and the effects that it has had on the traditional working-class white neighborhood.¹⁵⁰ He saw archaeology as a way to engage the community in addressing these current issues. Instead of developing their own research questions, Gadsby and Chidester chose a “participatory research strategy that seeks to do history from the ‘bottom up’ by including input from members of the Hampden community throughout all phases of the archaeological process. With this strategy, we hope to help members of the Hampden community recover a sense of their neighborhood’s heritage, and to enhance their political voices in the discourse around the rapidly gentrifying Hampden.”¹⁵¹ Gadsby and Chidester frame their work in Hampden within the collaborative research tradition, which emphasizes social justice and building critical consciousness.¹⁵² They also have the goal of using archaeology and heritage toward contemporary positive social change.

This type of archaeology is quite revolutionary in the field, and could be transformative for neighborhoods and cities, as a way to create pride within a community, and encourage participation of citizens in discussions of heritage, and ultimately, planning and development issues about the neighborhood.¹⁵³ It can raise interest in history and community stewardship, and promote heritage tourism at the local level.

This type of archaeology could be used to engage and empower the communities around Clifton. The past can be used as a tool to engage in discussions about present

¹⁵⁰ David A. Gadsby and Robert Chidester *History from “The Bottom” Up: A Research Design for Participatory Archaeology in Hampden-Woodberry, Baltimore, Maryland*. (College Park: Center for Heritage Studies, University of Maryland, College Park, n.d.) 2. Accessible at: <http://www.heritage.umd.edu/chrsweb/associatedprojects/hampden/Hampdenresearchdesign.pdf>

¹⁵¹ *Ibid.*, 7.

¹⁵² Gadsby and Chidester 2007, 224.

¹⁵³ Ockelshaw.

issues, such as education, food deserts (access to produce is limited in the neighborhoods around Clifton Park), safety, employment, transportation, disinvestment, race, class, etc. Archaeological investigations at Clifton can be used as a way to tie together the past and the present, exploring these issues from many angles, and engaging the community through every step.

Implementation of Archaeological Investigation at Clifton Park

Archaeology can be a very expensive undertaking, and not one that Baltimore City likely will engage in unless it is required to do so by State law. However, the City can get grant money to conduct the investigations, or can partner with an academic institution or organization that will conduct the archaeology at little to no cost to the city. There are several options that could be pursued towards this end.

One potential source of funding is from the State of Maryland. Since the Master Plan for Clifton Park will utilize Program Open Space funding from the State, the project is subject to review under Maryland's enabling legislation, Article 66B. If the reviewers at the State Historic Preservation Office – the Maryland Historical Trust – determine that there is high potential for archaeological resources at Clifton Park that will be affected by the implementation of the Master Plan, there may be a requirement for an archaeological survey. The funding for this survey will come out of the budget for implementing the Master Plan. However, there is no guarantee that the reviewers at the State will determine that there is archaeological potential at Clifton Park, since no resources (excluding the cemetery) have previously been identified. One hopes that they would,

but people are fallible, can be very overworked, and can make mistakes. Another issue is that there is no timeline or secured funding for the implementation of the Master Plan,¹⁵⁴ meaning that it will likely be years before any steps are taken towards the implementation of the Master Plan.

This lack of funding bodes well in terms of the argument for archaeological investigation. If the Master Plan won't be implemented for some time, any archaeology that is conducted in the interim can inform the updated Master Plan and its implementation. The lack of a timeline for implementation also allows for the pursuit of grants and partnerships to conduct research-based excavations at Clifton Park, rather than having to scurry to do salvage excavations in the shadow of earth-moving equipment.

Grants

There are numerous grants for archaeological investigations from various governmental agencies at both the federal and the state level.

At the state level, the Maryland Historical Trust, the State Historic Preservation Office, funds archaeological investigations through non-capital grants. Unfortunately, due to budget shortfalls, funding for this grant program has been cut for FY 2011. However, it will certainly be an option in the future, once the economic crisis further subsides and the State can replenish its coffers. This grant is set up so that local jurisdictions such as Baltimore City need to provide matching funds for the grant money they request. However, non-profits such as Baltimore Civic Works do not need to provide matching funds. Either Baltimore City or Civic Works could pursue this

¹⁵⁴ Eric Holcomb, personal communication, August 11, 2010.

funding, but it would have to be sorted out as to which agency would be the most viable applicant for this funding.

The Maryland Heritage Area Authority is a program within the Maryland Historical Trust that is typically used to promote heritage tourism and fund the creation of heritage tourism products. This could be used to fund public archaeology at Clifton Park, if it has sufficient ties with tourism.

There are also federal funding sources that could be a source of financing for archaeological investigations at some point in the future, after there has been some excavations completed and the site is better understood in terms of its integrity and research potential. These sources include the National Science Foundation, the National Endowment for the Humanities, and other such entities.

There are also preservation non-profits that could be sources of funding, such as the National Trust for Historic Preservation, or the local preservation non-profit, Preservation Maryland. Baltimore City is home to many local foundations that would likely support archaeological investigations, particularly investigations that engage and educate local communities. Given how archaeology can be used as a tool for tourism, community engagement and empowerment, etc., archaeological investigations in Clifton Park could be funded by a number of different organizations, including those whose focus is community development, etc.

Potential Partnerships

Another option for conducting archaeological investigations at Clifton Park is to partner with academic institutions or organizations that would be able to conduct

investigations at Clifton Park at almost no cost to the City. There are several colleges and universities, as well as the Archeological Society of Maryland, Inc. that could conduct investigations at Clifton Park.

Academic Institutions

Undergraduate and graduate students of archaeology are typically required to take an archaeological field school or internship, because they need to have hands-on experience in the field before becoming practitioners. Maryland is home to several universities and colleges that teach archaeology. Baltimore City could offer Clifton as a site for a summer archaeology field school to the University of Maryland, College Park, University of Maryland, Baltimore County, Towson University, or Stevenson University, all of which have programs in archaeology or ancient studies. This arrangement doesn't have to cost the city anything, as the school will provide their own equipment and labor. However, the City should provide certain amenities for the field school, such as storage space for equipment, access to restrooms, and shelter in case of inclement weather.

This type of arrangement is not new. The Archaeology in Annapolis program is an ongoing partnership between the Anthropology Department at the University of Maryland, College Park and the City of Annapolis. Established in 1981, the project has excavated over 40 sites in the city in its efforts to investigate and promote better understandings of Annapolis' diverse past through the interpretation of material culture.¹⁵⁵ The project has excavated a variety of sites, and the excavations have been

¹⁵⁵ Paul A. Shackel, Paul R. Mullins, Mark S. Warner "Introduction: The Archaeology in Annapolis Project" in *Annapolis Past: Historical Archaeology in Annapolis, Maryland*. (Knoxville: University of Tennessee Press, 1998), xxii.

driven both by research potential of the site, as well as by development that would have destroyed these resources had they not been excavated. The program receives funding through grants, excavation contracts from developers, and preservation organizations.¹⁵⁶ While this exact arrangement is quite unique, it proves that a relationship between an academic institution and a local government can be an ongoing, mutually beneficial relationship.

Archaeological Society of Maryland, Inc.

Another potential partner is the Archaeological Society of Maryland, Inc. (ASM), which is a statewide organization of avocational and professional archeologists devoted to the study and conservation of Maryland archeology.¹⁵⁷ ASM hosts a field session every year, and they have been held all over the state, at both historic and prehistoric sites. The field sessions lasts 11 days during the summer. The Maryland Historical Trust's Archaeology Division is a partner in this field session. The session provides training in field and lab methods to laypersons and students by professional archaeologists, and includes workshops and lectures.¹⁵⁸ Participants can come for one day, or the entire session, and there is only a modest registration fee for the session.¹⁵⁹ In recent years, most ASM field sessions have run at the same site for two consecutive years. The field session sites are chosen based on "an evaluation of potential threats, site research potential, adequate logistics, and willingness of the landowner to sponsor a

¹⁵⁶ *Ibid.*

¹⁵⁷ Archeological Society of Maryland. "About ASM" 2010. www.marylandarcheology.org (accessed November 10, 2010.)

¹⁵⁸ Archeological Society of Maryland, Inc. "Activities" 2010. www.marylandarcheology.org (accessed November 10, 2010.)

¹⁵⁹ Maryland Historical Trust, Archeology Program, "Archeology Field Sessions" 2010. http://mht.maryland.gov/archeology_field.html (accessed November 10, 2010.)

major excavation on their property.”¹⁶⁰ Clifton Park could be a fantastic site for an ASM field session based on these factors.

¹⁶⁰ *Ibid.*

Chapter 6: The Future of Baltimore's Archaeological Resources and Conclusions

The past is not dead; it is in constant use by those of us in the present. We use it to tell stories, to validate actions, to bring to memory past events and people important to us. One of the best ways we come to understand the past is through the scientific investigation of archeological sites, collections, and data. But, in order to seek the counsel of the past through our nation's archeological sites, we must ensure that they are protected and managed effectively.

- John G. Kennedy, Former Director of the National Park Service¹⁶¹

A lack of consideration for archaeological resources at the local level endangers all archaeological sites in Baltimore City, both the relatively few documented sites, and more importantly, all of the undiscovered archaeological sites. These resources are at risk of being destroyed without any awareness of what is being lost. There is no opportunity for the official designation of these sites, nor is there a chance to mitigate them. This lack of protection is, sadly, quite typical at the local level. David Cushman reported that a study by the National Alliance of Preservation Commissions in 1998 revealed that out of 2,000 local historic preservation commissions, 91% did not consider the effects of development on archaeological resources.¹⁶² Cushman notes that "Ironically, many communities do have some form of preservation advisory board or commission, but protecting archeological sites is not a part of their mandates."¹⁶³ This is

¹⁶¹ Roger G. Kennedy. "Managing the Past for the Future" *CRM* 17, no. 6, 1994, 2.

¹⁶² David W. Cushman. "Public Archeology and Local Land Use Law" *CRM* 21, no. 10, 1998, 2.

¹⁶³ *Ibid.*

sadly the case in Baltimore City. While the statistics that he cites are twelve years old, it is likely that this statistic has not changed drastically.

Archaeologist William Lipe points out that the abundance of local ordinances that provide some level of protection for historic buildings is indicative of the public's willingness to "support reasonable restrictions on development in order to preserve historic values."¹⁶⁴ It is not a stretch to assume that citizens will also support restrictions in order to preserve archaeological sites, yet, local jurisdictions that do protect these resources are few and far between.

Stewardship and Best Practices

In order for the city of Baltimore to be a responsible steward of all of its historic resources, the City Code must be changed to protect archaeological resources. The City is in a position to craft strong protections for archaeological sites, because it can draw on other existing ordinances and codes utilized by other jurisdictions. The strengths of these other codes can be adapted for Baltimore City, and the weaknesses of these codes can be avoided in creating a code that will best serve Baltimore City's needs. The City of Annapolis and Anne Arundel County can serve as two comparative jurisdictions.

City of Annapolis

The City of Annapolis has a Historic Preservation Commission that is tasked with reviewing all building permits for work done on the exterior of buildings within the

¹⁶⁴ William D. Lipe. "Foreword" *CRM* 21, no. 10, 1998, 3.

historic district prior to issuing a Certificate of Approval. The review is based on the provisions in Chapter 21.56 of the Annapolis City Code. They derive their authority from their compliance with the State of Maryland Enabling Act for Historic Area Zoning, Article 66B, Zoning and Planning, Section 8.01—8.17, Annotated Code of Maryland.¹⁶⁵

The basic purpose of the HPC is to preserve sites, structures, and districts of historical, cultural, archaeological, or architectural significance together with their appurtenances and environmental settings,¹⁶⁶ but the HPC also intends to preserve and enhance the quality of life and to safeguard the historical and cultural heritage of Annapolis by preserving these resources “which reflect the elements of the city cultural, social, economic, political, archaeological, or architectural history.”¹⁶⁷ The inclusion of archaeological resources in the Historic District Ordinance was codified in 1998.¹⁶⁸

The process for receiving a certificate of approval is as follows:

21.56.040 - Certificate of approval.

A.

When Required. Before a person may undertake the construction, alteration, reconstruction, rehabilitation, restoration, moving, or demolition of a designated landmark, site, or structure, or a site or structure within a designated historic district, if any exterior change is made which would affect the historic, archaeological, architectural, or cultural significance of a site or structure within a designated district or a designated landmark, site, or structure 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 an application for a certificate of approval with the Commission for permission to construct, alter, rehabilitate, restore, reconstruct, move, or demolish the landmark, site, or structure.¹⁶⁹

¹⁶⁵ Annapolis, Maryland, Code of Ordinances. Title 21 – Planning and Zoning, Division IV – Overlay District Regulations, Chapter 21.56 – Historic District. Revised 2005.
http://library.municode.com/HTML/16754/level3/TIT21PLZO_DIVIVOVDIRE_CH21.56HIDI.html (accessed November 12, 2010).

¹⁶⁶ Annapolis Historic Preservation By-laws, Article II. Amended November 2009.
<http://www.annapolis.gov/Government/BoardsCommissions/HPC/documents/HPCByLaw.pdf> (accessed November 15, 2010).

¹⁶⁷ *Ibid.*

¹⁶⁸ Jane Cox, personal communication, November 17, 2010.

¹⁶⁹ Annapolis Maryland Code of Ordinances.

An archaeologist hired by the City reviews all applications for a Certificate of Approval for impact to archaeological resources within the historic districts, or if the property is a designated landmark, site, or structure located outside of the historic district. While the trigger for review is very broad because archaeological resources are considered when a building is constructed, altered, rehabbed, restored, moved, or demolished, the protection of archaeological resources is confined to the boundaries of the Annapolis historic district, which is a very small area.

The City of Annapolis has an almost thirty year-long relationship with the University of Maryland's Anthropology Department, which partners with the City for archaeological excavations. (See the Archaeology in Annapolis program described in Chapter 5.)

Anne Arundel County

Anne Arundel County protects archaeological sites under Article 17 of the County Code, which covers Subdivision and Development Regulation. Historic structures, cemeteries, and Scenic & Historic roads are also protected under this Article. Originally, regulatory oversight of impact to archaeological resources was conducted on a case-by-case basis as part of review by the now-defunct Environmental Resources division of the Planning and Zoning Department beginning in the 1980s. The protection of archaeological sites under county code was codified in the 1990s.¹⁷⁰ Anne Arundel County does not have a Historic Preservation Commission, relying instead on the Historic Sites and Cultural Resources Planners in the Cultural Resources division of the Planning and Zoning Department to

¹⁷⁰ C. Jane Cox. personal communication, November 17, 2010.

review subdivision and demolition permits. The provision regarding archaeological resources is as follows:

§ 17-6-502. Archaeological resources.

- (a) **Generally.** Development shall avoid disturbance of significant archaeological resources listed on the Maryland Inventory of Archaeological Resources. If the Office of Planning and Zoning determines that there is a known or high potential for the existence of an archeological resource on a property, the developer shall have a “Phase I” preliminary or intensive archaeological survey conducted, as required by the Office of Planning and Zoning. If an archaeological site is found as a result of a “Phase I” investigation, the developer shall conduct a Phase II survey to determine the extent of the site and the level of its significance.
- (b) **Significant resource.** If the Office of Planning and Zoning determines that an archeological resource is significant, the developer shall:
 - (1) plan development to avoid the resource and provide a preservation easement to protect it; or
 - (2) with approval from the Office of Planning and Zoning, impact the resource and conduct an approved data recovery investigation or “Phase III” study before commencing development. (Bill No. 3-05)¹⁷¹

This provision provides a very limited scope in terms of what private actions can be regulated by the county. Archaeological sites that are located on properties that cannot be subdivided – the vast majority of properties in the county – will never be subject to regulatory survey for archaeological resources. However, they could be surveyed as part of the research-based archaeological program supported by the County.

Despite the narrow window of regulatory oversight that is held by Anne Arundel County, this policy has resulted in the identification of hundreds of archaeological sites. Anne Arundel County has over 1,500 documented sites, almost half of which have been documented since the protection of archaeological sites was codified in the early 1990s. On average, 25-30 sites have been identified each year as part of the subdivision review

¹⁷¹ Anne Arundel County Code, Article 17.
http://www.aacounty.org/PlanZone/CulturalResources/Resources/Article_17.pdf (accessed November 12, 2010).

process, totaling close to 500 sites. Anne Arundel County has significantly more documented archaeological sites than other jurisdictions in Maryland, and this is explicitly due to the regulatory oversight of these resources.¹⁷²

Anne Arundel County supports a public archaeology program, Anne Arundel County's *Lost Towns Project*, which was begun by Dr. Al Luckenbach, the county archaeologist in the early 1990s. The *Lost Towns Project* is comprised of a team of professional archaeologists and historians working closely with Anne Arundel County Government to discover and explore the County's rich heritage. The team is committed to sharing the discover process and the County's rich history with the public through hands-on experiences, lectures, publications, and exhibits.¹⁷³ While some of the project's budget is funded by Anne Arundel County, the rest of it is supplied through grants, received in partnership with the Anne Arundel County Trust for Preservation, Inc. a non-profit committed to preserving the heritage of the County.

Recommendations for Baltimore City

Both the City of Annapolis and Anne Arundel County have long-standing partnerships with research- and public archaeology organizations. The success of these programs can also serve as an example of ways to create a successful public archaeology program that is not wholly the financial responsibility of the city, but which shares responsibility and funding with an academic or non-profit partner.

Baltimore City could take a cue from these two jurisdictions as well as other jurisdictions outside of Maryland, since Baltimore City does not have to follow

¹⁷² C. Jane Cox, personal communication, November 17, 2010.

¹⁷³ In full disclosure, the author is an archaeologist with the Lost Towns Project.

Maryland's State Enabling Legislation due to its home rule status. However, Maryland's State Enabling Legislation is one of the most thorough laws, adheres to the best practices in the field, and includes archaeological sites. Baltimore City, as an historic and vibrant city that takes pride in its historic resources and heritage, should keep up-to-date in the best practices in the field. It is imperative that Baltimore City adopt regulatory oversight and protection of archaeological resources.

Currently, the Commission on Historical and Archaeological Preservation (CHAP) reviews the "reconstruction, alteration, or removal of any exterior architectural feature; any change in the exterior color by painting or other means; any excavation; the construction or erection of any building, fence, wall, or other structure of any kind; or any exterior demolition of a structure" for any structure located in any of the City's 33 local Preservation Districts or the 156 structures listed as a local Baltimore City Landmark.¹⁷⁴ Article 6 of the City Code also provides CHAP with the authority to review the plans for the reconstruction, alteration or demolition of any city-owned structure.¹⁷⁵ The use of the word "structure" is very limiting in this Article. While the definition ascribed to it is "any creation by man or nature,"¹⁷⁶ its use in the document is clearly referring to a building, which is very limiting. Should the word "property" be used in place of "structure" and include landscapes or property parcels, then Baltimore City would have to consider the effects of alterations of landscapes such as Clifton Park.

The protection of archaeological sites under City Code would require some significant changes within the governmental structure. CHAP would need to hire an

¹⁷⁴ Baltimore City Code Article 6, §4-1. <http://www.baltimorecity.gov/Government/CityCharterCodes.aspx> (accessed October 31, 2010).

¹⁷⁵ Baltimore City Code, Article 6, §4-9.

¹⁷⁶ Baltimore City Code Article 6, §1-1(j).

archaeological consultant to review the Building Permits, develop guidelines for determination of significance of archaeological sites, and develop procedures for considering the effects of the building permit request.

While this would not be a quick process, it has been done before by other jurisdictions, such as Annapolis, which added archaeological sites to its code in 1998. It is not impossible to add in the protection of archaeological sites to an existing code, and the inclusion of archaeological sites is a best practice in terms of stewardship, will allow for the discovery and greater understanding of this city's rich and diverse history, and will also serve as an economic driver, as cultural resource management firms will be hired to conduct these required excavations.

These invisible, plentiful archaeological sites, the tangible remains of past lives, are being destroyed in Baltimore City unchecked. These non-renewable cultural resources provide the opportunity to teach us about our past and inform our future. These sites do not all have to be preserved and do not have to halt the growth of this city, but at the very least, they should be given fair consideration in the course of city planning. Our future economic development, our citizens, and the future generations of Baltimoreans will benefit.

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