



INTRODUCTION

The current City of Hallowell is entirely built on lands originally inhabited by the Native Americans of the Wabanaki tribe, living along the Kennebec River. They named the Hallowell area “Bombahook” (or alternatively, “Medumcook” or “Keedumcook”) because of the shoal (sandbar) in the river.

The first permanent European colonial settlement was established in the area in 1762, and it grew quickly: by 1771, the early town center was already forming, and while both people and buildings have changed in the 250 years since then, the basic shape of the early downtown would be recognizable.

In the early decades of the new republic, the City grew and prospered as a place of shipbuilding, trade, publishing, and logging, and (later in the 19th century) granite processing. As described in a local historical account, the City’s current population, “is only slightly smaller than it was in 1820, the year Maine seceded from Massachusetts and became a state in its own right” a full two-centuries ago, when residents enjoyed “services of 71 stores

along Water Street (by contrast, Augusta had a population of 1,000 and just 20 merchants).”¹

The rich and varied tale of the City’s early development – and impact on the history and economy of the region – is nicely captured in the original National Register of Historic Places (NRHP) designation for the downtown historic district:

Hallowell, Maine, is significant for it represents a 19th century riverport that has retained, in remarkably complete form, its architectural integrity through the 20th century to the present day. Events in her history point up the fact that Hallowell contributed to the economic, social, and political history of the state and nation in areas reflective of American ingenuity and resourcefulness. She gave the state two governors and many professional men of distinction and far-reaching reputation....

Of the 450 buildings located in the proposed historic district, 85% were built during the 18th and 19th centuries.

¹ “Old Hallowell on the Kennebec,” produced by Row House, Inc. Sumner Webber, Hallowell Historian; written and edited by Rebecca Sawyer-Fay.

Half were built before 1865.... In addition, all of the churches and public buildings in the district are 19th century. And all but 55 of the dwellinghouses, of which there are 330 in all, are 19th century or earlier. A full spectrum of architecture is represented including dwellinghouses of all periods from Federal on, early commercial buildings, churches, public buildings, an old doctor's office, an early hotel, an 1840 row house, and an old cotton factory....

Hallowell became so prominent in printing and publishing that only Portland exceeded her in the numbers of imprints to leave the presses. A street perpendicular to the old County Road was laid out in 1793 upon which was built the first Academy chartered in Maine, in 1795. The third early Maine road and one which originated in Hallowell was the Coos Trail, now Winthrop Road. It was the brainchild of genius Charles Vaughan, who arrived here in 1791, and the object was to link Hallowell to the interior regions of New Hampshire and Vermont. This road which can be traced today through many small western Maine towns, became a major artery for agricultural traffic to the port of Hallowell, where it was sent by ship to Boston, Halifax, and

New Orleans. Hallowell was the agricultural capitol of the region for many years. Later the Winthrop Road was the principal route for the movement of granite from the famous Hallowell quarries to the sculpting sheds on Middle Street which stand today. Hallowell was the granite center of Maine in the late 1800's.

The railroad which bisects the historic district is significant for it caused the gradual curtailment of river shipping and market activity in Hallowell.

Although Hallowell was originally more prominent than Augusta in agriculture, commerce, industry and social culture, she became eclipsed by the community made state capitol as the 19th century slipped away. Today we are left with a remarkable 19th century architectural legacy of the glory that was Hallowell.

As noted, most of Hallowell's downtown, as well as a number of outlying buildings, were constructed before 1900; over half of those located in the Historic District predate the Civil War. These lasting structures tell the story of the City's history and contribute considerably to its unique character. This chapter identifies Hallowell's important archeological and historic resources and examines how they are protected.

ARCHEOLOGICAL ASSETS

An archeological site is any place where human activity occurred and where artifacts (objects made, used or changed by people) are found. There are two types of archeological sites: prehistoric and historic.

Pre-Historic Archeological Assets

Pre-historic archeological assets relate to Native American settlement and tend to date prior to about 1700. According to the Maine Historic Preservation Commission (MHPC), as of April 2019, there are two

known pre-historic archeological sites in Hallowell. Both are located in developed areas (their exact locations are undisclosed) and may no longer survive. Limited archeological surveying has been accomplished along the Kennebec River, with no sites found. The MHPC recommends future archeological surveys in two archeologically sensitive areas: along Vaughan Brook and around the small ponds in the western portion of the City.

Historic Archeological Assets

Historic archeological assets were created after European settlement. As of April 2019, the MHPC identifies five historic archeological sites in Hallowell. They are:

Site Name	Site Number	Type	Periods of Significance
Norcross Pottery	ME 185-001	industrial, pottery	1792- c.1800
Kedumcook Trading Post	ME 185-002	trading post	? - 1676
Ticonic	ME 185-003	wreck, side-wheeler	October 1836
John W. Richmond	ME 185-004	wreck, side-wheeler	Sept. 3, 1843
Hallowell Granite Works and Quarry	ME 185-005	quarry, granite	ca. 1815-1910

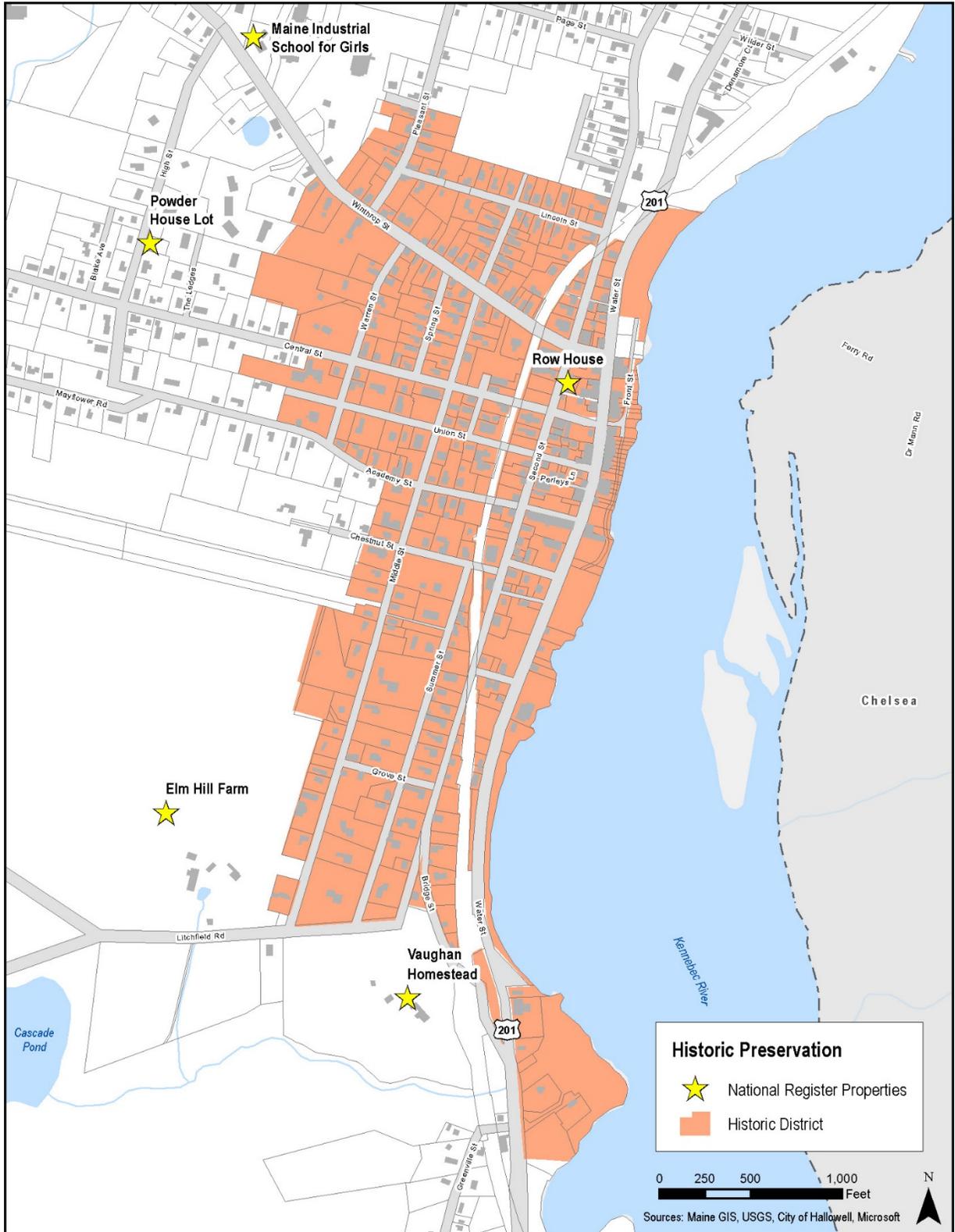
The exact locations of these sites are undisclosed.

The MHPC also notes that no professional surveys for historic archaeological sites have been conducted to date in Hallowell, and states that “future archaeological survey should focus on the identification of potentially significant resources associated with the town’s maritime, agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American occupation of the town in the 17th and 18th centuries.”

Historic Assets

Historic assets date after widespread European settlement and include villages, historic districts, buildings, cemeteries, bridges, and other similar resources. The National Register of Historic Places (NRHP) is the nation’s official list of preserved historic resources. The National Register helps communities identify, evaluate, and protect historic and archeological resources. It also provides guidelines for renovation and development within the designated buildings and districts. Districts, sites, buildings, structures, and objects can all be listed. Listings are federally recognized and protected from

adverse impacts by projects funded, licensed, or executed by the federal government; they are also eligible for federal rehabilitation tax credits.



As of April 2019, the following properties located in Hallowell are listed on the National Register of Historic Places:

- **Hallowell Historic District**, defined as the Hallowell hillside, encompasses 260 acres and 446 properties.
- **Maine Industrial School for Girls Historic District**, Winthrop Street
- **Powder House Lot**, High Street
- **The Row House**, 106-114 Second Street
- **Vaughan Homestead**, Second Street
- **Elm Hill Farm**, Litchfield Road

The MHPC further notes that “a comprehensive survey of Hallowell's historic above-ground resources needs to be conducted in order to identify other properties in outlying areas that may be eligible for nomination to the National Register of Historic Places.”



The Powder House (Source: Wikimedia Commons)

Along with the Row House and the Vaughan Homestead, both of which are listed on the National Register, 54 additional historic sites in Hallowell are identified as locally historically significant in the brochure, “Historic Hallowell Maine: A Guide to Historic Homes and Places of Interest,” produced by the Row House, Inc, a non-profit organization dedicated to historic preservation in Hallowell.

The original NHRP designation for the downtown historic district includes detailed information on 28 different buildings in the downtown, including the following:

1. *The Worster House/ originally Hallowell House, one of Maine's best hotels, built 1832-4 when rivalry between Augusta and Hallowell over the possible location of the state capitol was at its peak. Who has slept there: Daniel Webster, Nathaniel Hawthorne, Henry Wadsworth Longfellow, and several U.S. Presidents.*
2. *The home and office of Dr. John Hubbard, Jr., Winthrop Street, who became Governor of Maine from 1850 to 1852. The two-room office cottage is preserved just as the old doctor left it on the day he died, February 6, 1869.*
3. *Home of Joseph R. Bodwell, 15 Middle Street. Founder and president of the famous Hallowell Granite Works Company, Bodwell served as Governor of Maine in 1887.*
4. *Pierce-Blish House, 14 Chestnut Street, built in 1828 by James Blish, sea captain and co-owner of a fleet of packets.*
5. *Bearce-Steeves-Corrier House, 163 Second Street, built c.1830 by Timothy Moores.*
6. *Birthplace of Jacob G. Abbott in 1803, Winthrop Street. He was the author of 180 books, including the Rollo series for boys. His books reflect the early boyhood days he spent in Hallowell.*



The Bodwell House

7. *Eliphalet Gillet House, built 1799 for the first minister of Hallowell. In this home he organised the Maine Missionary Society (1827).*
8. *Dr. Benjamin Page House, built c. 1800, by a prominent physician, the first in America to administer the smallpox vaccination.*
9. *Erekiel Goodale House, built 1815, by one of the earliest and most prominent publishers in Hallowell. For over 60 years his firm published the Maine Farmers Almanac.*
10. *Rufus K. Page House, built c. 1815, by the first mayor of Hallowell.*
11. *The granite house, built about 1848, is located on the road to the Hallowell granite quarries and is built of granite blocks measuring 1 foot by 1 ½ feet by 3 feet.*
12. *The Rev. Stevens Everett House, built 1826 for the first Unitarian Ministries in Hallowell.*
13. *"The Birdcage", an architectural curiosity built in 1838, with special parlors each having 12 sides.*
14. *What experts consider to be the finest collection of early newspapers north of Worcester, Mass., may be found at Hubbard Free Library, built of Hallowell granite from a design by Hallowell architect A.C. Curriter in 1880.*
15. *The Kennebec Row, a continuous grouping of brick commercial buildings on the river side of Water Street, was built in 1815. It is representative of the predominant architectural style along the street today on both sides. The building contains winches and hoists used in the early days of Hallowell's shipping glory.*
16. *The Crossroads Coffee House was known in 1813 as "At the Sign of the Bible" the first bookstore east of Portland. (Water Street at Academy).*
17. *The granite building at 156 Water Street was built about 1839. In that year the Maine Cultivator and Weekly Gazette was established and headquartered there and occupied the building until 1871.*
18. *The Hallowell Row House, built c. 1840.*
19. *The Hallowell granite sheds, opposite Franklin Street and running between Winthrop and Central Streets, are the surviving reminder of the fabulous granite era. Skilled stone cutters were brought over from Italy and Portugal and worked in these sheds to create monuments and statuary that went to the Albany State House, Chicago's Marshall Field Building, and the New York Hall of Records among many.*
20. *Cox Memorial Methodist Church, built 1826. This church nurtured the first missionary from the Methodist Episcopal Church in the United States to Liberia, W. Africa.*
21. *Knowlton & Hewins Funeral Home, Second Street, formerly considered as a site for the Blaine House. The House was built about 1855 and remodeled impressively about 30 years later by the Sampson Brothers who operated oil cloth factories in Hallowell.*

22. *Dailey-Grant House, built about 1830, it is of architectural interest as a fine transitional Federal to Greek Revival example.*
23. *Smith-Leonard House, of architectural interest for its impressive location and as a fine Federal brick house converted into a luxurious Victorian mansion by Hallowell shoe magnate, Richardson Johnson.*
24. *Highlawn Nursing Home, built about 1848. It is architecturally significant for its pure Greek Revival lines interpreting in wood the ancient marble temple of Greece.*
25. *City Hall, built in 1898, Winthrop Street.*
26. *The Preceptor-Moody House, c. 1793, Winthrop Street.*
27. *Old South Church, 1883. Replaced the original 1796 Old South Congregational Church destroyed by fire in 1878. Summer Street.*
28. *The Cotton Factory, 1844. Water Street, Hallowell.*



"Freshet" on the Kennebec. Downtown Hallowell, c. 1870

ORGANIZATIONS & RESOURCES

Local non-profit organizations and officials play an important role in the identification and preservation of historic resources. Hallowell has several historic non-profits and non-profit partnerships:

- **Row House, Inc.** is a non-profit, membership organization dedicated to preserving Historic Hallowell. The organization has been in existence for more than thirty-five years, and was recently a key partner in the renovation

and restoration of the City Hall building. It produces the brochure, "Historic Hallowell Maine: A Guide to Historic Homes and Places of Interest" (see Historic Assets, above).

- Row House, Inc and the Hallowell Area Board of Trade have come together to develop Hallowell's *Museum in the Streets*, a walking tour that will include photographs, illustrations and information about important people, events, and historical sites throughout the City. The project will feature two large

maps showing the location of twenty informational signs throughout the City.

- Built around 1835, the **Dr. John Hubbard Museum** includes period furnishings, books, and instruments, some of which were owned by the doctor. The Dr. Hubbard Building Association staffs and maintains the museum. Funding comes from private sources and an annual donation from the City.

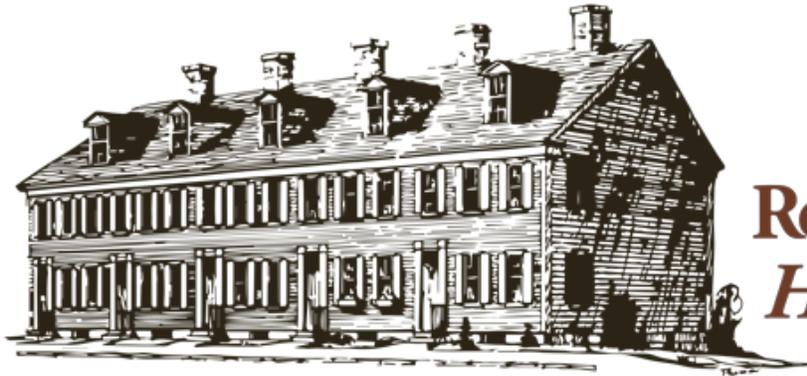
Additional resources regarding Hallowell's historic assets include an inventory of the historic buildings on Second St. located at the Maine Preservation Commission; a number of historic photos from 1964 located at the Hubbard Free Library in Hallowell; and a 1992 historic survey of Hallowell (including property type, architectural data, age, location, and historical data) located at the Maine State Library.

In addition, the Hallowell Code of Ordinances establishes the position of **City Historian**, with the following responsibilities:

1. *Serve as the liaison between the City and persons who wish to use records or documents, in the City's custody and control, for the purposes of historical research;*
2. *Recommend or establish methods of collecting, organizing, preserving, and cataloging documents and records held by the City that have or may have historical significance, and be authorized to implement such methods with the approval of the City Manager;*
3. *Recommend to the City Manager any appropriate modifications to State*

regulations relating to the archiving, retention, and destruction of City records and documents;

4. *Make recommendations to the City Council and Planning Board with respect to the Historic District or any City landmark, or the designation of either;*
5. *Serve as advisor to the Board of Directors of the Dr. John Hubbard Association;*
6. *Make recommendations to the City Council with respect to the acquisition by the City of original documents, including records, photographs, and paintings that are of historical significance;*
7. *Identify and list State agencies, libraries, museums, and other institutions and organizations that have custody of documents or tangible items that are relevant to the history of the City of Hallowell;*
8. *Identify and list books, treatises, and other scholarly works relating to the history of the City of Hallowell;*
9. *Identify and list any substantial or significant original documents or tangible items privately held, including paintings, diaries, letters, photographs, and recordings, and make recommendations with respect to the desirability and feasibility of copying or reproducing such items; and*
10. *Make a written report to the City Council not less than annually, and not later than November 15 of each year.*



ROW HOUSE, INC. *Hallowell, Maine*

THREATS & RESOURCES FOR PROTECTION OF HISTORIC & ARCHEOLOGICAL RESOURCES

Neglect and inappropriate development are the greatest threats to historic and archeological resources. Protection from these can be provided at the local, state, and federal levels.

Federal and State Level Protection

Numerous federal and state laws and regulations govern the treatment of historic and archeological resources in Maine. They are focused on protecting cultural resources that may be threatened by projects funded or permitted by the federal or state governments.

Section 106 of the National Historic Preservation Act requires federal agencies to review all federally funded, permitted, or licensed projects which may affect a property listed on the National Register of Historic Places or eligible for such listing. Section 106 review is a routine part of the planning process for all federally-assisted projects. The review does not guarantee that the property will not be affected or even demolished, but it does ensure that there will be an opportunity to consider the effects of the project before it occurs. The Maine Historic Preservation Commission currently reviews 3000- 3500 projects under this law every year.

Maine's Site Location of Development Law requires consultation from the Maine Historic Preservation Commission on impacts resulting from large-scale developments that may not come under Section 106 jurisdiction, including projects occupying more than 20 acres, metallic mineral and advanced exploration projects, large structures and subdivisions, and oil terminal facilities. The Maine Historic Preservation Commission reviews roughly 300-500 projects per year under this law.

The protection of historic properties at federal and state levels is limited to projects of significant size, or those funded, licensed, or permitted by federal and state agencies.

For all other projects, the only comprehensive protection for historic properties is legislation at the local level.

Local Protection

Subchapter V of the Hallowell Code of Ordinances provides for the Preservation of Hallowell's historic resources, stating:

The preservation of structures and/or areas of historic or architectural value is hereby declared to be a public purpose, in order to promote the educational, cultural, economic and general welfare of the people of the City, to protect, preserve and enhance buildings, structures, and areas within the City which possess particular historic and/or architectural significance or value.

The section establishes the following goals for strengthening the heritage and economic well-being of the City:

1. *preserving its architectural and historic setting;*
2. *conserving property values in such unique areas;*
3. *fostering civic beauty;*
4. *strengthening the local economy;*
5. *promoting the use of historic or architecturally significant buildings for the Education, pleasure, and welfare of the citizens of the City;*
6. *to enhance the potential for securing funds for the City and its citizens and property owners which may become available from public and private sources.*

Hallowell's current zoning ordinance includes a Historic District Overlay Zone (HD), established with the following explicit purposes:

The purpose of the Historic District and the designation of Historic Landmarks is to preserve structures and areas of historic and architectural value and as declared by the City Council under the provisions of Sub-Chapter V of Chapter 8 of this Code.

Overlay zones impose additional requirements to the zoning requirements already established for the area as designated. For example, a parcel along the Kennebec River might be subject to the requirements of the Shoreland District, the Floodplain Management District, and the Historic District. (The Ordinance also specifically designates the Powder House as a Historic Landmark.)

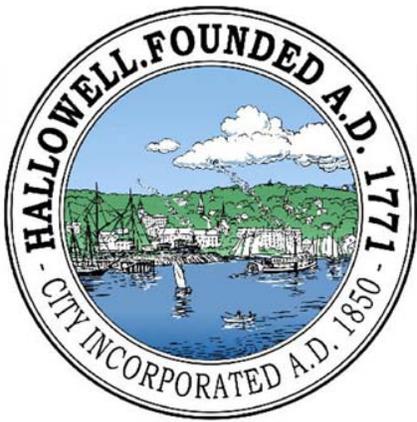
Building, remodeling and demolition permits for properties within Hallowell's Historic District, as well as any properties designated by the City Council as a Historic Landmark (such as the Powder House at High Street), may not be issued without Planning Board approval. Property owners must submit a "Historic District Certificate of Appropriateness Form" to gain project and material approval.

A second special zoning district, the Stevens School Planned Development District (SSPD), was established in 2011-2012 to help preserve and enhance the historic character of the City in a more flexible way, with the following purposes:

To provide for the reuse and redevelopment of the former Stevens School into a well-planned development with a common set of design elements in which the use, redevelopment, or development is focused in the areas of the campus that are already developed in a manner that is compatible with the surrounding neighborhood, accommodates a mix of uses, maintains the character of the Maine Industrial School for Girls National Register Historic District, minimizes development in areas with significant natural resources, provides appropriate infrastructure, addresses environmental issues and stormwater management, and minimizes undesirable impacts on adjacent properties and the surrounding neighborhood.

The City's zoning ordinance outlines the criteria for Planning Board approval based on the U.S. Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. These guidelines are very specific and can be costly for homeowners. The Planning Board has enforced general guidelines regarding building development, additions, and integrity with existing forms and dimensions. However, specific guidelines have sometimes not been fully enforced, such as the types of materials used for replacement or updating of windows and siding. There is concern that by not fully meeting the national requirements, Hallowell's Historic District National Registry Listing may be at risk.

As in many local historic districts, lack of enforcement mechanisms is also a significant issue at the local level. If a property owner in the Historic District has not obtained approval for building renovations regulated by the ordinance, the Code Enforcement Officer currently has no enforcement mechanism other than sending a letter informing a property owner that their actions are not consistent with the City's requirements. This is not always enough to encourage compliance. There are also limited local resources to follow up on violations, even if stronger mechanisms were in place.



RECENT DEVELOPMENTS

As noted in the previous plan, two of the Hallowell historic residences – the former Jacob Abbott House (61 Winthrop Street) and the Governor Bodwell House – have been on Maine Preservation's *Most Endangered Historic Properties* list since 2000. Importantly, while "Most Endangered" status does not ensure the protection of a site or provide funding, this designation is intended to raise local awareness and can help focus rescue and preservation efforts. Criteria for inclusion on the endangered list include demonstration of the property's historic significance, identification of threats to the site, and a strong commitment to invest time, energy and money to rescue the historic property. As evidence of the attention this inventory and designation brings, both

structures are now included under the protections of the Local Historic District.

In 2008, a third structure – a historic railroad building known as the Hallowell Freight Shed – was added to the list. Also listed in the brochure (but not currently designated as "most endangered") is the Hubbard Library, Maine's oldest standing free public library, which is in need of major roof, electrical, and other building improvements.

In 2016, after years of deterioration and neglect, the buildings and campus of the former Stevens School was purchased by Mastway Development, LLC and rehabilitated using a combination of state and federal historic tax credits and the provisions of the more flexible

overlay zoning district. As described by Maine Preservation:

Deteriorated exterior features have been restored and interior alterations sensitively made to retain historic character, with only minimal changes to the floor plan. The colonnaded two-story front porch had significant structural damage from carpenter ants and rot, and that has now been repaired. Historic windows were rehabilitated, and low-profile Allied storm windows added for efficiency while an inappropriate modern front door was replaced with a more compatible

design. Inside, drop ceilings were removed and hardwood floors restored with new hardwood installed in the front hall where the historic wood flooring had been lost. The building was also updated with code compliant sprinklers and an efficient HVAC system.

The building currently houses professional office space on the first floor with four apartments filling the upper stories.

More recently, the City has begun the process of soliciting proposals for adaptive reuse of the Second Street Fire Station.

ANALYSIS AND ISSUES FOR FURTHER STUDY

- ✓ Given how integral historic issues are to the Hallowell brand, how can the City further build the connection between its built heritage and economic activity?
- ✓ There is inconsistency between what the historic ordinance says and how it is applied. What changes need to be made so that the ordinance accomplishes Hallowell's historic preservation goals?
- ✓ Are additional enforcement measures necessary?
- ✓ Should Hallowell offer a financial incentive to assist property owners with meeting historic district requirements?
- ✓ The last town-wide architectural survey was completed in 1992 and things have undoubtedly changed. An up-to-date survey that identifies which buildings contribute to the community's historic character is important in establishing a historic preservation strategy for Hallowell.
- ✓ Currently, Hallowell's Planning Board is responsible for enforcing the historic ordinance. Is that the correct structure, or should the City consider creating a separate board or commission for administering the district?
- ✓ What effect do historic preservation policies and regulations have on the production of new housing in the City? And conversely, what benefit do historic preservation grants, tax credits, and other incentives have on new development?
- ✓ Are there techniques or approaches to pursue that are capable of marrying the City's historic preservation goals with economic and cultural development strategy? Are there good examples from elsewhere worth considering?
- ✓ Are there additional prehistoric or archeological resources to inventory? Are there better ways to preserve and interpret the role played by indigenous people in the history and ecology of the region?