



HOWARD COUNTY HISTORIC PRESERVATION COMMISSION
ELLICOTT CITY HISTORIC DISTRICT ■ LAWYERS HILL HISTORIC DISTRICT
3430 Court House Drive ■ Ellicott City, Maryland 21043

Administered by the Department of Planning and Zoning

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Agenda

Thursday, February 11, 2021; 6:00 p.m.

A public meeting of the Howard County Historic Preservation Commission (HPC) will be conducted on Thursday, February 11, 2021 at 6:00 p.m. Due to the State of Emergency and to adhere to social distancing measures, this meeting will not take place at 3430 Court House Drive, Ellicott City, but will be conducted as a virtual web meeting/conference call where the public is invited to speak on the following agenda items. All cases are public meetings where any member of the public may offer testimony. Certain cases, such as requests for Certificates of Approval, are contested cases subject to the County Administrative Procedure Act. Instructions on how to join the meeting are provided on the HPC webpage: www.howardcountymd.gov/Departments/Planning-and-Zoning/Boards-and-Commissions/Historic-Preservation-Commission. Additional information may be obtained from the Department of Planning and Zoning by emailing preservation@howardcountymd.gov. Part of the meeting may be closed to the public in accordance with Open Meetings Act procedures. Requests for accommodations should be made at least three working days in advance of the meeting.

This Agenda identifies the work proposed and includes comments and recommendations from DPZ Staff. The recommendations included here do not constitute a decision of the Commission.

PLAN FOR APPROVAL

Regular Agenda

1. HPC-20-83 – 8049, 8055, 8059, 8061 (Tiber Park) and 8069 Main Street; Vicinity of Maryland Avenue and Main Street; Vicinity of 3711 Maryland Avenue along Patapsco River, Ellicott City – continued from December 3, 2020 and January 14, 2021.

HPC-20-83 – 8049, 8055, 8059, 8061 (Tiber Park) and 8069 Main Street; Vicinity of Maryland Avenue and Main Street; Vicinity of 3711 Maryland Avenue along Patapsco River, Ellicott City – continued from December 3, 2020 and January 14, 2021

Applicant: Robert Z. Hollenbeck, Howard County Department of Public Works

Request: The Applicant, Robert Z. Hollenbeck on behalf of the Howard County Department of Public Works, requests a Certificate of Approval for the demolition of buildings at 8049, 8055, 8059, and 8069 Main Street, the demolition of a bridge at 8061 Main Street (Tiber Park); and alterations in the Vicinity of Maryland Avenue and Main Street, Vicinity of 3711 Maryland Avenue along Patapsco River, Ellicott City for construction of an enhanced floodplain and culvert.

This report is divided into in six sections:

- 1) HPC-20-83a – 8049 Main Street, Ellicott City (Phoenix building)
- 2) HPC-20-83b – 8055 Main Street, Ellicott City (Discoveries building)
- 3) HPC-20-83c – 8059 Main Street, Ellicott City (Easton and Sons/Bean Hollow Building)
- 4) HPC-20-83d – 8061 Main Street, Ellicott City (Tiber Park bridge)
- 5) HPC-20-83e – 8069 Main Street, Ellicott City (Great Panes building)
- 6) HPC-20-83f – Vicinity of Maryland Avenue and Main Street, Vicinity of 3711 Maryland Avenue along Patapsco River, Ellicott City for the construction of expanded terraced floodplain/culvert and associated components.

Background and Site Description: The December 3, 2020 and January 14, 2021 agenda and staff report addendum for case HPC-20-83 are incorporated by reference.

This report will reference various Addendums to the Staff Report. A full list of the Addendums will include:

- Addendum 1 – 8049 Main Street 2020 Updated Historical Information
- Addendum 2 – 8049 Main Street Inventory
- Addendum 3 – 8049 Main Street Photos
- Addendum 4 – 8055 Main Street Historical Information
- Addendum 5 – 8055 Main Street Photos
- Addendum 6 – 8059 Main Street Historical Information
- Addendum 7– 8059 Main Street Photos
- Addendum 8 – 8061 Main Street (Tiber Park bridge) Photos
- Addendum 9 – 8069 Main Street Historical Information
- Addendum 10 – 8069 Main Street Photos
- Addendum 11 – 3711 Maryland Avenue Inventory
- Addendum 12 – Minutes HPC-18-46, September 2018 Meeting
- Addendum 13 – Minutes HPC-19-48, October 2019 Meeting
- Addendum 14 – Minutes HPC-20-74, October 2020 Meeting

These properties are all located in the Ellicott City Historic District. The buildings have the following dates of construction:

- 1) 8049 Main Street (Phoenix) – Brick building circa 1851, frame building circa 1870s.
 - a. Listed as HO-330 in the Howard County Inventory and the Maryland Inventory of Historic Properties.
 - b. Updated 2020 Historical Information in Addendum 1 and Inventory in Addendum 2.
 - c. Photos in Addendum 3.
- 2) 8055 Main Street (Discoveries) – Block building circa 1920s-30s.

- a. Listed as HO-78-4, Valmas Restaurant, in the Maryland Inventory of Historic Properties
 - b. Additional historical information in Addendum 4.
 - c. Photos in Addendum 5.
- 3) 8059 Main Street (Easton and Sons/Bean Hollow) – Stone and frame building circa 1930s.
 - a. Additional historical information in Addendum 6.
 - b. Photos in Addendum 7.
 - 4) 8061 Main Street (Tiber Park bridge) – Previously existing historic building burned down in 1941, was demolished and converted to Tiber Park.
 - a. Photos in Addendum 8.
 - 5) 8069 Main Street (Great Panes) – Stone building circa 1841, brick rebuilding potentially circa 1885-1910.
 - a. Listed as HO-78-2, Young-Buzby-Jones Store and Dwelling, in the Maryland Inventory of Historic Properties.
 - b. Additional historical information in Addendum 9
 - c. Photos in Addendum 10.
 - 6) 3711 Maryland Avenue (B&O Railroad Station) – Stone building circa 1830.
 - a. Listed on the Howard County Historic Sites Inventory and the Maryland Inventory of Historic Properties as HO-71, Ellicott City B&O Railroad Station, Freight Building and Turntable.
 - b. Individually listed as National Historic Landmark, November 1968.
 - c. Contains a Maryland Historical Trust Easement.
 - d. Inventory form in Addendum 11.

The application provides a brief history of Ellicott City flooding and explains:

“Throughout its history, Main Street and the Ellicott City Historic District have seen at least 15 significant flood events dating back to the 1700’s. Most recently, the community has seen two major flash floods within the last four years. The most recent flash flood events have been referred to as “top-down” flood events, whereas storm water runs from adjacent topography through the Main Street area. “Top-down” flooding has occurred in Ellicott City throughout history. These flood events cause significant damage, as the flood waters travel at a high velocity, collecting anything in its path.”

Scope of Work: The Department of Public Works is requesting a Certificate of Approval for demolition and other work related to the planned construction of the Maryland Avenue Culvert Project, to expand the Tiber River channel and install an underground culvert in the vicinity of Main Street and Maryland Avenue to increase capacity for stormwater flow to the Patapsco River.

The application is for demolition and subsequent construction. The Applicant requests approval to demolish four buildings and a bridge located at:

- 1) 8049 Main Street, Ellicott City (HPC-20-83a) – Phoenix building
- 2) 8055 Main Street, Ellicott City (HPC-20-83b) – Discoveries building
- 3) 8059 Main Street, Ellicott City (HPC-20-83c) – Easton and Son/Bean Hollow building
- 4) 8061 Main Street, Ellicott City (HPC-20-83d) – Tiber Park bridge
- 5) 8069 Main Street, Ellicott City (HPC-20-83e) – Great Panes building

The Applicant also requests approval for the construction of the expanded terraced floodplain/culvert and associated components after the buildings are removed (HPC-20-83f), to include:

- 6) Construct the expanded terraced floodplain/culvert. The expanded terraced floodplain/culvert will utilize the stone from the existing stream walls and stone salvaged from the building

demolition. The weir wall will be constructed using salvaged stone from Ellicott City. The imbricated stone spillway will also be constructed with stone.

- 7) Install black metal fencing and black metal bollards along the expanded terraced floodplain/culvert.

The application contains the following information:

“In order to facilitate the conveyance of water from the existing stream channel into the new culvert, modifications to the stream channel walls and conveyance network are required, referred to as the Terraced Floodplain. These modifications, along with the construction of the culvert, necessitate the removal of four buildings. The removal of these four buildings will have a significant positive impact on Lower Main Street. The remaining buildings along Main Street will realize a significant impact in reduction of the risk of damage from flash floods. However, the viewshed and streetscape at Lower Main Street will be altered from the way that most living currently have experienced it. The decision to pursue demolition of these buildings was not reached lightly. It is only through analysis of many projects and multiple plan iterations that the request to remove these buildings is made.”

A Certificate of Approval for any future streetscape work that is not part of Items 6 and 7 above will be required separate from this application.

The application provides background information on the lower Main Street plan from the previous administration, which proposed the demolition of ten buildings along lower Main Street. The HPC provided Advisory Comments on this proposal in September 2018 in case HPC-18-46, found in Addendum 12.

The application also explains that when County Executive Ball took office in late 2018, he announced the “EC Safe and Sound Plan” and by May 2019 selected the Option 3G7.0 to proceed with. This plan includes the preservation of six buildings previously proposed for demolition, the creation of the North Tunnel (not part of this application), the demolition of four buildings and the Maryland Avenue Culvert project. The application also contains information explaining how the flood mitigation projects work together to mitigate flash flooding. The application states that the Maryland Avenue Culvert project will provide significant additional storm water conveyance from the Tiber/Hudson Branch to the Patapsco River, while mitigating a significant constriction to flow. On October 3, 2019 the Applicant received Advisory Comments on the EC Safe and Sound Plan in case HPC-19-48. The minutes from this case are incorporated by reference and found in Addendum 13.

On October 1, 2020, the Applicant received Advisory Comments on the Maryland Avenue Culvert Project and the demolition of the four lower Main Buildings at 8049, 8055, 8059 and 8069 Main Street in case HPC-20-74. The minutes from this case are incorporated by reference and found in Addendum 14.

The application states that the Maryland Avenue Culvert project will provide significant additional storm water conveyance from the Tiber/Hudson Branch to the Patapsco River, while mitigating a significant constriction to flow. The application contains the following explanation:

“The Maryland Avenue Culvert project works by increasing the conveyance capacity for storm water from the existing stream channel network out to the Patapsco River. Currently, the capacity for storm water to drain from Main Street is limited by the capacity of the *Oliver Culvert*, which parallels Main Street adjacent to its crossing underneath the railroad bridge. The new culvert will consist of a reinforced concrete box culvert that will extend from the approximate location of 8049 Main Street, below grade under Maryland Avenue, below the turn table adjacent to the B&O Railroad Station and CSX Rail line, and out to the Patapsco River.”

The application also addresses how impacts to the B&O Station and Turntable will be monitored:
 “To avoid impact to the B&O, turn table, or rail line, the section of culvert under this area will be constructed using a ‘jack and bore’ construction technique. This is a process in which a jacking pit will be excavated in Maryland Avenue, and the concrete structure will be hydraulically jacked from the pit, below grade, out towards the river. To ensure the B&O, turn table, and rail line are not impacted by this construction process, the design team has gathered subterranean data and prescribed a series of engineering controls, including sensors, which will be monitored in real time throughout the project.”

Slide 16 from Attachment A in the Applicant’s submission shows the existing stream channel with the location of the proposed culvert:

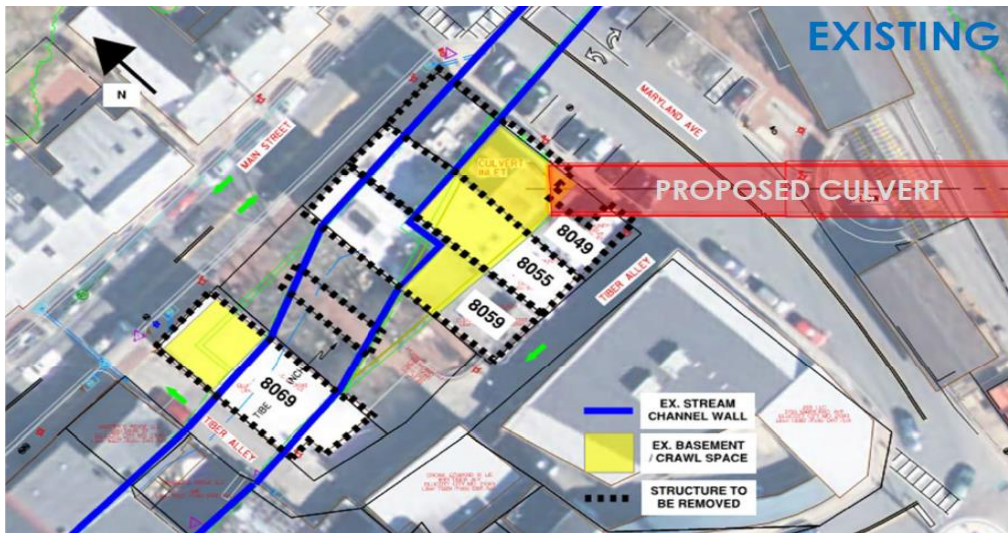


Figure 12 - Existing conditions and proposed culvert.

Slide 17 below from Attachment A in the Applicant’s submission shows the proposed stream channel with the proposed culvert and new terraced floodplain/new stream channel. The Applicant seeks approval for the construction of the expanded terraced floodplain/culvert/new stream channel as outlined in Items 6 and 7.

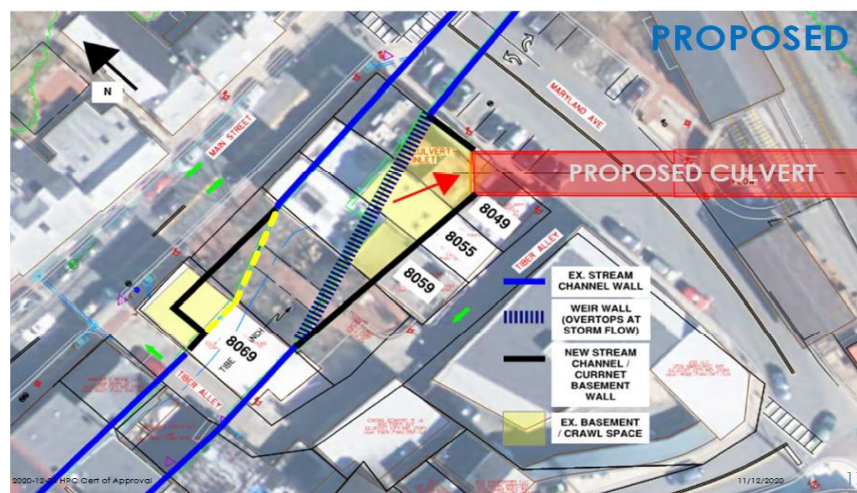


Figure 13 - Proposed terraced floodplain/culvert/expanded stream channel.

HPC Review Criteria and Recommendations:

The following Guidelines, Code provisions, and Rules of Procedure references below are excerpts, and are included for the Commission's consideration in reviewing the application. Please refer to the actual documents for the full text.

Ellicott City Historic District Design Guidelines; Chapter 12: Demolition and Relocation

- 1) *Chapter 12 states, "Demolition and relocation of any structure requires a Certificate of Approval from the Historic Preservation Commission. This requirement applies to structures such as retaining walls, sheds and garages as well as houses. Historic buildings are irreplaceable resources. Because their demolition will have a permanent detrimental effect on the historic district, the Commission will consider approving demolition only after all possible alternatives to preserve the structure are exhausted."*
- 2) *Chapter 12 states, "For any demolition or relocation, the treatment of the site after the removal of the structure and the new location and site design for a relocated building (if the location is within the historic district must also be approved by the Commission)."*

Rules of Procedure, Section 300, Demolition and Relocation of Structures in Historic Districts; General Section 300 states, "Demolition or relocation of any structure in an historic district requires a Certificate of Approval. The Certificate of Approval must include a plan for treatment of the site after the structure is removed. The Certificate of Approval must also include the new location for a relocated building if the location is within an historic district in Howard County."

Section 300 of the Commission's Rules of Procedure provide information on the process for reviewing applications for demolitions in the historic district. The entire section is relevant to this Advisory application, and is incorporated by reference, rather than copying and pasting three pages of procedures. Please refer to the Rules of Procedure for full text.

Rules of Procedure, Section 301, Demolition and Relocation of Structures in Historic Districts; Contents of Application

Section 301 of the Rules of Procedure outlines the process and information needed in an application for demolition. Section 301 explains that documentary evidence must be submitted to support the demolition request and outlines the information that should be provided in an application. The Rules of Procedure also state that before the Commission acts on an application for demolition, they shall determine whether the building is a Structure of Unusual Importance, which is defined by Section 302.

Rules of Procedure, Section 302, Demolition and Relocation of Structures in Historic Districts; Classification of Structure

Section 302 states, "Before acting on an application for demolition or relocation, the Commission shall determine whether the structure is a Structure of Unusual Importance."

- A. *Structures of Unusual Importance are structures deemed by the Commission to be of unusual importance to the Nation, State or County, whose loss would cause great damage to the character and integrity of the historic district.*
- B. *Determination that a structure is a Structure of Unusual Importance shall be based on criteria in its adopted guidelines, the testimony of expert witnesses or other documentary evidence presented to the Commission.*

If the Commission determines the structure is a Structure of Unusual Importance, the process to be followed is described in Section 303 of the Rules, *Demolition of Structures of Unusual Importance*.

Rules of Procedure, Section 303, Demolition and Relocation of Structures in Historic Districts; Demolition of Structures of Unusual Importance [EXCERPT]

...

B. If the Commission determines the structure is a Structure of Unusual Importance, the following applies:

1. *The Commission may deny the application unless:*
 - a. *The structure is a deterrent to a major improvement program which will be of substantial benefit to the County; or*
 - b. *Retention of the structure would cause undue financial hardship to the owner; or*
 - c. *Retention of the structure would not be in the interest of a majority of the persons in the community.*
2. *The burden of proof is on the applicant to establish that one of the conditions cited in Rule 303.B.1 applies.*
3. *If the applicant relies on Rule 303.B.1.b in order to meet the burden of establishing the need for demolition, the applicant must present documentary evidence of the cost of maintaining or relocating the structure, the estimated cost of the demolition, the estimated cost of restoring or stabilizing the building, all other financial information on which the applicant relies to establish financial hardship, and, if the applicant relies on evidence of the lack of structural integrity of the structure, a report on the structural integrity prepared by an engineer licensed in the State of Maryland, based on the engineer's in person observations of the interior and exterior of the structure.*
 - a. *Costs that are estimated must be supported by written estimates by persons qualified to provide such estimates and in sufficient detail to permit the Commission to verify the reasonableness of the estimate.*
 - b. *The Commission may find that retention of the structure would cause the applicant financial hardship if it determines that the building has been demolished by neglect or natural disaster and there is no feasible way to restore the building short of rebuilding.*

If the Commission determines the structure is not of Unusual Importance, the process to be followed is described in Section 304 of the Rules of Procedure, under *Demolition of Other Structures*. Section 304.A states that if the Commission determines the structure is not a Structure of Unusual Importance, they shall vote to approve or deny the application based on the standards in Section 16.607 of the Howard County Code and its adopted Guidelines. An excerpt from Section 16.607 is provided below.

Section 16.607 – Standards for Review.

(a) Elements for Consideration. In reviewing an application for a certificate of approval, the Commission shall give consideration to:

- (1) The historic, architectural, or archeological value or significance of the structure and its relationship to historic value of the surrounding area.*

- (2) *The relationship of the exterior architectural features of such structure to the remainder of the structure and to the surrounding area.*
- (3) *The general compatibility of exterior design, scale, proportion, arrangement, texture and materials proposed to be used.*
- (4) *Whether the requested action is necessary to protect against threats to public safety.*
- (5) *Any other factors, including aesthetic factors, which the Commission deems to be pertinent.*

Section 16.608 of the County Code contains information on Structures of Unusual Importance. An excerpt is provided below.

Section 16.608(d), Structures of Unusual Importance

- (a) *Structure of Unusual Importance. In the case of an application for alteration affecting the exterior appearance of a structure or for the moving or demolition of a structure the preservation of which the Commission deems of unusual importance to the County, State or nation, the Commission shall endeavor to work out with the owner an economically feasible plan for the preservation of such structure.*
- (b) *Deny Application. Unless the Commission is satisfied that proposed construction, alteration, or reconstruction will not materially impair the historic value of the structure, the Commission shall deny the application.*
- (c) *Negotiation. If an application is submitted for alteration, moving or demolition of a structure that the Commission deems of unusual importance and no economically feasible plan can be formulated, the Commission shall have 90 days from the time it concludes that no economically feasible plan can be formulated to negotiate with the owner and other parties in an effort to find a means of preserving the building.*
- (d) *Special Circumstances. The Commission may approve the proposed alteration, moving or demolition of a structure of unusual importance despite the fact that the changes come within the provisions of subsections (a) through (c) of this section, if:*
 - (1) *The structure is a deterrent to a major improvement program which will be of substantial benefit to the County;*
 - (2) *Retention of the structure would be a threat to public safety;*
 - (3) *Retention of the structure would cause undue financial hardship to the owner; or*
 - (4) *Retention of the structure would not be in the interest of a majority of the persons in the community.*

The following Chapter 9 Guidelines are relevant to the proposal to construct the expanded stream channel/culvert.

Chapter 9.A: Landscape and Site Elements; Topography and Water Courses

- 1) *Chapter 9.A recommends:*
 - a. *“Preserve the relationship of historic buildings to their sites.”*
 - b. *“Minimize grading by siting new structure and other improvements to make use of the land’s natural contours. When necessary, use appropriately designed retaining walls or building walls to create the minimum level area needed for a new use in accordance with historic development patterns.”*
 - c. *“Maintain and reinforce natural landscape elements, such as rock outcroppings, water courses and tree lines. Make views of natural elements, especially the Patapsco River and its tributaries, available to the public where possible. Provide walkways, sitting areas and casual spots in parks, plazas, and other areas open to the public.*

Chapter 9.D: Landscape and Site Elements; Walls, Fences, Terraces, Walkways and Driveways

- 1) Chapter 9.D recommends:
 - a. *“Identify and retain site features that are important to the historic character of a site.”*
 - b. *“Preserve historic features, such as retaining walls, freestanding walls, fences, terraces, walkways, driveways and steps. When possible, reuse the historic building materials to repair or restore these structures.”*
 - c. *“Construct new site features using materials compatible with the setting and with nearby historic structures, particularly for features visible from a public way.”*
 - d. *“Install open fencing, generally not more than five feet high, of wood or dark metal.”*
 - e. *“Construct new terraces or patios visible from a public way from brick, stone or concrete pavers designed to look like indigenous stone.”*
- 2) Chapter 9.D recommends against:
 - a. *“New driveways, parking areas, walkways, terraces or other features that substantially alter the setting of a historic building.”*
 - b. *“Poured concrete or concrete block walls in locations visible from a public way or neighboring property.”*

Staff Recommendation to the HPC:

Staff recommends the HPC determine the following:

- 1) For HPC-20-83a, Staff recommends the HPC determine if the structure located at 8049 Main Street is of Unusual Importance.
 - a. If the Commission determines that the structure is not a Structure of Unusual Importance, it shall vote to approve or deny the application based on the standards set forth in §16.607 of the Howard County Code and its adopted Guidelines.
 - b. If the Commission determines that the structure is a Structure of Unusual Importance, it should follow the procedure laid out in Rule 303.B in the Commission’s Rules of Procedures and determine whether proposed demolition and new construction comply with the Guidelines and s §16.607 and §16.608 of the County Code.
 - c. If the Commission approves the application for demolition, Staff recommends the HPC confirm if the list of materials proposed to be salvaged is acceptable.
- 2) For HPC-20-83b, Staff recommends the HPC determine if the structure located at 8055 Main Street is of Unusual Importance.
 - a. If the Commission determines that the structure is not a Structure of Unusual Importance, it shall vote to approve or deny the application based on the standards set forth in §16.607 of the Howard County Code and its adopted Guidelines.
 - b. If the Commission determines that the structure is a Structure of Unusual Importance, it should follow the procedure laid out in Rule 303.B in the Commission’s Rules of Procedures and determine whether proposed demolition and new construction comply with the Guidelines and §16.607 and §16.608 of the County Code.
 - c. If the Commission approves the application for demolition, Staff recommends the HPC confirm if the list of materials proposed to be salvaged is acceptable.
- 3) For HPC-20-83c, Staff recommends the HPC determine if the structure located at 8059 Main Street is of Unusual Importance.
 - a. If the Commission determines that the structure is not a Structure of Unusual Importance, it shall vote to approve or deny the application based on the standards set forth in §16.607 of the Howard County Code and its adopted Guidelines.

- b. If the Commission determines that the structure is a Structure of Unusual Importance, it should follow the procedure laid out in Rule 303.B in the Commission’s Rules of Procedures and determine whether proposed demolition and new construction comply with the Guidelines and §16.607 and §16.608 of the County Code.
 - c. If the Commission approves the application for demolition, Staff recommends the HPC confirm if the list of materials proposed to be salvaged is acceptable.

- 4) HPC-20-83d, Staff recommends the HPC determine if the Tiber Park bridge structure located at 8061 Main Street is of Unusual Importance.
 - a. If the Commission determines that the structure is not a Structure of Unusual Importance, it shall vote to approve or deny the application based on the standards set forth in §16.607 of the Howard County Code and its adopted Guidelines.
 - b. If the Commission determines that the structure is a Structure of Unusual Importance, it should follow the procedure laid out in Rule 303.B in the Commission’s Rules of Procedures and determine whether proposed demolition and new construction comply with the Guidelines and §16.607 and §16.608 of the County Code.
 - c. If the Commission approves the application for demolition, Staff recommends the HPC indicate if there are any elements within the bridge and park that should be salvaged.

- 5) HPC-20-83e, Staff recommends the HPC determine if the structure located at 8069 Main Street is of Unusual Importance.
 - a. If the Commission determines that the structure is not a Structure of Unusual Importance, it shall vote to approve or deny the application based on the standards set forth in §16.607 of the Howard County Code and its adopted Guidelines.
 - b. If the Commission determines that the structure is a Structure of Unusual Importance, it should follow the procedure laid out in Rule 303.B in the Commission’s Rules of Procedures and determine whether proposed demolition and new construction comply with the Guidelines and §16.607 and §16.608 of the County Code.
 - c. If the Commission approves the application for demolition, Staff recommends the HPC confirm if the list of materials proposed to be salvaged is acceptable.

- 6) For HPC-20-83f, the construction of expanded terraced floodplain/culvert and associated components:
 - a. Staff recommends the Commission determine if there is sufficient detail to approve at this time, and whether or not the application complies with the Guidelines and §16.607 approve, deny or continue accordingly. Staff recommends that the Commission determine whether the proposed demolition and new construction comply with the Guidelines and §16.607 and §16.608 of the County Code.

*Chapter and page references are from the Ellicott City or Lawyers Hill Historic District Design Guidelines.

Beth Burgess
Executive Secretary

Samantha Holmes
Staff, Historic Preservation Commission