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Public Hearing March 17, 2014  
Council Action April 7, 2014  
Executive Action April 9, 2014  
Effective Date April 9, 2014

## County Council Of Howard County, Maryland

2014 Legislative Session

Legislative Day No. 3

Resolution No. 27 -2014

Introduced by: The Chairperson at the request of the County Executive

A RESOLUTION adopting the Howard County Historic Preservation Plan.

Introduced and read first time March 5, 2014.

By order Sheila M Tolliver  
Sheila Tolliver, Administrator

Read for a second time at a public hearing on March 17, 2014.

By order Sheila M Tolliver  
Sheila Tolliver, Administrator

This Resolution was read the third time and was Adopted , Adopted with amendments , Failed , Withdrawn , by the County Council on April 7, 2014.

Certified By Sheila M Tolliver  
Sheila Tolliver, Administrator

Approved by the County Executive April 9, 2014

Ken Elman  
Ken Elman, County Executive

NOTE: [[text in brackets]] indicates deletions from existing law; TEXT IN SMALL CAPITALS indicates additions to existing law; Strike-out indicates material deleted by amendment; Underlining indicates material added by amendment

1           **WHEREAS**, in July of 2012, by passage of Council Bill No. 26-2012, the Howard  
2 County Council adopted *PlanHoward2030*, a new general plan for Howard County; and

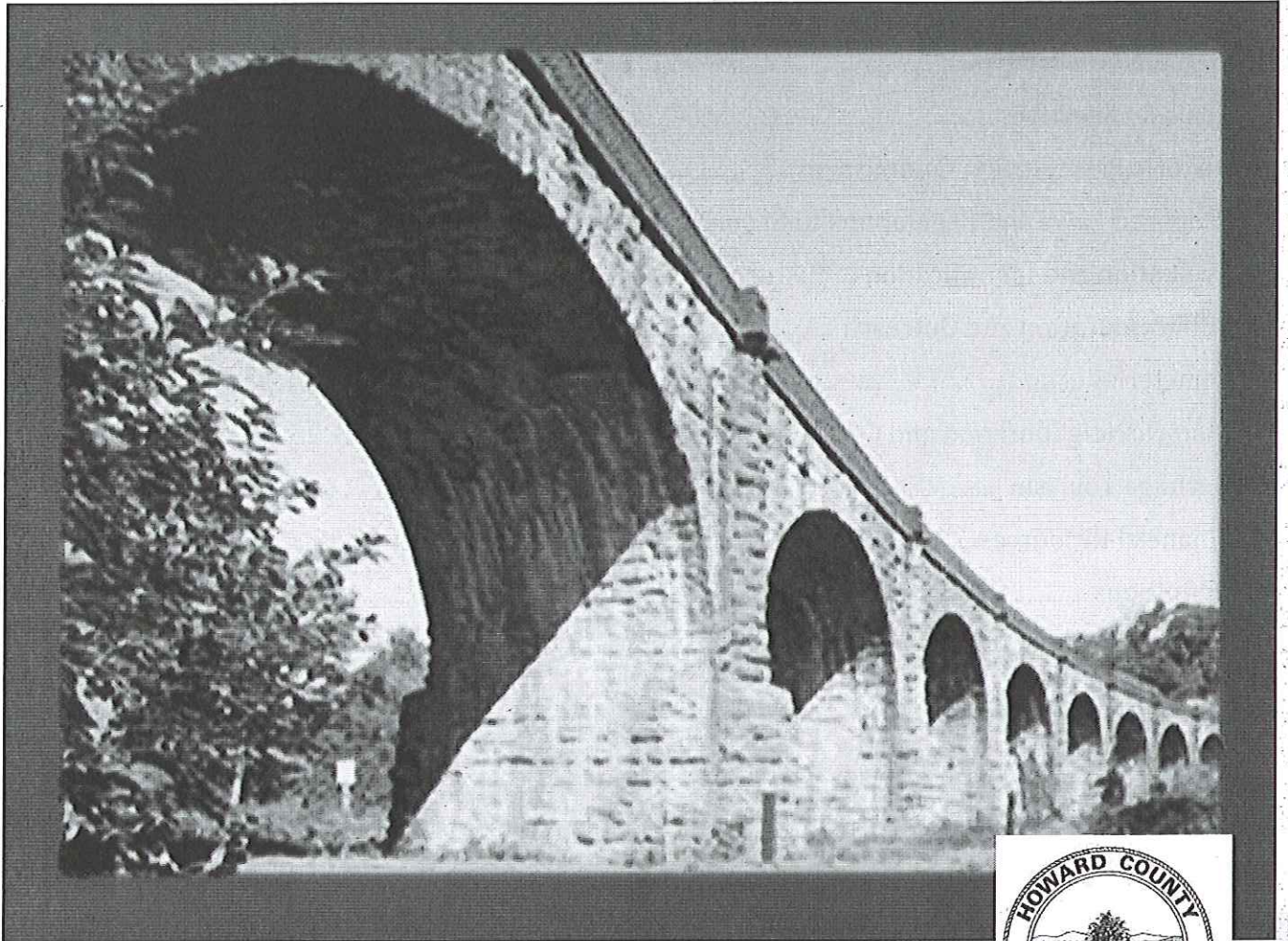
3  
4           **WHEREAS**, *PlanHoward2030* provides for the expansion of existing programs to  
5 enhance historic preservation and the creation of an historic preservation plan; and

6  
7           **WHEREAS**, in accordance with *PlanHoward2030*, Policy 4.10, the Department of  
8 Planning and Zoning has worked with historic preservation advocates and other stakeholder  
9 groups and has created the Howard County Historic Preservation Plan, a copy of which is  
10 attached hereto; and

11  
12           **WHEREAS**, the purpose of the Howard County Historic Preservation Plan is to provide  
13 guidance and direction for the current and future preservation of Howard County's non-  
14 renewable historic and cultural resources, as well as to ensure the County's future plans for  
15 growth will protect historic resources in a coordinated, recognized and measured manner.

16  
17           **NOW, THEREFORE, BE IT RESOLVED** by the County Council of Howard County,  
18 Maryland, this 7<sup>th</sup> day of April, 2014, that it adopts the "Howard County  
19 Historic Preservation Plan" as attached to this Resolution.





Howard County

Historic Preservation Plan

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## INTRODUCTION & PURPOSE

### Introduction

This Historic Preservation Plan (HP Plan) for Howard County is designed to affirm the value of and chart a course for historic preservation. The HP Plan develops a framework for integrating historic architectural, cultural, and archeological considerations into planning and development decisions.

The HP Plan addresses historic preservation needs and benefits now and into the future. Included are goals, policies and implementation strategies to meet existing and future challenges of identification, preservation, education, financial resources, ownership, property rights and stewardship of Howard County's extensive and diverse historic and cultural non-renewable resources.

The HP Plan also accentuates the importance of strong public/private partnerships in preservation, education, awareness, promotion, stewardship, and integration of historic resources as key elements in the planning process. The preservation of these non-renewable resources and their stewardship reinforce strong links to our past, contribute to a sense of community and provide a foundation for meeting the challenges now and into the future.

Plan Howard 2030 called for writing a Historic Preservation Plan for our county. A small, diverse group of county citizens came together in 2011 to explore crafting such a plan in concert with Department of Planning and Zoning (DPZ) staff responsible for county historic preservation matters. Individuals from diverse parts of the County, historic organizations and other groups, all with a passion and knowledge for historic preservation, formed a group subsequently entitled the Historic Preservation Advocates (HPA). This citizen group included Nancy Pickard, graduate historic preservationist; Grace Kubofcik, historic preservation advocate; Lisa Wingate, graduate historic preservationist; Jen Noyes, secretary, Concerned Citizens of Western Howard County; Betsy Grater, Howard County League of Women Voters; Barbara Russell, Howard County League of Women Voters; Ed Lilley, Ellicott City Restoration Foundation; Dick Tufts, historic preservation advocate; and Fred Dorsey, Preservation Howard County.

The HPA began by reviewing plans of other Maryland counties and evaluating their content to determine which elements might be appropriate for a Howard County Historic Preservation Plan. During succeeding months, the HPA selected elements of value for the preservation of our county's diverse historic resources. Moreover, the HPA proposed the responsibilities and powers of The Historic District Commission (HDC) be expanded to

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enhance its purview throughout Howard County. Thus, the HPA proposed replacing the HDC with a Historic Preservation Commission (HPC) as the keystone of the Plan and its steward. The HPA also proposed updates to the Commission's powers and responsibilities as codified in the Howard County Code.

The HPA's deliberations considered the rights and obligations of property owners, responsibility and considerations of government agencies, need for public awareness and appreciation, and integration and adaptability of historic resources by developers and builders. Working with DPZ staff during this time resulted in subsequently creating the Howard County Historic Preservation Plan contained herein and adopted by Resolution by the County Council of Howard County.

## Purpose

The Historic Preservation Plan was created in response to Howard County's Plan Howard 2030 to expand existing programs that enhance historic preservation and create a historic preservation plan. The purpose is to provide guidance and direction for the current and future preservation of Howard County's non-renewable historic and cultural resources, as well as to ensure the County's future plans for growth will protect historic resources in a coordinated, recognized and measured manner. The HP Plan advocates for the preservation of historical and cultural resources by continued identification, documentation, evaluation, and protection. These historic preservation policies and strategies are designed to encourage the appreciation for local history and enhance stewardship by all owners of historic resources.

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## GOALS & OBJECTIVES

### PRESERVE THE CULTURAL, HISTORICAL, AND ARCHEOLOGICAL RESOURCES OF HOWARD COUNTY

*Howard County's historical resources include historic districts, structures, settings, archeological sites, cemeteries, etc. These resources are a valuable and precious part of our county's history. It is agreed their preservation deserves our attention. Therefore, the county shall ensure historic preservation in the following manner:*

- I. Expand role of Historic District Commission (HDC) to become Historic Preservation Commission (HPC) and to become the steward of the Howard County Preservation Plan.**
  - II. Strengthen existing laws to ensure adequate protection**
  - III. Evaluate historic, cultural and archeological resources**
  - IV. Identify and promote use of financial resources to further historic preservation**
  - V. Expand public education and outreach initiatives and programs**
  - VI. Enhance protection of cemeteries**
  - VII. Support revitalization of historic neighborhoods and commercial areas**
  - VIII. Promote heritage tourism**
-



## HISTORIC PRESERVATION COMMISSION

*The Historic Preservation Commission safeguards the County's crucial historic, cultural and aesthetic heritage and promotes the preservation of sites, structures, and districts, together with their appurtenances and environmental settings, which are historically, archeologically, and/or architecturally significant. This is achieved by stabilizing and improving property values, structures and districts, plus promoting the preservation and appreciation of historic sites, structures and districts for the education, pleasure and welfare of our residents and visitors.*

**GOAL: CREATE A NEW HISTORIC PRESERVATION COMMISSION (HPC) TO BECOME THE STEWARD OF THE HOWARD COUNTY PRESERVATION PLAN.**

**I. Develop the existing Historic District Commission into the countywide Historic Preservation Commission (HPC) to meet the needs of Howard County.**

- a. Expand the role of the HPC, within and outside of the historic districts, as referenced in the Howard County Code.
- b. Absorb the duties and responsibilities of the previous Historic District Commission
- c. Have responsibilities related to all historic and cultural resources of the county.

**II. Expand the Historic Preservation Commission's responsibilities to include stewardship of The Plan.**

- a. Review and provide advice on new incentives for property owners to continue to maintain their historic properties.
  - b. Review and make recommendations for updating and expanding the Howard County Inventory of Historic Structures.
  - c. Advise Howard County Council regarding new Historic Districts from citizens' requests or the Commissioners' determination based upon consideration of citizen input.
  - d. Establish public outreach and education programs.
  - e. Review and provide advice on legislation relevant to historic and cultural resources.
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## PROPOSE LAWS TO ENSURE ADEQUATE PROTECTION

*Review existing laws to ensure they provide for the adequate protection of historic resources, districts, sites, roads, landscapes and archeological resources.*

### GOAL: STRENGTHEN LAWS AND REGULATIONS TO ENSURE ADEQUATE PROTECTION

#### **I. Incentivize restoration and adaptive use.**

- a. Educate property owners about available financial assistance.
- b. Create tax credit incentives for all historic structures in the County.
- c. Provide financial, professional and educational assistance to property owners.

#### **II. Protect historic resources.**

- a. Educate owners of their rights and opportunities.
- b. Work with developers and owners to find alternatives to demolition.
- c. Review and evaluate requests for single site historic district designation.

#### **III. Limit development impact.**

- a. Create minimum lot sizes for historic resources.
- b. Allow for transfer of development rights.

#### **IV. Establish effective means to promote maintenance.**

- a. Adopt a demolition ordinance.
  - b. Create zoning regulations or other incentives to promote preservation of historic and cultural resources.
-

## IDENTIFICATION, EVALUATION AND PROTECTION OF HISTORIC, CULTURAL AND ARCHEOLOGICAL RESOURCES

*Identification and evaluation of Historic, Cultural and Archeological Resources including groups or areas of resources to ensure they meet guidelines and legislation for designation as historic, cultural, or archeological sites, cultural landscapes, scenic roads, view sheds or historic districts.*

### GOAL: IDENTIFICATION, EVALUATION AND PROTECTION OF HISTORIC, CULTURAL, AND ARCHEOLOGICAL RESOURCES

- I. Enhance and expand existing historic sites survey, and include cultural and archeological resources.**
  - II. Nominate new historic designations as needed.**
  - III. Advocate for adequate staff.**
    - a. Designate professional staff for HPC.
    - b. Provide for staff training.
  - IV. Make recommendations regarding historic scenic roads.**
    - a. Update Scenic Roads Inventory and add or remove roads when deemed appropriate
    - b. Ensure Scenic Roads are appropriately protected from abutting land of new development
    - c. Ensure the character of Scenic Roads is protected when making road improvements.
  - V. Ensure and protect the character of historic view sheds and environmental settings**
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## PUBLIC EDUCATION AND OUTREACH

*Heritage education provides the public with an understanding of Howard County's rich history and culture, and encourages appreciation of the many benefits of stewardship and preservation of our historical resources. Developing a diverse local history program that encompasses our significant agricultural, industrial and cultural heritage creates an appreciation for the value of preservation, and helps citizens to better understand why preserving historic resources is a worthy endeavor.*

### GOAL: INCREASE PUBLIC EDUCATION AND OUTREACH

#### **I. Programs and Educational Opportunities.**

- a. Expand and promote educational opportunities for residents.
- b. Develop programs for historic property owners.
- c. Conduct public programs on the merits of historic preservation. (Preservation Matters Seminars, etc)
- d. Create partnership with the real estate community to develop a program or resources for purchasers of historic properties.
- e. Create educational opportunities and media focusing on Howard County history and historic preservation.
- f. Encourage, through partnerships, public education of Howard County's rich agricultural, archeological, architectural, cultural, and industrial heritage.

#### **II. Information expertise.**

- a. Create and enhance information on the County's website related to historic preservation to include:
    - i. Searchable and downloadable survey information including, but not limited to: the Historic Sites Inventory and Cemetery Inventory,
    - ii. Financial resources, incentives, and tax credit information,
    - iii. County history and history of county owned historic resources,
    - iv. Current versions of the Historic Preservation Plan and other relevant documents.
  - b. Expand staff and commission member expertise through ongoing training.
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## CEMETERIES

*Good maintenance is critical to preservation. The simple act of cleaning up a neighborhood burial ground often transforms it to an object of civic pride.*

### GOAL: ENHANCE PROTECTION OF CEMETERIES

- I. Expand the role of the Cemetery Preservation Advisory Board to develop strategies to maintain, restore and protect cemeteries including approval processes and guidelines for cemetery restoration.**
  - II. Undertake outreach to historic cemetery owners for maintenance, restoration, and tax credit incentives.**
    - a. Identify owners of cemeteries.
    - b. Establish partnerships to evaluate the conditions of cemeteries and burial grounds.
    - c. Establish and conduct public restoration workshops.
    - d. Identify abandoned and neglected cemetery sites.
  - III. Update and publish the cemetery inventory online.**
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## HISTORIC NEIGHBORHOOD AND COMMERCIAL AREA REVITALIZATION

*Conserving and protecting the unique character of Howard County's historic neighborhoods and commercial areas is vital to protecting the identity of our community.*

*Throughout the county the character of historic neighborhoods is threatened by insensitive infill projects and ongoing development. Our historic commercial areas are in need of revitalization and increased economic development. Recognizing the value of these unique historic resources is an essential step towards retaining cultural and economic vitality and increasing heritage tourism.*

### GOAL: SUPPORT HISTORIC NEIGHBORHOOD AND COMMERCIAL AREA REVITALIZATION

- I. Identify historic neighborhoods and commercial areas in need of revitalization.**
  - II. Conduct surveys and research to identify historic neighborhoods and commercial areas that could benefit from enhanced conservation, preservation measures and conservation easements to protect their unique architectural character.**
  - III. Promote new development consistent with the existing community identity.**
  - IV. Explore alternatives for neighborhood identity protection.**
  - V. Recommend incentives and tools to encourage the conservation of identified neighborhoods and commercial areas.**
  - VI. Encourage the maintenance, rehabilitation and adaptive use of existing historic resources as a Historic/Green initiative.**
  - VII. Support efforts for Ellicott City to be designated as a state and national Main Street Community.**
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## HERITAGE TOURISM

### GOAL: PROMOTE HERITAGE TOURISM

- I. **Recognize the economic and educational value associated with heritage tourism.**
  - II. **Promote heritage tourism to be a significant component of County economic development policy.**
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## FINANCIAL RESOURCES

*Financial programs encourage, assist and provide incentives to property owners to maintain their historic property. The preservation of Historic and cultural resources is generally to enhance the public good. Once these non-renewable resources are lost, they are gone forever*

GOAL: DEVELOP, PROMOTE AND MAINTAIN FINANCIAL RESOURCES TO FURTHER HISTORIC PRESERVATION

- I. Survey and catalog all sources of financial support for historic preservation.**
    - a. Identify sources of national, state and local funding sources for the preservation and documentation of historic resources, including archeological resources, museum collections and oral histories.
    - b. Develop a package of financial incentives to encourage the protection, promotion, rehabilitation, retention and adaptive use of historic resources.
  - II. Maintain and promote county historic restoration tax credit programs and other tax incentive programs.**
  - III. Research and promote grant and conservation easement opportunities to help restore and preserve historic structures and burial sites.**
  - IV. Pursue partnerships with individuals, businesses and community groups.**
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## DEFINITIONS

**Alterations:** Any exterior change that would affect the historic, archeological, or architectural significance of a designated site or structure, any portion of which is visible from a public way, including but not limited to, construction, reconstruction, moving or demolition. Alteration includes construction, reconstruction, moving or demolition.

**Adaptive Use:** The reuse of a building or structure. The term implies that certain structural or design changes have been made to the building in order for it to function in its new use.

**Archeology:** The scientific study of the physical remains of past human life and societies.

**Cemetery/Burial site:** A burial ground set apart that contains graves, tombs, markers or funeral urns. A tract of land for the burial of the dead.

**Commission:** Howard County Historic Preservation Commission.

**Conservation Easements:** A right or interest in real property appropriate to retaining the structural integrity or physical appearance of sites or properties.

**Cultural Landscape:** A geographic area that includes cultural and natural resources associated with an historic event, activity, or person or group of people.

**Cultural Resource:** A building, structure, district, site or object that is significant in history, architecture, archeology or culture.

**Demolition:** Any act which destroys, in whole or part, historic site or historic resources both within and out of a designated historic district. Demolition includes demolition by neglect.

**Demolition by Neglect:** The failure to provide ordinary and necessary maintenance and repair to an historic site or historic resource whether by negligence or willful neglect, purpose or design, by the owner or any party in possession of such a site, which results in any of the following conditions:

- (1) The deterioration of foundations and exterior features, so as to create or permit a hazardous or unsafe condition to exist.
- (2) The deterioration of foundations and exterior walls, roofs, chimneys, windows, the lack of adequate waterproofing or deterioration of interior features or foundations which will or could result in permanent damage, injury or loss of or to the exterior features or structural integrity.

**Documented Property:** A property that has been surveyed due to pending demolition, tax credit eligibility or historic value but is not included in the inventory of Historic Resources. The property is not subject to the Historic Preservation Ordinance.

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**Environmental Setting:** The area or environment in which a historic resource is found, such as a natural landscape, streetscape, or neighborhood. That setting might contribute to defining the historic character of the property and the historic relationship between buildings and landscape features.

**Historic District:** A concentration, linkage or continuity of sites and structures, united historically or aesthetically by plan or physical development. Including all property within boundaries defined and designated by the Howard County Council.

**Historic Preservation Plan:** A document approved by Resolution by the Howard County Council. The plan shall propose the means of integrating historic preservation into the County planning process and shall advance and measure the goals of historic preservation.

**Historic Resource:** The cultural, economic, social, political or historical heritage of the County and its communities, having character, interest or value as part of the development, heritage or cultural characteristics of the County, State or Nation; is the site of a significant historical event, is identified with a person or group of persons who influenced society, has architectural and design significance or represents an established and familiar visual feature of the county due to its singular physical characteristic or landscape.

**Historic Site:** An individual historic resource whether standing or ruined that is significant and contributes to the historical, architectural, archeological or cultural values of the County, and has been designated in the Howard County Historic Preservation Plan.

**Inventory of Historic Resources:** The inventory of identified and protected historic resources in Howard County.

**LEED:** (Leadership in Energy and Environmental Design) – An internationally recognized certification system established by the U. S. Green Building Council (USGBC). LEED certification allows developers to take advantage of a growing number of state and local government incentives. LEED will incorporate language that encourages the preservation and reuse of older buildings.

**Preservation Easement:** A voluntary, legally recorded agreement that preserves the historic or cultural property through subsequent ownership in perpetuity. A preservation easement is conveyed to and held by a nonprofit organization or governmental agency, which has the right and obligation to monitor the property and enforce the terms of the easement, the terms and conditions of each easement are established by the document creating the easement.

**Reconstruction:** The process of reproducing by new construction the exact form and detail of a vanished structure, or part of a vanished structure, as it appeared at a specific period of time.

**Rehabilitation:** The process of returning a property to a state of utility through repair or alteration while preserving those portions or features, which convey its historical, cultural or architectural values.

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**Rehabilitation Tax Incentives:** Programs, which offer, tax credits for the certified rehabilitation of certified historic buildings. Federal tax incentives are administered by the National Park Service, state tax incentives are administered by the Maryland Historical Trust and the Historic District/Preservation Commission administer County tax incentives.

**Restoration:** The process of accurately recovering the formal details of a structure or property as it appeared at a specific period of time by means of removal of later work and the replacement of work missing from that period.

**Single Site Historic District:** A designation made by the Howard County Council on a specific property not otherwise located in an historic district but having all the benefits of a property so located.

**Structure:** Includes buildings, porches, decks, bridges, fences, walls, archeological sites, rock formations, sheds, gravestones and shelters. The term structure shall be construed as if followed by the words "or part thereof."

**Sustainability:** Embodies "stewardship", and "design with nature." Sustainable developments are those which fulfill present and future needs while only using and not harming renewable resources and unique human-environmental systems of a site: air, water, land, energy and human ecology and/or those of other off-site sustainable systems.

**View shed:** An area of land, water or other environmental element that is visible to the human eye from a fixed vantage point. View sheds are often spaces that are readily visible from public areas like public roads.

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