MO	ONTGOMERY COUNTY HISTORIC PRE STAFF REPORT		<u>SSION</u>
Address:	23310 Frederick Road, Clarksburg	Meeting Date:	6/8/2022
<b>Resource:</b>	Contributing Resource Clarksburg Historic District	Report Date:	6/1/2022
Applicant:	JAISAI Properties ( <b>Ben Dorsey, Architect</b> )	Public Notice: Tax Credit:	5/25/2022 N/A
<b>Review:</b>	2 <sup>nd</sup> Preliminary Consultation	Staff:	Michael Kyne
Permit Numbe	r• N/A		

2<sup>nd</sup> Preliminary Consultation

# Permit Number: N/A

**PROPOSAL:** Conceptual review of siting, design, details, hardscape, and other alterations for a new daycare center

# **STAFF RECOMMENDATION:**

Staff recommends that the applicants make any revisions based upon the HPC's comments and return with a HAWP application.

# **ARCHITECTURAL DESCRIPTION:**

SIGNIFICANCE:	Contributing Resource within the Clarksburg Historic District
STYLE:	Queen Anne
DATE:	c. 1891-1900



Fig. 1: Subject property.

## **BACKGROUND:**

The applicants previously appeared before the Commission for a preliminary consultation at the January 6, 2021 HPC meeting.<sup>1</sup>

#### **PROPOSAL:**

The applicants propose to construct a new daycare/preschool center within the environmental setting of the Clarksburg Historic District.

#### **APPLICABLE GUIDELINES:**

When reviewing alterations and new construction within the Clarksburg Historic District several documents are to be utilized as guidelines to assist the Commission in developing their decision. These documents include *Montgomery County Code Chapter 24A* (*Chapter 24A*), the *Vision of Clarksburg: A Long-Range Preservation Plan (Vision)*, and the *Secretary of the Interior's Standards for Rehabilitation (Standards)*. The pertinent information in these documents is outlined below.

### Montgomery County Code; Chapter 24A-8

- (a) The commission shall instruct the director to deny a permit if it finds, based on the evidence and information presented to or before the commission that the alteration for which the permit is sought would be inappropriate, inconsistent with or detrimental to the preservation, enhancement or ultimate protection of the historic site or historic resource within an historic district, and to the purposes of this chapter.
- (b) The commission shall instruct the director to issue a permit, or issue a permit subject to such conditions as are found to be necessary to ensure conformity with the purposes and requirements of this chapter, if it finds that:
  - (1) The proposal will not substantially alter the exterior features of an historic site or historic resource within an historic district; or
  - (2) The proposal is compatible in character and nature with the historical, archeological, architectural or cultural features of the historic site or the historic district in which an historic resource is located and would not be detrimental thereto or to the achievement of the purposes of this chapter; or
  - (3) The proposal would enhance or aid in the protection, preservation and public or private utilization of the historic site or historic resource located within an historic district in a manner compatible with the historical, archeological, architectural or cultural value of the historic site or historic district in which an historic resource is located; or
  - (4) The proposal is necessary in order that unsafe conditions or health hazards be remedied; or
  - (5) The proposal is necessary in order that the owner of the subject property not be deprived of reasonable use of the property or suffer undue hardship; or

<sup>&</sup>lt;sup>1</sup> Link to January 6, 2021 preliminary consultation staff report: <u>https://montgomeryplanning.org/wp-content/uploads/2020/12/II.B-23310-Frederick-Road-Clarksburg.pdf</u> Link to January 6, 2021 HPC meeting audio/video transcript: http://mncppc.granicus.com/MediaPlayer.php?publish\_id=e8fc4fde-5106-11eb-920e-0050569183fa

- (6) In balancing the interests of the public in preserving the historic site or historic resource located within an historic district, with the interests of the public from the use and benefit of the alternative proposal, the general public welfare is better served by granting the permit.
- (c) It is not the intent of this chapter to limit new construction, alteration or repairs to any 1 period or architectural style.
- (d) In the case of an application for work on an historic resource located within an historic district, the commission shall be lenient in its judgment of plans for structures of little historical or design significance or for plans involving new construction, unless such plans would seriously impair the historic or architectural value of surrounding historic resources or would impair the character of the historic district. (Ord. No. 9-4, § 1; Ord. No. 11-59.)

#### Secretary of the Interior's Standards for Rehabilitation

The Secretary of the Interior defines rehabilitation as "the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features, which convey its historical, cultural, or architectural values." The *Standards* are as follows:

- 1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- 3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- 4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- 5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
- 6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- 7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- 8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- 9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

#### **STAFF DISCUSSION:**

#### **Property History & Background**

The subject property is a c. 1891-1900 Queen Anne-style Contributing Resource within the Clarksburg Historic District. The house was built by Clarksburg physician Dr. James Deetz and his wife Sarah. The property is known as Hammer Hill, which was the tract name given to the land in 1752. The property is located on the west side of Frederick Road (MD 355) at the southern end of the Clarksburg Historic District, where Frederick Road (MD 355) intersects with Stringtown Road. The house is located on top of a knoll with a deep setback from Frederick Road, and it is accessed via a long driveway. The existing driveway is paved and is at least 20' wide, making it compliant with current fire department requirements. There is an existing, non-original outbuilding with red siding located to the north (right side) of the historic house. The owner of Hammer Hill recently undertook comprehensive rehabilitation and restoration of the house, and it is utilized as a doctor's office. The owner is the applicant for the newly proposed daycare center.

This application has been discussed internally with County staff through the Planning Department's Design Review Committee (DRC). The purpose of review at the DRC is to solicit input from all County agencies, including but not limited to Planning, MCDOT, WSSC, Fire & Rescue, and Parks, among others, prior to an applicant filing a development proposal. Prior to bringing the case to the DRC, the owner discussed the site constraints and zoning limitations with HP staff. The applicants also appeared before the Commission for their first preliminary consultation at the January 6, 2021 HPC meeting.

The applicants are scheduled to appear before the Planning Board on July 28, 2022 (Preliminary Plan Application Number 120210180/Site Plan Application Number 820210090), at which time the Commission's comments and recommendations will be provided to the Board.

#### **Proposal & Site Constraints**

The applicants propose to construct a new daycare/preschool center at the rear of the subject property. The daycare/preschool center will be oriented toward Stringtown Road and partially located on two lots – the subject property lot and an adjacent undeveloped lot to the west, which is protected by the East Environmental Overlay Zone. The proposed location was recommended by Montgomery Planning and HPC staff to be consistent with the setback of the majority of properties within the historic district and the existing development on Stringtown Road. The new construction cannot be located entirely within the undeveloped lot to the west, due to impervious surface limits.



Fig. 2: Proposed building location.

No work is proposed to the historic Hammer Hill house, but the existing, non-original outbuilding will be removed. The current HP Supervisor as well as the former Supervisor evaluated this outbuilding in 2016 and again in 2018, and they determined that it did not date to the period of significance of the house or historic district. Additionally, two trees are proposed to be removed from the proposed parking lot area northwest of the historic house. Grading will also be required for a pedestrian access ramp from Stringtown Road, parking areas, pedestrian circulation, stormwater management, the building footprint, and adjacent playground area.

The proposed new daycare/preschool center will be a one-story, 13,500 sf building. It will have a contemporary design, but it will be compatible in scale, proportion, and materials with the historic house and with the architectural character of the historic district. Elements the applicants considered in the proposed design include the character defining features of Hammer Hill and the Clarksburg Historic District, historic preservation design guidelines, the standardized architectural program developed by the Primrose School (the proposed daycare/preschool center will be a Primrose School, but it will be managed by an independent operator), and the Commission's comments at the January 6, 2021 preliminary consultation.

The proposed building's design is intended to reference, but not duplicate, the designs of late 18<sup>th</sup> through early 20<sup>th</sup> century rural and agricultural outbuildings. Other design strategies intended to ensure compatibility include low scale, staggered massing, integration of mechanical equipment within the building envelope, the use of screen walls, and the use of traditional and compatible new materials (i.e., standing seam metal roofing, wood, and fiber cement siding).

## HPC's Comments and Recommendations

As noted, the applicants appeared before the Commission at the January 6, 2021 HPC meeting. The Commission was generally supportive of the applicants' proposal, but they provided comments and

recommendations to make the proposal more appropriate and compatible with the subject property and surrounding historic district. The applicants have returned for a second preliminary consultation ahead of their July 28, 2022 hearing with the Planning Board. The Commission's comments and recommendations from the January 6, 2021 HPC meeting included the following (applicants' responses, per the current application, italicized):

- The majority expressed support for the proposed building, playground, and parking lot locations, given the site constraints and existing setback requirements within the historic district and on Stringtown Road.
- The majority expressed support for the proposed building size and massing.
- The majority expressed a preference for Concept Two, which frames the historic house and allows its form and massing to be discerned, when viewed directly from the front on Frederick Road.
  - The design team has developed the Concept Two design, framing the historic house by splitting the pitched roof masses.
- Regarding materials, the consensus was that the new building should use traditional or compatible new materials (i.e., fiber cement in place of wood).
  - The design team proposes a combination of both fiber cement siding, for a consistent appearance and natural wood siding, providing natural weathering with time.
- The consensus was that the proposed new building and materials should be simplified, so that the building does not compete visually with the historic house. It was recommended that modest materials be used and that purely decorative or ornamental features be removed, as they will draw more attention to the building (as opposed to deferring to the historic house).
  - The building materials have been simplified to fiber cement and natural wood siding, standing seam metal roofing, and natural wood frame with composite wood screening. Exposed exterior trusses have been removed. Datum lines have been added to Sheet A-201, showing the relationship between top of new parapet wall and pitched roof peak height to the historic house.
- There were specific concerns regarding the proposed fence design and materials, especially with its high degree of visibility from the public rights-of-way. Suggestions included taking more cues from existing fencing at other historic properties within the historic district and making the proposed fence appear less industrial and/or institutional.
  - Perimeter security fencing has been simplified to Primrose standard 'Montage Plus' aluminum fencing. Refer to 'Concept Materials' sheet for image.





Fig. 3: Previously proposed fencing and screening material/type (left) and currently proposed fencing (right).

Individual Commissioners also provided the following comments:

- Perspectives showing the proposed building as approached from the west should be provided, as the new construction needs to be experienced as compatible and appropriate from all directions.
   Additional rendered perspectives have been provided.
- The building design should be less modern, as the distinctively modern features and materials (specifically the aluminum fencing and screening) will compete visually with the historic building.
  - The proposed building design and materials have been developed with an agricultural outbuilding in mind. The secure perimeter fencing has been revised to a more traditional profile. The building screening, functioning as a secure bike locker on the north facade and sunscreen, flanked by two pergolas on the south facade, has been revised to natural and composite wood.



Fig. 4: Currently proposed building screening material/type.

- The new materials should be more reflective of natural materials to be more compatible with the historic house and surrounding streetscape/landscape.
  - Please refer to "Concept Materials" sheet for updated building material palette.
- The lines of the proposed new building should be studied and made more consistent with those of the historic house.
  - Please refer to Sheet "A-201". Red datum lines have been included demonstrating the relationship between the proposed daycare center and the historic house. The datum lines have been developed to align with secondary (dormer or porch roof) lines, while keeping the historic house main roof eave its own datum and the main roof peak the highest point.



Fig. 5: Sheet A-201 of the current proposal, as referenced above.

- The proposed new building needs to be more consistent with agricultural outbuildings, so that it draws less attention to itself and appears to have a utilitarian use.
  - The 3-part massing combined with natural building materials and existing/proposed landscaping creates a softer backdrop to the historic house. The building screening creates a buffer to the building's hard walls, when viewed from Stringtown Road. These design elements are intended to create an agricultural outbuilding aesthetic and draw less attention to the historic house.
- Alternatives for providing natural light should be explored, perhaps taking inspiration from the precedent buildings/images provided by the applicant.
  - A clerestory window has been provided on the south facade, for the main corridor. Operable windows are provided for each classroom. Classroom windows are sized and located per Primrose standards and furniture/millwork functionality.
- There were some concerns about using the historic driveway to safely access the site and about the effects of the significant increase in vehicular traffic near the historic house. There were also questions about alterative driveway/site access locations.
  - In consultation with transportation planning staff the applicant is proposing a new northbound left turn lane into the subject property. The edge of pavement along the subject property's frontage will be extended to the east to accommodate the new left turn lane; however, the width, grading, geometry, and paving materials will remain the same as existing. Additionally, we have also consulted with transportation planning staff about alternative driveway /site access locations which were all deemed infeasible given the site restrictions such as the impervious area cap within the Clarksburg East Environmental Overlay Zone and existing topography.
- It was recommended that the proposed new building take more visual cues from the Historic Clarksburg School (a precedent building/image provided by the applicant).
  - The Clarksburg School was considered for potential visual cues early in design development. The physical context and visibility of the preschool in relation to Hammer Hill House also were considered. The proposed design solution was developed to retain Hammer Hill as the focus of the historic view scape, to visually divide the massing of the new building utilizing gable roofs and to reference the visual qualities of historic materials in the selection of exterior cladding.

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- There was a request for more information regarding the proposed siding and windows.
  - Please refer to "Concept Materials" sheet for proposed building materials. Exterior window casing is intended to be simple 4" flat profile farmhouse style trim, matching the historic house.
- There were concerns regarding the visual similarities to large industrial agricultural buildings, with the suggestion to take more cues from vernacular rural/agricultural buildings.
  - The proposed design was developed to visually divide the massing through the integration of gable and flat roofs and to reference the additive quality often found in historic agricultural complexes over time (barn, milk house, loafing sheds, etc.).
- There were concerns with the general lack of transparency and windows on the long (west and east) elevations of the proposed building.
  - Operable windows are provided for each classroom. Classroom windows are sized and located per Primrose standards and furniture/millwork functionality.
- One Commissioner preferred a completely flat roof for the proposed new building, finding that the gables are not integral to the structure and that they will detract from the historic house.
  - Please refer to sheet A-301. The gable roofs provide a screened cover for rooftop mechanical units (west elevation). The gable roofs allow the central corridor and front reception areas to gain height, with sloped ceilings. The proposed design solution was developed to retain Hammer Hill as the focus of the historic view scape, to visually divide the massing of the new building utilizing gable roofs and to reference the visual qualities of historic materials in the selection of exterior cladding.

# Staff's Findings

Staff remains supportive of the applicants' proposal. As noted, staff recommended the proposed building location, finding it appropriate, given the site constraints and consistent setback. Of particular note regarding setbacks, the *Vision* states "[t]he perception and historic character within the Clarksburg Historic District is that the houses are set close to the road with regular intervals between them. This characteristic is one of the most important elements that unifies the streetscape."



Fig. 6: Pattern of building setbacks and building spacing from the Vision.

Regarding materials, staff supports the proposed revisions, which are less modern, more traditional, and generally more consistent with the historic house and agricultural outbuildings, per the Commission's recommendations. For the new building, the applicants propose to use standing seam metal roofing, wood siding, and fiber cement siding, which replicates the appearance of wood siding (according to the *Vision*, wood is the dominant material within the historic district). At staff's suggestion, high aggregate concrete with exposed rock and gravel is proposed for the new sidewalks and walkways. At rural and agricultural historic sites, this is an appropriate alternative to low aggregate concrete, which is more common in urban and suburban environments.

In previous conversations with the applicants, staff expressed concerns regarding the compatibility and appropriateness of the proposed retaining walls/switchbacks with railings at the south side of the property (adjacent to Stringtown Road). However, it is staff's understanding that pedestrian access from Stringtown Road is required, and that site constraints and grading necessitate the proposed location/configuration. It also staff's understanding that the proposed retaining walls will be constructed with high aggregate concrete, consistent with staff's suggestion for the proposed new sidewalks and walkways. While staff recommends that the retaining walls be reduced where possible (both in terms of length and height) and that the railings be removed from the proposal, if they are not necessary for code compliance, staff finds the proposed high aggregate concrete to be a compatible material. Robust landscaping in this area with the terracing should also be considered to soften the retaining walls over time and over four seasons.

Staff notes that a 6' wide concrete sidewalk is now proposed within the environmental setting at the east side of the property (in front of the historic house on the west side of Frederick Road). Staff finds that a sidewalk in this location is generally compatible with the character of the historic district along Frederick Road, where the Commission recently approved a County funded paved shared use path on the opposite side of the street (east side of Frederick Road). While not specified in the current site plan, staff recommends that this proposed sidewalk also be constructed with high aggregate concrete, both for consistency and for compatibility with the historic character of the property.

As supported in the January 6, 2021 staff report, and as recommended by the Commission, the applicants are proposing what has been referred to as Concept Two, with two non-continuous roof forms that frame the historic house when viewed directly from the front. This creates a less disruptive view of the historic house from the principal elevation, allowing its entire roof form and massing to be discerned against the skyline. Although the *Vision* notes that the historic houses within the historic district all range from two-to two-and-one-half stories and the proposed new building will only be one-story, Concept Two and the relatively limited scale and massing of the proposed new building will reduce its potential to overwhelm or compete with the historic house.

As revised, staff finds that the applicants' proposal will not detract from the significant character-defining features of the subject property or surrounding historic district, in accordance with *Chapter 24A-8 (b) (1)* and (2) and *Standards #2* and *#9*.

Staff seeks the Commission's concurrence regarding these findings and any additional recommendations to make the applicants' proposal more appropriate and compatible, as it relates to *Chapter 24A*, the *Vision*, and the *Standards*.

#### **STAFF RECOMMENDATION:**

Staff recommends that the applicants make any revisions based upon the HPC's comments and return with a HAWP application.

Adjacent and Confronting Properties:

Clarksburg, MD 20871

23100 Stringtown Road

23314 Frederick Road

23330 Frederick Road

23311 Frederick Road

23200 Frederick Road

#### Historic Preservation Commission Second Preliminary Consultation Report

Address: 23310 Frederick Road, Clarksburg (Contributing Resource (Hammer Hill), *Clarksburg Historic District*) Applicant(s): JAISAI Properties (Ben Dorsey, Architect) Proposal: For conceptual review of siting and design for a new daycare center Staff Contact: Michael Kyne HPC Commissioners Providing Comments: Karen Burditt, Sandra Heiler (Chair), Marsha Barnes, Jeffrey Hains, Julie Pelletier, Mark Clements, James Doman

#### **Recommendations:**

- The majority expressed support for the proposed building, playground, and parking lot locations, given the site constraints and existing setback requirements within the historic district and on Stringtown Road.
- The majority expressed support for the proposed building size and massing.
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 $\boxtimes$  Return for an additional preliminary consultation

 $\Box$  Return for a HAWP in accordance with the Commission's recommendations













Proposed Site



Proposed Site looking to Stringtown Rd.

Clarksburg Daycare Center 23100 Stringtown Road Clarksburg, MD PROJECT # 10272



Proposed Site from Stringtown Rd.



Proposed Site from Stringtown Rd.



Proposed Site from Stringtown Rd.





Hammer Hill Drive



Hammer Hill with Building Site in Background



Hammer Hill with Building Site in Background





Primrose School - Waco, TX



Primrose School - Denver, CO



Primrose School - Seattle, WA

Clarksburg Daycare Center 23100 Stringtown Road Clarksburg, MD PROJECT # 10272



Primrose School - Ashburn, VA



Primrose School - Chantilly, VA



Primrose School - Gambrills, MD

02/23/21 PRECEDENTS



Historic Clarksburg School



Clarksburg Elementary School



Clarksburg Elementary School



SKA studio 47 Randall St., Suite 2 Annapolis, MD 21401 skastudio.com 301 858 5853



Clarksburg Character Defining Features



Clarksburg Outbuildings







Standing Seam Metal Roofing



Waters Farm Gable Roof Form



Dowden's Ordinary Ghost Structure Timber Framing







Wood Novelty Siding



Materiality & Natural Lighting

Clarksburg Daycare Center 23100 Stringtown Road Clarksburg, MD PROJECT # 10272

02/23/21 PRECEDENTS



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Yountville Town Center & Library, Siegel & Strain Architects



Mt. Hood Community College - Early Childhood Center, Mahlum Architects





Environmental Nature Center Preschool, LPA Design Studio









Clarksburg Daycare Center 23100 Stringtown Road Clarksburg, MD PROJECT # 10272



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02/23/21 CONCEPTS





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ISSUE RECORD

PROJECT CLARKSBURG DAYCARE CENTER 23100 STRINGTOWN RD CLARKSBURG, MD 20871 PROJECT # 10272

DRAWING INFORMATION

CONCEPT

DATE

02/23/2021



SKA STUDIO 47 Randall St. Suite 2 Anapolie, M021401 selastudo.com 301 886 5653	
<ul> <li>M. Saray</li> </ul>	



VIEW FROM STRINGTOWN LOOKING NOFTHWEST



2 VIEW FROM OBSERVATION DR LOOKING NORTHWEST

28

Scale :

DATE

02/23/2021

ISSUE RECORD CONCEPT

PROJECT CLARKSBURG DAYCARE CENTER 23100 STRINGTOWN RD CLARKSBURG, MD 20871 PROJECT # 10272 DRAWING INFORMATION

NOT FOR CONSTRUCTION

<sup>3D VIEWS</sup>

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ISSUE RECORD

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DATE

02/23/2021



4/6/2022

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Natural Wood and Composite Screening



Natural Wood Siding - Shiplapped



Fiber Cement Siding - Square Channel









Clarksburg Daycare Center 23100 Stringtown Road Clarksburg, MD PROJECT # 10272

02/23/21 **CONCEPT MATERIALS** 



High-Aggregate Concrete



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