



City of Rockville

MEMORANDUM

December 14, 2007

TO: City of Rockville Planning Commission

FROM: Ann Wallas, Planner II, CPDS

THROUGH: Jim Wasilak, Chief of Planning *JW*

SUBJECT: **Worksession on Draft Twinbrook Neighborhood Plan
December 19, 2007, 7:00 p.m.**

The second Worksession on the Draft Twinbrook Neighborhood Plan will be held on Wednesday, December 19, 2007 at 7:00 p.m. in the Mayor and Council Chambers and will focus on Chapter 3 – Residentially Zoned Areas: Housing and Appendices 1, 2 and 3, which cover the area's historic resources.

Staff has prepared summaries of the testimony received on Chapter 3 (Attachment 1) and Historic Resources (Attachment 2) together with a series of comments. Items on the charts in bold type are questions for Commissioners to consider and give general direction to staff on how to proceed. We may not arrive at answers on December 19, but it would be useful to define areas for additional research or information.

Chapter 3 – Residentially Zoned Areas: - Housing

Background

The TNP offers a list of recommendations for both land use and property maintenance and code enforcement, an analysis of the issues facing the neighborhood and a series of Neighborhood Preservation Tools. Information on these recommendations can be found in Chapter 3 of the TNP, starting on page 27, and in Chapter 8 – Implementation, as part of Catalyst 1, starting on page 80.

R-60 (Twinbrook) Overlay Zone

The Plan's primary recommendation is for the retention of the existing residential zones and the creation of an overlay zone (or zones) that would protect neighborhood character. An overlay zone would be less restrictive than a Neighborhood Conservation District

(NCD) and therefore more appropriate for a large diverse area such as Twinbrook. NCDs are tied to the building standards of what is already there, while an overlay zone is not. Instead, it establishes a set of standards to encourage what could be, and thus offers more flexibility to the homeowner. Catalyst 1 also recommends the creation of a pattern book that would support this initiative by offering guidance to homeowners on compatible additions, accessory uses and infill homes.

The Draft Zoning Ordinance (DZO) has made a series of recommendations amending the City-wide R-60 zone and those regarding height may be appropriate for Twinbrook. However, staff is concerned that the proposed DZO impervious surface limits and residential floor area ratio (FAR) provisions maybe too restrictive for the small lots in Twinbrook: some of the existing single-story homes may not have foundations, or exterior walls, that are sufficiently robust to support a second story, making rear and side additions the only feasible expansion option. It may therefore be appropriate that a Twinbrook overlay zone (or zones) be created to offer more flexibility on lot coverage. Staff would need to conduct additional research to determine what might be appropriate.

Residential Town House (RTH)/DZO Recommended RMD10

The RTH option that offered the opportunity to develop town homes on suitable sites with a base R-60 zone is recommended for elimination as part of the DZO. The proposed RMD10 zone provides for townhomes and must comply with the development density recommendations in the relevant master plan. Potential areas might be the existing church, school and public facility sites. The Proposed Land Use map at Attachment 3 identifies the potentially redevelopable sites in the area and the existing Twinbrook Residential zoning is illustrated at Attachment 4. Should the TNP identify sites with potential for RMD10 zoning? Staff would need to conduct additional research to determine which sites might be appropriate.

The question of site assembly is another issue that has arisen in this context and, given the intent of the TNP to retain the existing single-family residential character of the neighborhood, it might be appropriate that an explicit statement against site assembly be made.

Neighborhood Conservation Districts (NCDs) and Historic Designation

The TNP recommends that the community should initiate any NCDs, and the DZO provides a suitable mechanism for this. However, the DZO also recommends that NCD areas may be identified through the master plan process - contrary to the TNP. Should the TNP identify potential areas? If so, where should they be? Staff would need to conduct additional research on parameters to make a recommendation.

A considerable amount of survey work has already been done. The postwar house types have been identified and categorized with descriptions of the common features of each type. This is in the plan, both in Chapter 3 and in Appendix 3 but more description could

be added. Staff has not determined the number of each type present in the neighborhood and has not identified specific houses that are unaltered and might be "best" examples of their type. It is difficult to make this determination from the street, but staff welcomes discussing opportunities for designation, especially from any homeowner who has an "intact" housing type.

Staff identified the seventeen older (pre-1945) houses in Planning Areas 7 and 8 (in the Plan at Appendix 2) and has some information on the historic integrity of each. If any one of these homes were to be nominated for designation, or if an owner applied for demolition, the HDC evaluation process would be triggered and further research would be done including deed research, genealogical research, more architectural research, etc. Staff would complete a Maryland Historical Trust inventory form and it would be taken to the HDC for evaluation based on established criteria for historic designation. A recommendation from the HDC is made to the Mayor and Council if the HDC finds the property meets the criteria for historic designation.

The Map at Attachment 5 illustrates the year houses were built in Twinbrook, and that at Attachment 6 shows the subdivisions.

Historic Resources

Peerless Rockville has submitted testimony recommending that every City of Rockville plan should include a chapter on historic resources, listing designated historic districts and identifying resources. Maryland State Law does not require the City to include a chapter on historic resources. The Survey Methodology guidelines from the National Register Bulletin and Maryland Historic Trust (Attachment 7) serve as the basis for preservation planning in Maryland. Should the TNP contain a historic resources chapter? Should the history of Twinbrook continue to be a separate chapter from any chapter or appendix on historic resources? Should a historic resources chapter/appendix go as far as to specifically identify a "first-cut" of what may meet the City's designation criteria, or be more broad and include recent past subjects, even where integrity is lacking, because they have a story to tell?

Staff has been working with Terry Lachin of Peerless Rockville, who has been conducting a survey of Rockville's recent past, to determine what resources (apartment complexes, commercial, civic, churches, cemeteries, roads, schools, institutional buildings, etc.) may be present. A list has been compiled of what is there and some information gathered on each property.

If a list of historic resources is desired, staff could develop a historic context for each type - for example, there was much interest in modern architecture for churches and even schools during this period. Are there Twinbrook examples that show this particularly well? Automobile-oriented strip shopping centers were still a new concept in the 1950s. Some of Twinbrook's examples (Twinbrook Shopping Center) may have moved this concept forward in Rockville, and these may be important stories for Rockville's history.

They may not be eligible for historic designation if their character-defining features have been removed or altered. However, they could still be listed as "subjects from the Peerless Rockville Recent Past Survey in Twinbrook" so that they can be appreciated. Other resources that could be noted in a chapter on historic resources include already designated sites, i.e. Rockville Cemetery (locally designated) and Glenview Mansion/ Civic Center (recently placed on the National Register). In addition, the city's historic designation criteria and the process for designating sites could be added to the section on Neighborhood Preservation Tools within Chapter 3. The difference between local designation, National Register and Conservation Districts is already included in the Plan.

Attachments

1. Summary of testimony on Chapter 3 with staff comments.
2. Summary of testimony on Historic Resources with staff comments.
3. Map: Proposed Land Use
4. Map: Twinbrook Residential Zoning
5. Map: Twinbrook Area – Year Houses Were Built
6. Map: Twinbrook Neighborhood Subdivisions
7. Survey Methodology guidelines from National Register Bulletin and Maryland Historic Trust

Chapter 3 - Housing		Staff Comments:
1	<p>We are a modest neighborhood, and it's a characteristic we want to preserve. The Plan vision statement and the plan doesn't preserve that: it says Twinbrook should become more dense and it should transform. I think that's contrary to the wishes of the neighborhood. The vision says nothing about affordable housing.</p>	<ul style="list-style-type: none"> • NCDs are designed to preserve neighborhood characteristics. • Vision says Twinbrook <i>has become</i> increasingly diverse and more densely populated. Future growth should be directed towards the existing commercial and industrial areas [<i>and away from the single family neighborhoods</i>] • Should TNP expand recommendations on affordable housing?
2	<p>Eliminate the opportunity for townhouse RTH overlay zones to stop single-family homes being replaced by townhouses.</p>	<ul style="list-style-type: none"> • The Draft Zoning Ordinance (DZO) eliminates the RTH option. • Should TNP identify sites with potential for DZO proposed RMD 10? • Should TNP make an explicit statement against site assembly in the R-60 zone?
3	<p>Concerns about conservation districts. Don't want them to interfere with the improvement of our neighborhood. RORZOR is looking at the percentage for a conservation district. There may a 30% figure. Housing should be more family friendly, some three-bedroom apartments and town houses.</p>	<ul style="list-style-type: none"> • Family housing: the two Planning Areas have more than 3,000 single-family houses with multiple bedrooms and yards that have provided homes for families for more than half a century. The Plan seeks to offer a broader range of housing in the area. • Plan recommends that NCDs should be initiated by the community. • DZO recommends written consent of 30% of community before initiation of NCD process, and that 75% of property owners within the proposed NCD must demonstrate their support in writing for the proposed designation before final action by the Mayor and Council. • DZO recommends NCD areas may be identified through the master plan process. Should TNP identify potential NCD areas? • If so, where should they be?

Chapter 3 - Housing





Staff Comments:

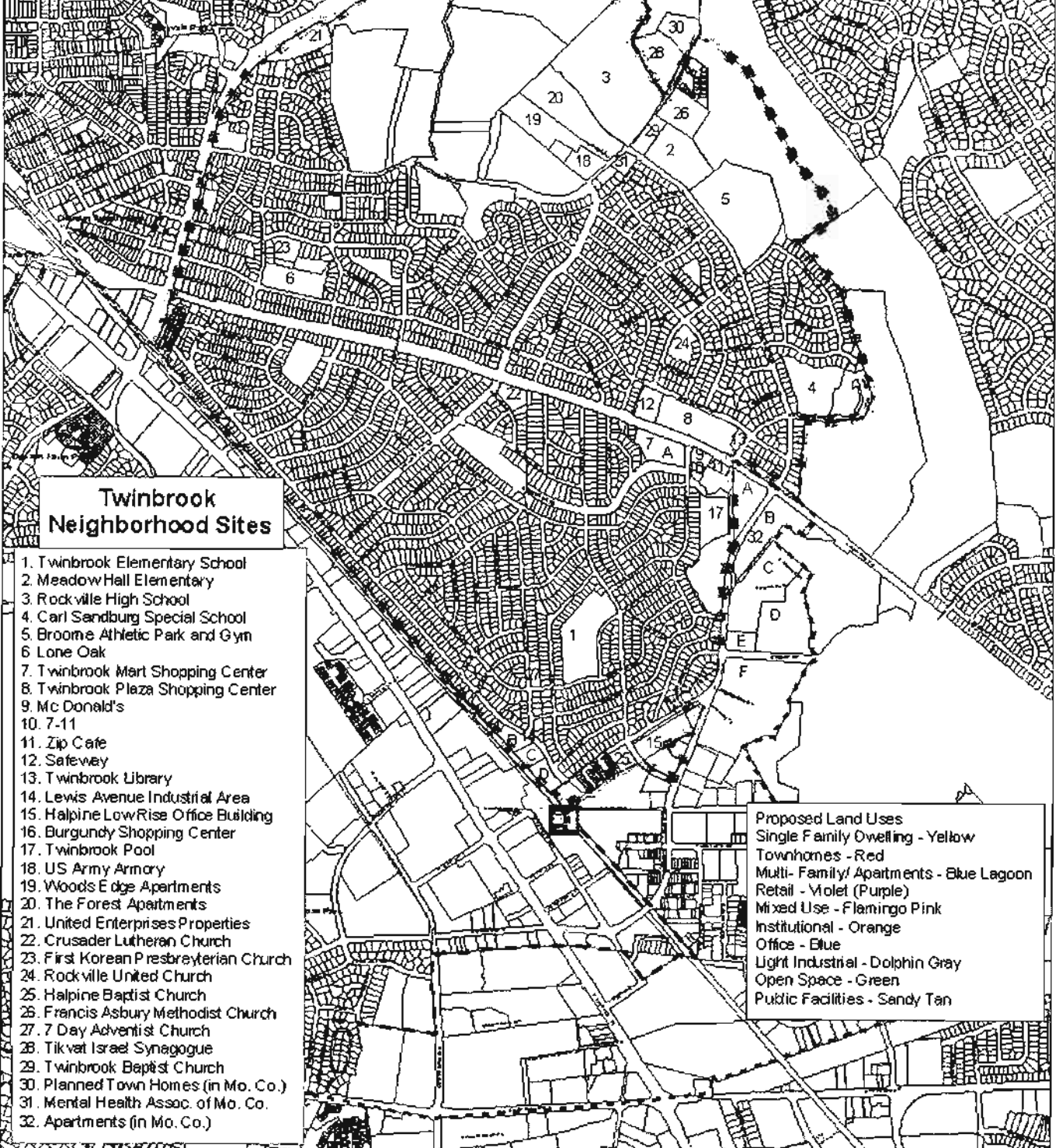
<p>4</p>	<p>As a homeowner with a vested interest in Twinbrook want to ensure that whatever was happening wouldn't have an adverse effect upon me. Bothered by the reduction in the rights of individuals to improve their homes.</p>	<ul style="list-style-type: none"> • Plan recommends R-60 Overlay zone unique to Twinbrook circumstances. • DZO recommendations on height may well be appropriate for Twinbrook. • DZO impervious area and/or FAR provisions may be too restrictive for the small lots in Twinbrook. Should TNP make recommendations on lot coverage? • See comments in 3 above.
<p>5</p>	<p>Don't want conservation districts. The issues are traffic, safety.</p>	<ul style="list-style-type: none"> • See comments above.
<p>6</p>	<p>We voted as a group to retain the neighborhood zoning and character. Residents of Twinbrook need to made improvements to their homes. The houses were designed to be added on to – they're Levittown-type homes. Some of the additions have been done very well and we want to encourage that. Several years ago The Washington Post featured Twinbrook in the "Where We Live" column. It was called the last affordable neighborhood in Montgomery County.</p>	<ul style="list-style-type: none"> • See comments above.
<p>7</p>	<p>It's encouraging that the stick framing built almost 70 years ago is still used as homes are enlarged. But how massive can they be? I wouldn't want to live next door to somebody whose vinyl siding is extending 20 feet in the air above my bedroom window.</p>	<ul style="list-style-type: none"> • See comments above.
<p>8</p>	<p>Like to see the single-family homes remain so and not facilitate their use for multiple families.</p>	<ul style="list-style-type: none"> • Code Enforcement issue.
<p>9</p>	<p>Believe "single-family living in single-family housing" is dwindling everywhere. Twinbrook is simply a microcosm of that trend. We need to welcome all residents. The emphasis should be on the behavior of the residents, not their demographic characteristics.</p>	<ul style="list-style-type: none"> • Code Enforcement issue.

<p>10</p>	<ul style="list-style-type: none">• All references to floating or overlay zones (except historic designations) should be deleted.• All references to Neighborhood Conservation Districts should be removed.• Review zoning for churches, etc. in the TNP area.• All future development applications for housing should favor owner-occupied family-friendly housing.	<ul style="list-style-type: none">• See comments on 2 and 3 above.
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Historic Resources	Staff Comments
<p>1</p> <p>Chapter on historic resources is needed on Twinbrook's history, architecture and place in Rockville's total development that moves quickly from the early years into the post-world War II period. It should not be relegated to appendices. Peerless Rockville believes that every Rockville plan should include a chapter on historic resources, listing designated historic districts and identifying resources, such as the criteria for designation as a Rockville historic district. (The 18th century Litton Cemetery in Tweed Park.) The resources in Rockville's recent past survey should be included.</p>	<ul style="list-style-type: none"> • State Law does not require chapter on Historic Resources. • Should the Plan include such a chapter and if so, what should it contain? • Should the history of Twinbrook continue to be a separate chapter from any chapter or appendix on historic resources? • Properties identified should meet established criteria.
<p>2</p> <p>Ask Peerless Rockville to review and rewrite Appendices 1, 2 and 3.</p>	<ul style="list-style-type: none"> • See 1 above. • Appendix 2 is a listing of pre-developer era homes. • Appendix 3 was prepared by HP staff and presented to the HDC.
<p>3</p> <p>Agree with Eileen McGuckian that every plan should have a chapter on historic resources and would be ready to assist her if she needs assistance.</p>	<ul style="list-style-type: none"> • See 1 above.
<p>4</p> <p>WWII veterans who wanted a quiet uncrowded place to raise their families settled Twinbrook. Make Twinbrook – including shopping center and library – a historic district to preserve it.</p>	<ul style="list-style-type: none"> • This did not appear to be a majority opinion during the planning process.

Legend

-  Twinbrook Neighborhood Boundary
-  Twinbrook Metro Station
-  UDA's Growth
-  City Limits



Twinbrook Neighborhood Sites

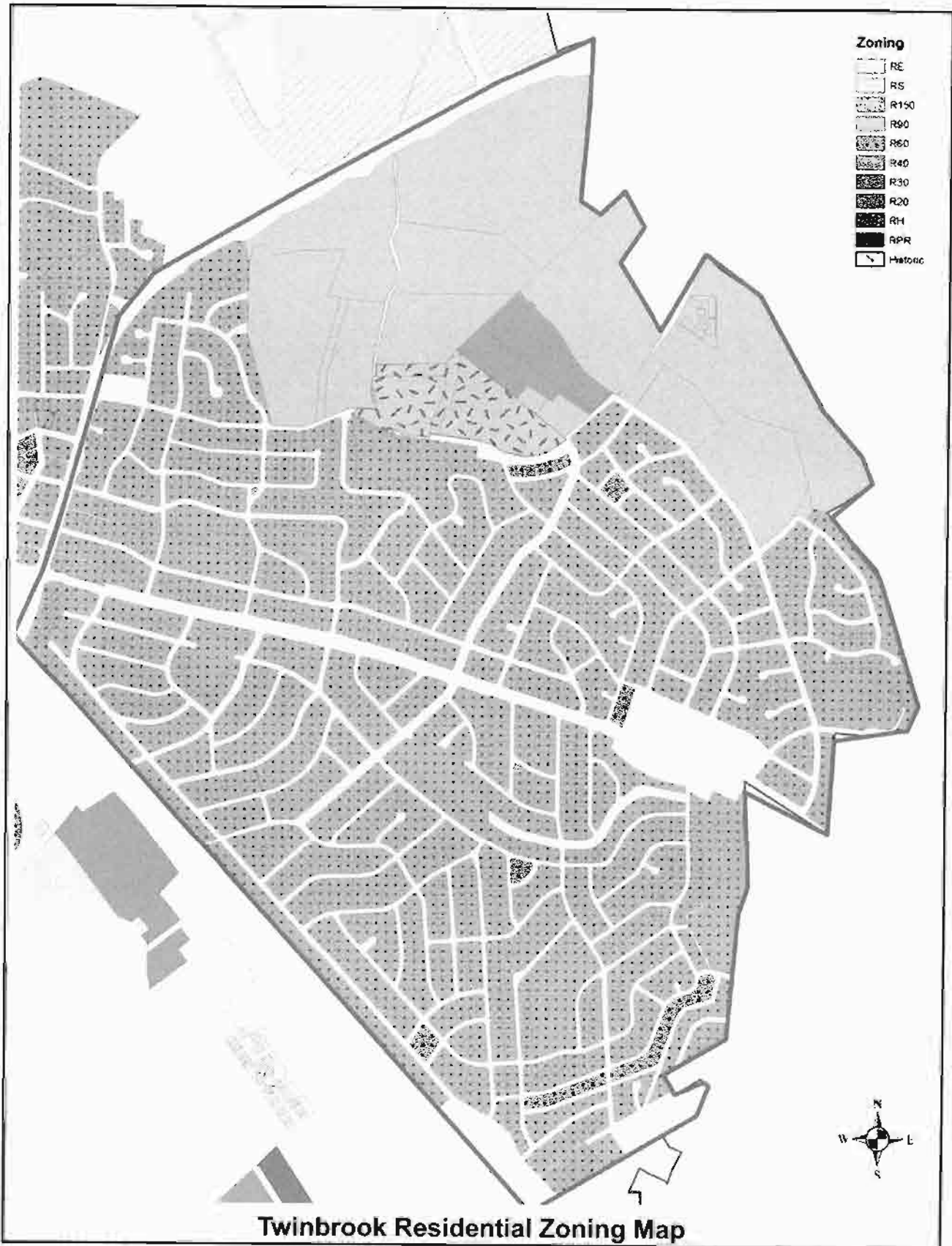
1. Twinbrook Elementary School
2. Meadow Hall Elementary
3. Rockville High School
4. Carl Sandburg Special School
5. Broome Athletic Park and Gym
6. Lone Oak
7. Twinbrook Mart Shopping Center
8. Twinbrook Plaza Shopping Center
9. Mc Donald's
10. 7-11
11. Zip Cafe
12. Safeway
13. Twinbrook Library
14. Lewis Avenue Industrial Area
15. Halpine Low Rise Office Building
16. Burgundy Shopping Center
17. Twinbrook Pool
18. US Army Armory
19. Woods Edge Apartments
20. The Forest Apartments
21. United Enterprises Properties
22. Crusader Lutheran Church
23. First Korean Presbyterian Church
24. Rockville United Church
25. Halpine Baptist Church
26. Francis Asbury Methodist Church
27. 7 Day Adventist Church
28. Tikvat Israel Synagogue
29. Twinbrook Baptist Church
30. Planned Town Homes (in Mo. Co.)
31. Mental Health Assoc. of Mo. Co.
32. Apartments (in Mo. Co.)

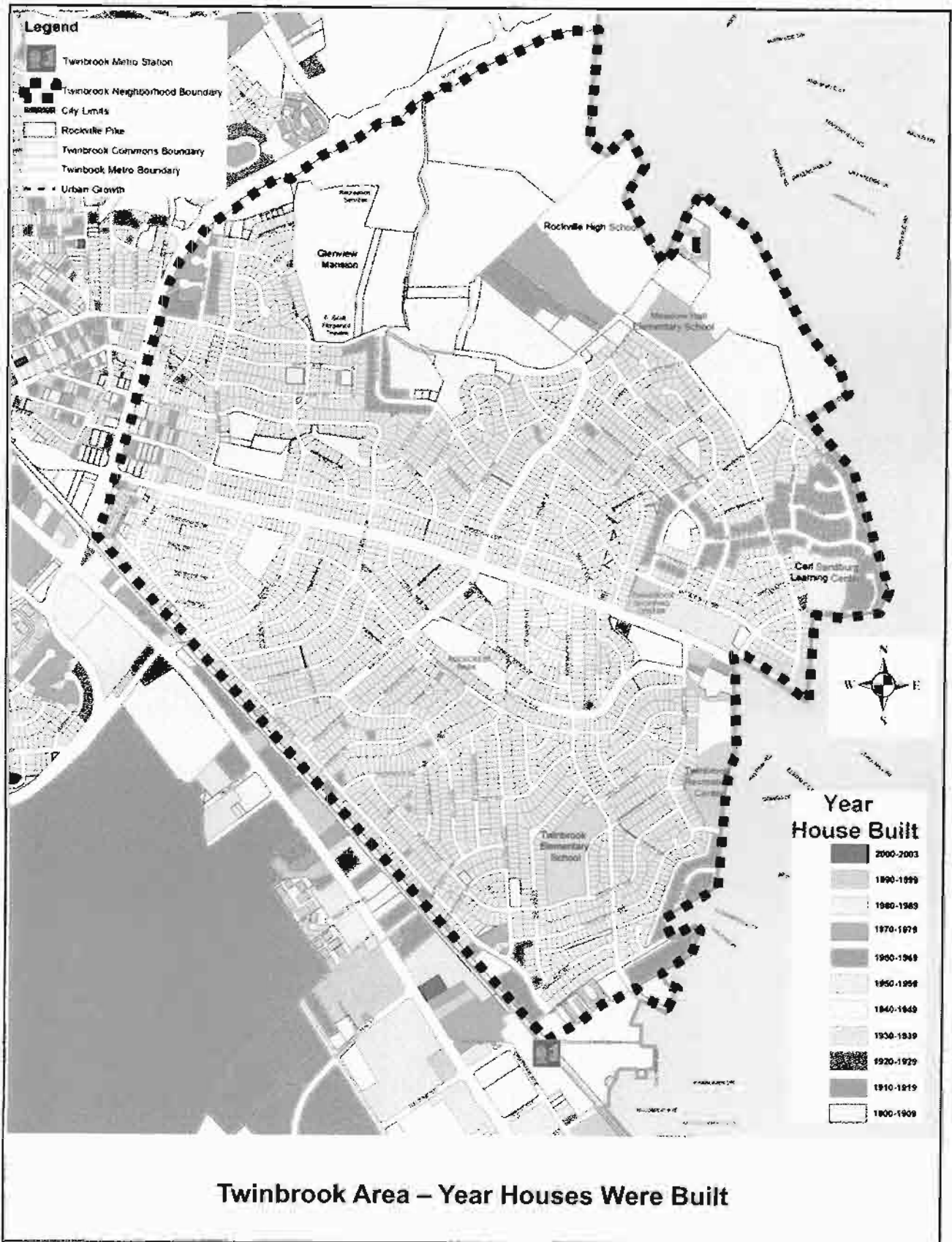
- Proposed Land Uses**
- Single Family Dwelling - Yellow
 - Townhomes - Red
 - Multi-Family/ Apartments - Blue Lagoon
 - Retail - Violet (Purple)
 - Mixed Use - Flamingo Pink
 - Institutional - Orange
 - Office - Blue
 - Light Industrial - Dolphin Gray
 - Open Space - Green
 - Public Facilities - Sandy Tan

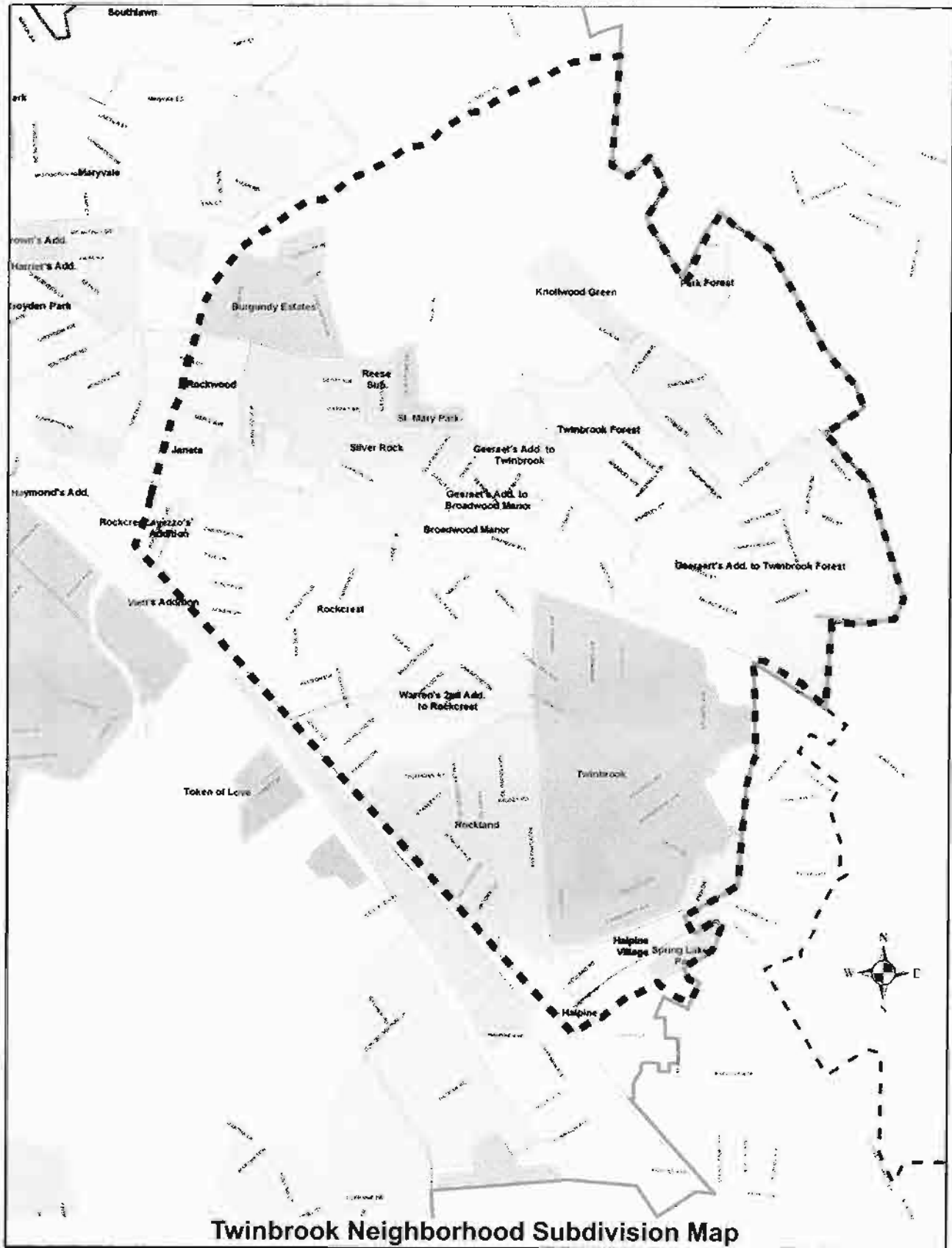
CITY OF ROCKVILLE
 DEPARTMENT OF COMMUNITY PLANNING
 AND DEVELOPMENT SERVICES

Land Use Base Map









Twinbrook Neighborhood Subdivision Map

Survey Methodology Guidelines from the National Register Bulletin and the Maryland Historic Trust.

From the National Register Bulletin:

The concept of *historic context*-that is an organizational framework of information based on theme, geographical area, and period of time-is recommended as the basis for organizing information pertinent to the research design and survey results. A survey may focus on a single or several historic contexts and may identify properties relating to a single, several, or many property types depending on the goals of the survey. Historic contexts may be based on the physical development and character, trends and major events, or important individuals and groups that occurred at various times in the history or prehistory of a community or other geographical unit.

It is wise to develop a written research design at the outset, that establishes goals and directions for the research. In preparing the research design, survey leaders should consult the *Secretary of the Interior's Standards and Guidelines* concerning development of historic contexts, archival research, and historical documentation. Several major principles should be kept in mind:

- Historical research and survey work already done should be incorporated into the new project and complemented, not duplicated unless there is a need to check its accuracy, refine it, or revise it.
- The level of detail of archival research should be matched to the scale of the survey. (For example, if the survey is an initial reconnaissance of an entire community, archival research should be oriented toward the identification and description of general trends, groups, and events in the community's history, and their known or likely effects on the community's development. If the survey is an intensive study of a smaller area, archival study may be a much more detailed effort to reconstruct the specific history of particular properties, areas, and groups of people.)
- The archival research effort should be focused, at least initially, on developing and refining the historic contexts established during survey planning.
- The type of study should be matched to the goals of the survey. (For example, if the survey is concerned exclusively with standing structures, there may be little need for archival research in prehistoric archeology.)
- While encouraging focussed research, survey leaders should be sure that the archival research project maintains sufficient flexibility to recognize and pursue new historic contexts that may be identified in the course of the work.

The research design should specify:

- the geographic area(s) of concern;
- the historic context(s) of concern;
- research questions or issues to be addressed with respect to each historic context;
- previous research known to have been done on such issues;

- the amount and kind of information expected to be needed to address the historic context;
- the types of sources to be used;
- the types of methods to be used;
- the types of personnel likely to be needed; and
- where possible, expectations about what will be learned, or hypothetical answers to major research questions.

From the Standards and Guidelines for Architectural and Historical Investigations in Maryland:

Research Design Format

All initial research designs for survey and compliance projects should be submitted to the Trust for review in the following format: narrative sections should be typed, single-spaced, double-sided, on 8½" x 11" paper. For clarity, illustrations or maps may be larger than 8½" x 11", if they can be folded to fit in the report as pages or inserts in a pocket. The final research design will be a component of the Final Survey Report. It should reflect the project's adjusted goals and priorities, which usually are revised as the survey matures and new historic contexts are developed and others are refined. (See Chapter V and VI for a description of research designs for the Final Survey Report or compliance document.)

Suggested Research Design Outline

Title Page

- Include the name, nature, and location (with county) of the project.
- Clearly designate the report's author(s) with complete mailing addresses).
- Clearly designate the project's principal investigator(s) with complete mailing addresses).
- List names and complete mailing addresses of the lead government agency or non-profit organization and of the government agent (e.g., engineering firm, developer, or project sponsor, if applicable).
- Indicate the date.

Introduction

- Begin with a brief statement of the nature of the project, the source of funding, and sponsors.
- Include locator maps.

Goals and Objectives

- Include a detailed statement of goals and objectives.
- Explain the applicability of the work to broader county or regional historic and architectural contexts.

Identification of the Survey Area

- Clearly define the physical extent of the area to be investigated, including acreage.
- Describe the amount and kinds of information to be gathered about the properties in the area.

Methodology

- Explain the research methods to be used to develop the historic context(s).
- Describe the field survey techniques available and the levels of effort that may be assigned.

Historic Overview of the Project Area

- Identify the concept, time period, and geographical limits for the historic context(s).
- Collect and compile existing information about the historic context(s) in a written narrative.
- Include maps depicting potential locations of resources along with boundaries of the area to be surveyed.

Description of Expected Results of Field Investigations

- Describe field conditions and constraints.
- Describe potential architectural and historic resources with reference to comparable published studies, if known. Maryland Inventory site numbers issued by the Trust's Office of Research, Survey, and Registration must be utilized in the text and illustrations of the final report.
- When possible and appropriate, include interpretations referring to historic contexts; research questions; and integrity/significance (i.e., eligibility for the National Register).

A Plan for Evaluating and Registering Resources

- State the minimum information necessary to evaluate properties against Maryland Register and National register criteria.
- Explain how historic significance and historic integrity will be assessed and related to the properties surveyed.

Preliminary Plan for Protection and Treatment

- Summarize and evaluate the proposed methods and techniques to be used for protection and treatment.
- Assess the need for additional investigations or resource treatment.
- Discuss the study's public interpretation measures, if applicable.

Review of Bibliographic and Documentary Material

- The style of all citations should follow the latest edition of *The Chicago Manual of Style*.

