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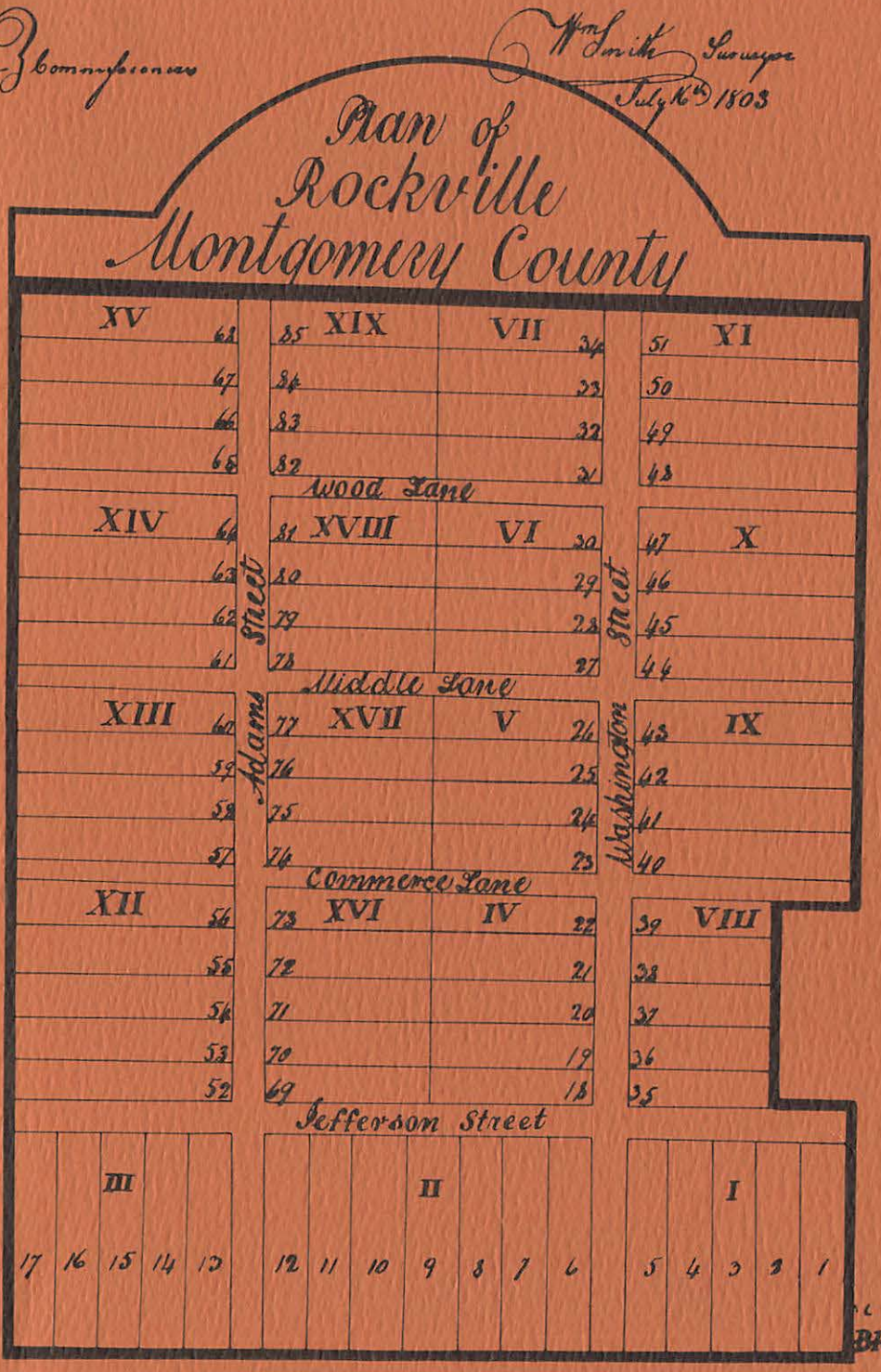

1783 Plan of Rockville

ROCKVILLE HISTORIC DISTRICTS PRELIMINARY PRESERVATION PLAN

CITY OF ROCKVILLE, MARYLAND

ROCKVILE, MARYLAND
HISTORIC DISTRICTS PRELIMINARY PRESERVATION PLAN

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UNIVERSITY OF MARYLAND
COLLEGE PARK, MARYLAND 20742

SCHOOL OF ARCHITECTURE

Honorable William E. Hanna, Jr., Mayor
City of Rockville
City Hall
111 South Perry Street
Rockville, Maryland 20850

Dear Mayor Hanna:

I am pleased to report the completion of the Rockville historic districts preservation study and to submit herewith our final report, which constitutes the Rockville Historic Districts Preservation Plan.

The original purpose of this study was to develop a comprehensive preservation plan for the city's historic districts which would be used to formulate a long range program to be adopted by the Mayor and Council as an ammendment to the 1970 Rockville Master Plan. It has been our aim not only to document the identity and importance of these areas, but also to establish their current and projected relationships to the surrounding parts of the city. It is in the larger context of improving the quality of the urban environment of the city as a whole, we believe, that Rockville's historic districts stand to make their most enduring contributions to the local scene. To that end, we sought to detail in our recommendations a conceptual and methodological framework for implementing a viable historic districts program that will fulfill both the more customary expectations and these larger, profoundly complementary, objectives as well.

We have been pleased to be associated with the City in the development of this project. We stand ready to cooperate with you in helping apply its results in the formulation of a long range historic districts preservation program for Rockville.

Sincerely yours,

Anatole Senkevitch, Jr.
Project Director

FIGURES

INTRODUCTION

Incorporating the grid-plan nucleus of nineteen blocks that was laid out in 1773 for the rural village then known as "Williamsburgh," Rockville has experienced steady growth as the seat of Montgomery County. In the last quarter of the nineteenth century, the Metropolitan Branch of the B & O Railroad propelled Rockville into an era of major growth and development, during which time the town's standing as county seat was augmented by its attraction as a popular resort and residence for commuters to Washington. It was in this, the "golden age" of Rockville, that the still-rural county seat acquired the essential aspects and amenities of a full-fledged town. That image, supplemented by a more modest subsequent growth, prevailed through the first half of the twentieth century. Despite the dramatic postwar transformation of Rockville from what was essentially a small town into the second-largest city in Maryland, the community has retained a number of significant older residential neighborhoods. These neighborhoods, whose essential character is established by a notable concentration of handsome and architecturally varied houses arranged harmoniously along attractive tree-lined streets, have in little over a decade become the focus of considerable preservation activity that culminated three years ago in the establishment of three historic districts.

Leading National Preservation Concepts and Trends

Preservation activity in this country has, in recent decades, undergone enormous changes that have auspicious implications for the implementation of a creative and viable historic districts preservation program in Rockville. The antiquarian connoisseurship so dominant in the early years of the movement has gradually but resolutely been supplanted by the emergent preservation field's new maturity, resources, demands, legislation, and sophistication. Early preservation efforts in the United States had focused chiefly on individual structures and sites which reflected historic and patriotic values; emphasis was placed on the establishment of individual museums, with little consideration given to the architectural or aesthetic merit of such buildings. With the growing interest in America's architectural heritage at the turn of the twentieth century, there emerged a concern for saving structures of significant architectural

design, usually from the earliest periods. This concern took on a variety of forms, but the focus remained on restoring individual structures as period museums, with appropriate furnishings, largely for their educational value. With the restoration of Colonial Williamsburg in the late 1920's and 1930's, the concept of area preservation gained strong support. Enlarging considerably the scope of preservation, this approach recognized that entire areas, as well as individual structures, can have aesthetic and historic value that make them worthy of preservation.

In recent years, concern for area preservation has been broadened significantly from the interest in museum villages inspired by Colonial Williamsburg to a predominant concern for preserving significant older areas as part of the *living* fabric of a town. The greatest impetus for this development has come from the creation of historic districts, which range from sections within cities to entire villages and their environs. Recent concerns have increasingly stressed the opportunities afforded by historic district preservation to enhance neighborhoods, or the living parts of communities, whether they be primarily residential, commercial, industrial, or a combination.

This gradual but dramatic shift in implementation emphasis has been accompanied by several important conceptual trends which likewise have begun expanding the scope and significance of this country's preservation activity. We have begun increasingly to value architectural and environmental significance over historical associations as the prime rationale for preservation (whether of individual buildings or of entire areas). Too, our definition of what is architecturally significant has also been extended beyond favored earlier styles to include those evolved in the immediate past as well. Similarly, we have come at last to recognize individual styles as part of a continuous process of architectural and historical development (historical continuity) and to view the visual integration of different architectural styles from past to present to be a vital aspect of a particular locale's innate identity and character. At the same time, we have come to recognize the inherent worth of compatible background (or anonymous) buildings, together with landscape and planning elements, in establishing the larger context both for a monument of prime importance and, more importantly, for a significant area as a whole. Perhaps most auspicious in respect to

the prospects for Rockville's historic districts preservation program, we have finally come to recognize and accept area preservation not simply for its educational value, but as a vital resource and creative tool for the larger process of enhancing and revitalizing our urban environments. At the scale of the historic district, preservation decisions have become public decisions as well, bridging in the process the gulf--long and antagonistic and counterproductive one--between preservation and urban planning and development. The larger effort of the preservation field as it has evolved today shows a broader appreciation of the built environment and its translation into the goals of urban continuity--a continuity that must include significant urban change and the adaptive use of entire districts as well as of its individual buildings. Change is inevitable in both artifact (whether building or district) and context. However, the rate and nature of this change can and must be controlled in a way that enhances the integrity and mutual compatibility of both historic resources and new development. This means that we must formulate and implement policies of environmental management that will guarantee that growth and change is congruent with the enlightened preservation of architecturally and environmentally significant buildings and districts.

The environmental conservation field has assumed the lead in seeking to develop such a policy. Conservationists have demonstrated convincingly that concerted efforts to protect basic ecological systems can and must be made if the planet is to remain viable. They have likewise done much to demonstrate how destructive exploitation of outstanding natural features and areas can be limited through enlightened and responsible community action. In the last decade, conservation of key features and areas of the man-made environment has been added to the picture. As a result, the limitation of development rights, even in congested urban areas, is now regarded as a sound practice. At the same time, social scientists are discovering the value of landmarks and appealing older areas and environmental amenities for humanizing man-made environments. That owners and authorities throughout the country are being persuaded, as a result of these findings and developments, to reconsider their attitude about amortised or "obsolete" facilities or the stereotyped and sterile settings offered by most developers today is an encouraging sign that the essential elements of a forward-looking environmental management policy are at hand. Such prospects auger especially well

for the historic districts preservation program in Rockville. For it is in the larger context of improving the quality of the urban setting and environment of the city as a whole that the historic districts stand to make their greatest and most significant contributions to the local scene.

Establishment of Historic Districts in Rockville

The salient action undertaken to date to establish historic districts in Rockville was initiated in June 1965. At that time, the Mayor and Council endorsed unanimously Councilman Matthew J. McCartin's suggestion to create an historic district commission in Rockville. On June 7 of the following year, an ordinance was adopted creating such a commission, to consist of seven members, and authorizing it to prepare recommendations for establishing an historic district. On March 22, 1967, the Commission submitted its recommendation to the Mayor and Council that five areas be classified as historic to the city:

1. Both sides of Montgomery Avenue beginning with and including Judge Thomas Anderson's home (39 West Montgomery Avenue) and running west to Laird Street.

2. Both sides of Jefferson Street running west to South Van Buren Street. This would specifically include the old Luckett home (107 Jefferson St.), the Methodist parsonage (109 Jefferson St.), and the old Prettyman home (104 Jefferson St.), but excluding the former Christian Church.

3. Both sides of North Adams Street beginning at West Montgomery Avenue and extending to West Wood Lane.

4. Both sides of Forest Avenue beginning at West Montgomery Avenue and running to Carr Avenue.

5. Both sides of South Van Buren Street in its entirety.[1]

In addition to the above areas, the Commission also recommended that the following structures be considered:

1. The former Brewer Home on Falls Road

2. Wire's Hardware Store, 22 Baltimore Road

3. The Christ Episcopal Church, 109 Washington Street

4. St. Mary's Catholic Church on Veirs Mill Road

5. The old Rockville Academy on South Adams Street

6. The B and O Railroad Station.[2]

On January 26, 1971, the Mayor and Council unanimously directed the City Clerk to file on its behalf an application for designating as historic districts those areas which had been recommended some three and one-half years before by the Historic District Commission. However, it was felt that such action should be deferred until an expert could be obtained to help determine those areas which qualify for inclusion in historic districts. In October 1972, the Historic District Commission was reconstituted and its authority strengthened through adoption in the city's zoning ordinance of provisions contained in Article 66B of the Annotated Code of Maryland. On March 19, 1973, Mr. Warren J. Cox, Washington architect and partner in the firm of Hartman-Cox, Architects, was retained as a preservation consultant to the city.

Work on developing the documentation and criteria to support historic district designation focused on the West Montgomery Avenue and Railroad Station areas; these encompassed virtually all of the areas and structures that had been cited in the original recommendations of the Historic District Commission in 1967. As initially conceived, the West Montgomery Avenue district included what is now the Washington Street District. However, it was later felt that detaching the seven houses and one church along South Washington Street from the Montgomery Avenue district, and thus removing the area in between from consideration, would strengthen the integrity of the proposed historic district boundaries. As a result, three areas were proposed for designation as historic districts. These were the West Montgomery Avenue District, the South Washington Street District, and the Station District. On April 15, 1974, these three districts were adopted by means of the Sectional Map Amendments to the Rockville Zoning Map, resulting in Ordinances No. 12-74 and 13-74, that were passed unanimously by the Mayor and Council on that date.

At its meeting of December 16, 1974, the Mayor and Council adopted a revised planning and zoning ordinance for the city. That action altered the boundaries of two of the historic districts that had been established in April of that year. The West Montgomery Avenue and Station Districts were reduced in size as a result of objections received from certain property owners to the inclusion of their properties within the original boundaries. At the same time, the 1891 County Courthouse and the house at 541 Beall Avenue were designated as historic landmark districts. In addition, the Mayor and Council also reduced from seven to five the membership of the Historic District Commission, and stipulated that the chairperson would be appointed by the Mayor to a one-year, non-succeeding term.[3]

On August 10, 1976, Dr. Anatole Senkevitch, Jr., of the School of Architecture at the University of Maryland was retained as an independent consultant by the City of Rockville, at the instigation of Mr. James M. Davis, Rockville Director of Planning, to undertake a comprehensive study and review of the city's historic districts preservation program. Joining the preservation study team directed by Dr. Senkevitch were Ruth L. Bohan, Arlene Dawson, Nicola Hain, Carolyn Hufbauer, Scott Kravetz, Jane Perkinson, Mary Rose Szoka, and Julie Wortman.

Scope and Methodology of Present Study

The preservation planning project conducted by the above preservation team consisted of two general phases:

1. A comprehensive survey and

2. Research and analysis of five project areas

The first and largest of the latter, the Montgomery Avenue Preservation Study Area, encompasses three of the existing historic districts (The West Montgomery Avenue, South Washington, and Courthouse districts), for which West Montgomery Avenue is the main east-west corridor. The second, the Baltimore Road Preservation Study Area, encompasses the other existing historic district (the Station District) and the residential neighborhood east of the B & O tracks, linked to one another by the Baltimore Road axis. The three other project areas, studied in somewhat less detail, include the block along Park Avenue south of Jefferson Street, the "Haiti"

residential neighborhood bounded by Martins Lane and North Street, and the central portion of the Lincoln Park neighborhood.

The first phase of the project consisted of a comprehensive survey of structures and environmental amenities in the five-project areas. A survey form developed specifically for this project was used to record property data and architectural features and conditions for each of the 305 structures surveyed; a black-and-white photograph of the structure was taken and attached to each form. The working forms constituted an important source of data about the physical setting of the preservation study areas for use in the second phase of the study. The final forms on deposit at the City of Rockville Planning Department will constitute a permanent record for use by the Rockville Historic District and Planning Commissions in the regular conduct of their work. All subsequent changes in the status or condition of a given structure will be duly noted on a corresponding form, thereby keeping this important data base up to date.

The comprehensive survey was conducted on foot to enable members of the preservation consultant's team to study each structure carefully in its actual setting and in its visual interaction with others around it. It was felt that only such an approach would enable team members to comprehend adequately the total character of the community and so prevent them from making premature judgments about what are the significant and typical or unique elements in the respective areas. It was also felt that only through the conduct of such a survey could team members gain the necessary personal familiarity with the ambience of the community and with the interrelationship of residents to one another and to their environment.

The second phase of the project involved research and analysis in depth of the five project areas indicated above. The Montgomery Avenue and Baltimore Road Preservation Study Areas were emphasized because of their paramount architectural, environmental, and historical significance to Rockville. It is this significance that imbues these areas--the historic core of modern Rockville--with great potential for contributing significantly to the viable revitalization of the city's urban fabric and community identity. Work in the second phase focused on the development of two major documents. The first is a comprehensive preservation plan for the historic areas in the city, embodied in the present study, that will be used to formulate a long range program to be adopted by the Mayor and Council as an amendment to the Rockville 1970 Master Plan. The second document, published under separate

cover, consists of exterior design restoration and rehabilitation guidelines for the given areas that will be used by the Rockville Historic District Commission to develop criteria for judging the appropriateness of treatment and modifications to buildings and their settings in the historic districts.

The present study, which constitutes the aforementioned plan, consists of five descriptive parts. The first is an examination of the historical forces that have shaped the growth and development of Rockville, with emphasis on those physical elements of continuity and change that have affected the areas with which the present study is concerned. The second part concentrates on the analysis and assessment of Rockville's architectural and environmental development in the particular areas under consideration, with emphasis on those aspects that give Rockville architecture its particular significance and character. The third part consists of the survey and evaluation of community attitudes about Rockville's architectural and environmental amenities and historic districts in order to illuminate possible areas of strength, conflict, or improvement in implementing a viable historic districts program. The fourth part consists of the identification and assessment of an assortment of visual, physical, and functional components of the given areas as a whole, with emphasis on revealing both strengths and weaknesses in each of the areas with respect to viable area preservation objectives. The fifth and final part of the present study, drawing upon the insights and assessments developed in the preceding sections, presents detailed recommendations for enhancing the City's historic districts preservation program.

Acknowledgments

The present study was conducted for the City of Rockville under the nominal auspices of the School of Architecture at the University of Maryland. Dr. Anatole Senkevitch, Jr., Assistant Professor, was Project Director.

The introduction and section on historical background were written by Anatole Senkevitch, Jr. The section on architectural background was written by Ruth L. Bohan and Julie A. Wortman. The section on community attitudes was prepared by Mary Rose Szoka. The section on area analysis was developed by Carolyn R. Hufbauer and Scott Kravetz. The recommendations were formulated by Anatole Senkevitch, Jr., who also served as editor

of the final report. Ruth L. Bohan and Jane Perkinson were editorial assistants. Ms. Susan L. Steele of the Rockville Planning Department also provided valuable editorial assistance.

This study was made possible by the kind assistance and cooperation of numerous organizations and many individuals. Special thanks are due to:

- The staff of the City of Rockville Planning Department;

- The staffs of the Montgomery County Historical Society Library, the Maryland Municipal Reference Room of the Rockville Regional Library, The Architecture Library at the University of Maryland, and the Maryland Room in the McKeldin Library at the University of Maryland;

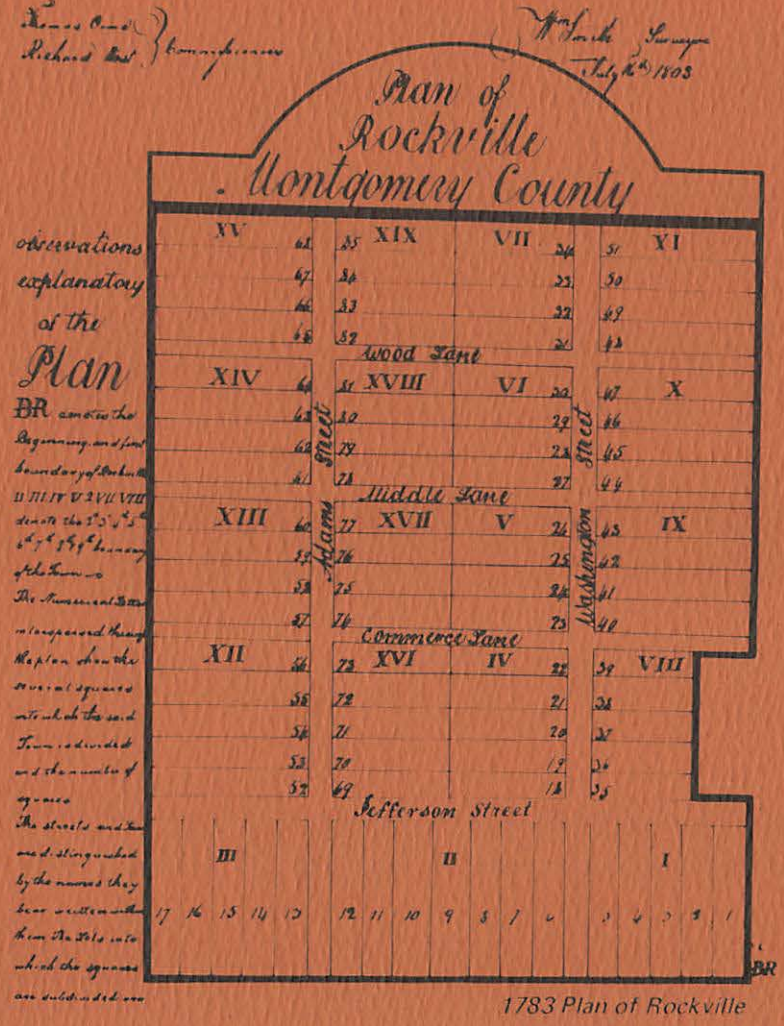
- All persons who willingly agreed to be interviewed by various members of the project team, and who shared with us their knowledge and impressions of Rockville either in person or by responding to our community attitudes questionnaires.

Footnotes

1. Memorandum, with map attached, from the Rockville Historic District Commission to the Mayor and Council, n.d. Report of recommendations formulated in its meeting of March 20, 1967.

2. *Ibid.*

3. Minutes of Rockville Mayor and Council Meeting No. 61-74, December 16, 1974, pp. 9-16.



1783 Plan of Rockville

Fig. 1 - 1803 Plat of Rockville

HISTORICAL BACKGROUND

HISTORICAL BACKGROUND

The history and character of Rockville offer a fascinating study in continuity and change, from the town's inception as a tavern stop along the heavily-traveled pike between Georgetown and Frederick to its commanding position today as the county seat of one of the most prosperous and densely populated counties in the United States. As late as 1940, Rockville had managed to retain a certain aspect of a rural town, with less than 2,000 inhabitants. Over the past three decades, however, the town has developed into the second largest city in Maryland, with a population approaching 50,000. The factors that have accounted for this phenomenal growth over time have likewise shaped the physical patterns and character of Rockville's development, thereby chronicling in perhaps the most vivid way the evolving hopes, aspirations, and achievements of Rockville residents. This section seeks to illuminate both the changes that have occurred in that development and the aspects of continuity that have helped imbue the physical fabric of the city with its particular identity and character.

Early Developments

The earliest settlement in what is now Rockville occurred in the late seventeenth century as the colonists made their way from the Chesapeake Bay and lower Potomac up the Rock Creek Valley. The area was at the time part of the Piscataway confederacy of Indians that included at least six tribes who inhabited the headwaters of the Potomac. The English, Scottish, and German settlers cleared the forests and parceled the fertile, rolling countryside into plantations and farms. Agriculture quickly became the basic economy, and the settlers established a tobacco culture supported by slave labor. In the years that followed, the settlement became a waystop on the "Great Road" leading from Georgetown, then a day's journey on horseback, west through Frederick.[1]

Before the Revolution, the settlement's identity was associated with its principal places of business and public gathering. In its early years, it

was known at various times as Mr. Daly's Tavern, Owen's Ordinary, and Hungerford's Tavern, after the several taverns situated along the historic pike. In 1776, when Montgomery County was separated from Frederick County by the Maryland Convention, the settlement, then known as Hungerford's, was chosen as the county seat. The tavern itself was the meeting place of the Committee of Correspondence, which pledged to support the City of Boston in its resistance to Great Britain. The first county court sessions likewise were held in the tavern in 1777 and 1778; the first permanent courthouse, a modest frame structure, was erected in the following year. The settlement growing up around the courthouse was known for many years as "Montgomery Court House," even after it was officially named "Rockville" in 1801 by an act of the Maryland General Assembly. It is interesting to note that, until after 1800, Rockville was situated west of the country's center of population.[2]

The nucleus of present-day Rockville was laid out in 1784 by William Prather Williams, owner of "Young Man's Delight," a tract of 200 acres that is described in the 1783 tax assessment as containing "one framed Court House, 3 framed dwelling houses and 4 old out houses."[3] The establishment of the county seat in what was then called "Williamsburgh," after the area's major landowning family, greatly increased the value of Williams' real estate. In 1784 he had a forty-five acre parcel adjoining the courthouse on the west side surveyed by Archibald Orme and laid out in what emerged as the town's first plan. In the space of fifteen years, Williamsburgh had become fairly well settled, for that year's tax assessment indicates that buildings had been erected on thirty-eight lots. Of these, fifteen were houses; the rest, stores and other outbuildings.[4] A plat produced by the surveyor William Smith in 1803 reveals the layout of Rockville's first plan (see Figure 1).[5] Representing a resurvey of the 1784 Williamsburgh subdivision requested by the property owners, the plat shows a system of grid-iron streets and nineteen blocks comprising a total of eighty-five lots. Significantly, the grid of streets shown on the Smith plat has survived virtually intact to the present day. These streets include Wood Lane, Middle Lane, Commerce Lane (later Montgomery Avenue), and Jefferson Street running east-west, with Adams Street and Washington Street running north-south.

Although the numerous tavern keepers were responsible for the selection of what is now Rockville as county seat, the importance of the Williams family's efforts in laying out "Williamsburgh" and so providing the foundation for Rockville's subsequent growth and development as a city cannot be overlooked. In a very significant respect, the town promoter in America before 1830 was, as Richard Wade, Charles Glaab, and Theodore Brown have observed, the true "frontiersman" in the development of new regions in the country. The speculative city he founded in the hinterlands was often the cause, not the result, of growth and settlement.[6]

In 1791 the southern portion of Montgomery County, including Georgetown, was ceded to the fledgling federal government for the purpose of providing part of the land for the new Federal City on the Potomac, or the District of Columbia. Significantly, the development of the nation's capital had a measurable effect on the growth of Rockville. Honore' Martin, a French merchant who had settled and bought property in the town in 1785, had a vision of Rockville as the "most eligible site in North America" for a store, since "the commerce of all the western country" would pass through the town "on its way to the great metropolis."[7] To fulfill his vision, Martin established a store in Rockville in the 1790s, as did John L. Summers; a Scotsman named Adam Robb opened a new tavern there in 1794. The small town of Rockville had two hundred inhabitants in the early 1800s. The Williams family continued to be the largest land owner, holding title to most of the eighty-five lots that constituted the first town.

Between the War of 1812 and the Civil War

From the end of the War of 1812 to the beginning of the Civil War, Rockville experienced a steady period of growth and development. In Montgomery County, as in large sections of Maryland and Virginia, successive crops of tobacco and wheat had depleted the soil of basic nutrients, and the county population actually decreased until 1840. The development of the county in this period depended largely on the construction of railroads, canals, and turnpikes to link Montgomery's farmlands and the marketplace. Improvements in transportation, while doing less to revive Montgomery County agriculture

than did the slow and steady progress in scientific farming in these same years, had a profound impact upon the growth of Rockville in the nineteenth century.

Although the push for better roads in Montgomery County proved less dramatic than the efforts to build the C & O Canal and the B & O Railroad, it had a more direct impact on the economy of the county and especially the development of Rockville. The Rockville-Georgetown Turnpike, begun in 1806, was completed in 1817. The turnpike era in Montgomery County began in earnest in the following year, when the General Assembly passed a bill to incorporate four turnpike companies. Under a new charter, the Washington Turnpike Company was to build a turnpike from Rockville to the District line, to connect at that point with the Seventh Street Turnpike. Another turnpike was to be built from Rockville via Crampton's Gap to Williamsport. Two other pikes would connect Frederick and Harper's Ferry with the Rockville-Williamsport turnpike. By 1828 the Washington-Rockville Turnpike--incorporating part of modern Veirs Mill Road and Georgia Avenue--was complete and paying dividends. Farmers from the Rockville area and beyond were able to bring their goods more swiftly to Center Market in Washington at Seventh Street and Pennsylvania. They often stopped at Veirs Mill, two miles east of Rockville, to have their grain milled for market.[8]

Even more significant, however, was the impact of the expanding turnpike system on the town of Rockville, making it increasingly more accessible from all points of the county and beyond and thereby enhancing its significance as the political and commercial hub of Montgomery County.

There were numerous signs of Rockville's growth. By 1828, the county seat had experienced its first annexation--a fifteen-acre parcel, the initial England's Addition, extending southeastward between the extensions of Middle and Commerce Lanes and bounded by Monroe Street.[9]

Even more telling was the expansion of county offices during this period of growth, which created a demand for a new courthouse. By 1840, a simple

two-story masonry structure with two one-story wings had been erected on the site of its frame predecessor. At the same time, lawyers' offices began to be clustered about the courthouse in increasing numbers, reflecting a subtle change in county politics that had begun surfacing in the first half of the nineteenth century. Central to this change was the prominence that lawyers gathered in Rockville began to enjoy, vying successfully for influence with traditional leaders from different parts of the county with close ties to the rural neighborhoods where they had extensive landholdings. The concentration of the political life of Montgomery County in Rockville was, according to MacMaster and Hiebert, complete by 1860 and "paved the way for corporate interests, banks, and railroads to exercise a marked influence in courthouse politics with an annual retainer to the county attorneys who represented their interests before the courts and, unofficially, in Annapolis."[10] The concentration of political power in Rockville by mid-century is a phenomenon that was repeated in other small towns elsewhere in the country--especially county seats--situated in the midst of farming communities. Page Smith has noted that, although the rural farming population lived outside the framework of emerging nineteenth-century urban life, it was obviously affected in important ways by what happened in nearby towns. For the latter served, economically, as a trading center for their hinterland and, politically, provided politicians who acted as spokesmen for the farmers in state and national legislatures.[11] In Rockville, it is only natural that these politicians should increasingly have come from the growing number of lawyers in the county seat.

Still another significant manifestation of the growing prominence and prosperity achieved in Rockville by the middle of the nineteenth century was the replacement of the taverns with larger and more commodious hotels. Rockville, no doubt, had owed its selection as Montgomery County seat in large measure to the existence of taverns in the area owned by Lawrence Owen, Thomas Davis, Joseph Wilson, Charles Hungerford, Leonard Davis, and Thomas O. Williams, who offered hospitality in their taverns to the traveler going west from Georgetown. Court could not have been held unless food and shelter were available for its personnel and clientele. With the expanding role and stature of the county courthouse and bar, however, these ever-expanding needs

could no longer be met by the modest taverns alone. The larger, more elegant hotels that emerged in this period of growth and prosperity--the Washington, Montgomery House, Dugan's Hotel, and the Union (later Corcoran) Hotel--all speak of the growing prominence of the county seat and its expanding importance as a mercantile center for the surrounding communities as well. A growing number of commercial services--such as general stores, craft shops, post office, printer's shop, wheelwright, blacksmith, and livery stables--began to appear along Commerce Lane (later East Montgomery Avenue). Half a dozen doctors maintained offices on the town's principal thoroughfares. Churches and private schools--notably, the Rockville Academy, chartered by the General Assembly in 1805--also selected Rockville as a central location from which to serve the surrounding communities. Thus, the hotels that replaced the earlier taverns, or ordinaries, emerged in an era when travelers were no longer simply passing through Rockville enroute to points west, but coming to the county seat as ultimate destination in growing numbers to transact their business in the courthouse and in the nearby stores. At the same time, these hotels also became focal points for the city's social life. Their crowded parlors and porches hummed with quasi-legal proceedings as court transactions were rehashed for the amusement and edification of anyone who cared to listen. Some of the leading Rockville families used to reside or take their meals there. In time, these hotels also began to attract summer visitors who hastened to the Maryland countryside to escape the dusty clatter of Washington and Baltimore and perhaps take in a few races at the Agricultural Fair held annually at the Rockville Fair Grounds, where Richard Montgomery High School now stands.[12]

Rockville Becomes a City on the Eve of the Civil War

By 1860, Rockville's growth and standing in Montgomery County prompted its 365 residents to petition the Maryland legislature for an act of incorporation.[13] Later in the same year, Rockville was elevated from a town to a city by Act of the General Assembly. The corporate limits

fixed by the Rockville Commissioners consisted of 134 acres. This amount represented an increase of 74 acres over the town's territory just prior to incorporation, and an increase of some 89 acres over the town's original nucleus laid out in 1784 and delineated in the plat of 1803.

The Martinet and Bond map of Rockville, drawn and published by Baltimore surveyor Simon J. Martinet in 1865 (see Figure 2), provides a descriptive image of the city's development in the wake of incorporation at the close of the Civil War. The map shows clearly that the original 45-acre nucleus, together with the Courthouse Square adjoining it to the east, still formed the core of the city, and that the original grid of streets contained within it still carried the same names as before. The city limits had been extended principally toward the east and west. Montgomery Avenue was extended eastward beyond Monroe to join Washington Road (the Washington-Rockville Turnpike) at its junction with Georgetown Road (the Rockville-Georgetown Turnpike). Baltimore Road entered Montgomery Avenue from the northeast. To the west, Commerce Lane--the east-west spine of the original nucleus of Rockville--now extended westward to connect with Darnestown Road. Great Falls Road was joined about a block south of Commerce Lane by a westward extension of Jefferson Street; the resulting irregular configuration of the junction of these two roads has survived, with certain modifications, to the present day. To the north, Washington Street was extended to meet Frederick Road.

By 1865, as the Martinet and Bond map makes clear, the Montgomery Avenue-Commerce Lane-Darnestown Road corridor making its way essentially from east to west through Rockville had emerged as the city's main street. Of the eighty-four buildings noted on the map, forty-nine--or over half--were situated along this thoroughfare. Moreover, Court House Square, situated prominently at the junction of Montgomery Avenue and Commerce Lane, had emerged as both the civic and the visual focus of the city, despite the rather awkward manner in which Montgomery Avenue was made to enter the northern quadrant of the square.

Approximately sixty-six of the buildings noted on the map were residences. There were also numerous shops, some presumably located in the homes of the individuals named; among these are two carpentry shops, one woodworking shop,

and a printing office owned by one M. Field; the latter, no doubt, was intended to deal with the expanded paperwork generated by the affairs of the growing county seat. The law offices of Rockville's leading attorneys were already shown concentrated in the vicinity of the courthouse. Doctors' offices were also situated along the more prominent thoroughfares, including those of Dr. E. E. Stonestreet, Dr. Arnold, and Dr. A. H. Sommers on Montgomery Avenue, and Dr. J. W. Anderson on Jefferson Street.

The most prominent public buildings were the county courthouse, the county jail, the Rockville Academy, and the Protestant Episcopal, Baptist, and Disciples or Christian churches; the school house and St. Mary's Catholic Church were situated just outside the designated city limits to the east. The map also shows four hotels, all on the north side of Commerce Lane and Montgomery Avenue. They were Dugan's Hotel, Almoney's Montgomery Hotel, O. Z. Muncaster's Washington Hotel, and the Union Hotel. Thus, the 1865 map makes clear that Rockville had acquired not only the legal status of incorporation but also the commensurate civic amenities of cityhood by the end of the Civil War.

Growth and Prosperity After the Civil War

Through much of the early Reconstruction era, it appeared to many as though the Civil War had ruined Montgomery County for good, and so imperiled the very basis of the growth that Rockville had enjoyed from the middle of the nineteenth century. Yet the machinery of Reconstruction established in the nation's capital ultimately proved to be a blessing for it greatly stimulated the growth of Washington, D. C., and created a real estate boom that brought suburban development to Montgomery County and accelerated the growth of the county seat.

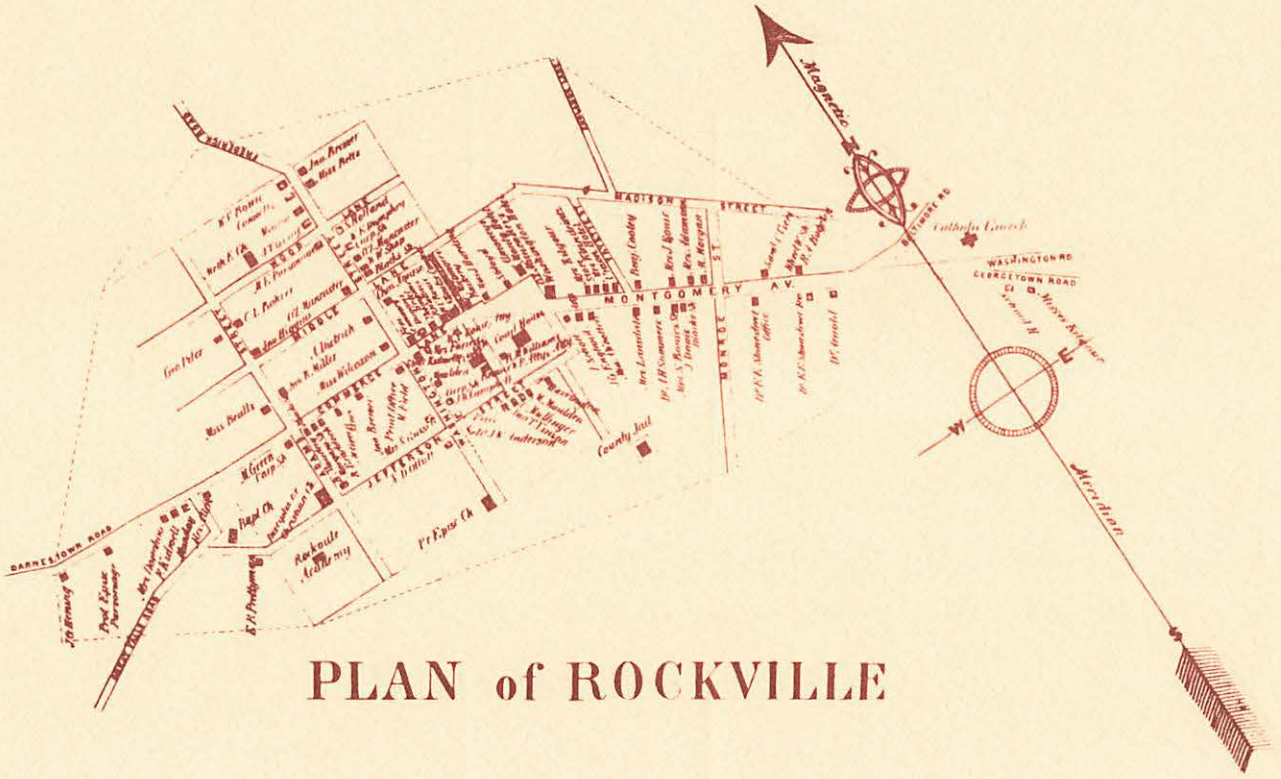


Fig. 2 - Martinet and Bond Map of Rockville

The real estate boom that created the first Montgomery County suburbs and which likewise stimulated the growth of Rockville was also part of a national phenomenon from 1887 to 1892 at the end of the Gilded Age. Investment syndicates and improvement companies, financed by New England and British capital, platted residential subdivisions and industrial cities around almost every railroad junction and river bend from Baltimore to Birmingham. Encouraged by a new generation of astute young bankers, real estate syndicates in the 1880s embarked on large-scale suburban operations. By 1885 more than 100 real estate firms were operating in Washington, and in 1887 alone more than 2,450 new buildings were going up. Development proceeded at no less feverish a pace beyond the District line into Montgomery County, as far north as Rockville. So long as the speculative fever lasted, real estate changed hands at steadily rising prices. The pace slowed by 1891, and the financial panic of 1893 finally burst the bubble.[14]

A number of significant factors accounted for the suburban development of Montgomery County. Completion in 1873 of the Metropolitan Branch of the Baltimore and Ohio (B & O) Railroad from Washington to Point of Rocks, Maryland, via Rockville provided great inducement and a corridor for suburban growth. Even a year before completion of the Metropolitan Branch, a letter to the editor of the *Sentinel* asserted that "there is every reason to expect that, when the Metropolitan Railroad is completed, we shall see large numbers of the better and solid classes of the District of Columbia seeking homes within our good old county." Anticipating the tone of the promotional literature produced by Montgomery County suburban developers, the writer claimed, in post-Civil War rhetoric, to know of several parties seeking "to escape from the excessive taxation, carpetbagger and scalawag rule of the Territory of Columbia," and maintained that "Our low taxes, pure air, and wooded, hilly home sites, and other advantages impress them so forcibly and favorably that . . . we expect to see new settlements springing up . . . in our own neighborhood and at other attractive points on the line of the Railroad."[15] Indeed, real estate developers chose sites along the metropolitan railroad line at Brookland, Brightwood, Takoma Park, Woodside, Linden, Kensington, and Garrett Park for the first commuter suburbs. These first suburbs appealed primarily to young or low-level government

clerks of moderate means who otherwise could not own their own homes. In their promotional literature, developers uniformly stressed the cheapness of lots and the ease of access to jobs in Washington, as well as extolled the advantages of pure air and water supply to be had in the sylvan setting of a planned suburban community. These developers were astute in aiming their promotional campaigns at a new wave of government workers who, having come predominantly from small country towns, wanted the sophistication and amenities of a city with the wholesome atmosphere of the countryside. In seeking out these new suburbs, these new settlers were, according to the *Montgomery Press*, looking for the rural homes of their own childhoods without the toil of a farmer's life.[16] It was this very aspect that Montgomery County suburban developers sought consciously--and, for the most part, conscientiously--to provide. Other real estate agents promoted new subdivisions in established towns, such as Rockville. There, new homes were built chiefly by Rockville business and professional people, although Henry Copp sought out Washington civil servants to populate his late nineteenth-century Rockville subdivision, West End Park.

Another substantial boost to the new era of suburban growth in Washington and Montgomery County was provided by the Civil Service Act of 1883. Quoting the *Baltimore Sun*, the *Sentinel* reported that

> Previously to its enactment clerks employed by the Government made their homes in city boarding houses. Their tenure of office was supposed to be assured only until the next Presidential election and was regarded as too insecure to justify a clerk in buying a permanent home. Now that the tenure is more secure and suburban homes can be bought at moderate prices, there has been a large movement to the country. All this has taken place since the opening of the Metropolitan Branch in 1873 . . . .[17]

Thus, the first vestiges of mass transportation combined with the emergence of civil service tenure and the resultant stable middle-class population to encourage real estate investors to begin developing suburban communities.

These developments were to have an effect upon the growth of Rockville as well.

The construction in 1873 of the handsome Victorian Gothic station in Rockville as part of the development of the Metropolitan Branch of the B & O Railroad provided a major stimulus for the city's growth. The population of Rockville in the year the station opened was 670 persons. By 1890 that population had increased to 1,500, primarily as a result of the city's increased access to Washington by train. There was already a brisk sale of lots around the station in 1873, together with a recognition of the need for a building association in anticipation of the growth that Rockville would experience as a result of the Metropolitan Branch. "Rockville might be a live town," began a *Sentinel* article on the subject in 1873, "if men of pluck would take hold of things by the right end." The answer was building associations. Anticipating--and doubtless hoping to stimulate--the impending speculative building boom that was to hit Rockville and Montgomery County, the article asserted: "When properly managed, they [building associations] are a source of great profit to the stockholder--houses go up, as if by magic, and the cost to the owner is not so seriously felt, because of the accumulation of money he had paid on his stock."[18]

The earliest effort to interest outside capital in Montgomery County and Rockville real estate was made in 1885 by Richard R. Beall and G. Minor Anderson, who established a realty firm in Rockville at that time. In a four-page brochure entitled *Cheap Lands*, Beall and Anderson asserted that "The great and unprecedented advancement in the value of real estate in the National Capital, and the fact that it is constantly building out to, and even within the very limits of Montgomery County, gives us sufficient assurance for the assertion that proper and careful investments made here now, in land, will in less than ten years yield, in enhanced value, a profit of from 50 to 100 per cent, according to the location and treatment of the property."[19] It was Rockville, significantly, that the pamphlet seemed to promote most vigorously, discussing the merits of settling there in some detail. Among the benefits mentioned by the enthusiastic realtors was the direct access to Washington provided by the Metropolitan Branch of the B & O Railroad; the "handsomely paved and well lighted" appearance of the town, with its "many lovely homes and handsome residences;"

its "healthy location, being 500 feet above the water;" its array of "market facilities for all kinds of farm and garden produce;" as well as its important educational and public resources. "Rockville also offers extraordinary educational advantages, possessing a fine male academy [Rockville Academy] and high school, and several first-class female seminaries [St. Mary's Institute]," the pamphlet continued. "The town [also] contains churches of nearly every religious denomination and several of very beautiful architectural designs, a flourishing National Bank, and a handsome, commodious Town Hall."[20] The pamphlet also made reference to the publication of "three flourishing newspapers" in Rockville "as a further evidence of the prosperity of the county," and emphasized the appeal of the county seat as "a popular summer resort."

The real estate boom came to Rockville in earnest when Henry N. Copp, a Washington attorney, laid out the subdivision of West End Park and began advertising the charms of "Peerless" Rockville. Julius West, an alumnus of Rockville Academy, had bequeathed his farm near Rockville to the school. In 1888 the trustees decided to sell the West property. They sold the land in the following year to Copp and Reuben B. Deitrick and used the proceeds to erect the new Rockville Academy building, which is still a local landmark.[21]

Copp epitomizes the audacious breed of suburban developers who operated in Washington and Montgomery County in the last two decades of the nineteenth century. In 1887, he and his associates published a brochure entitled *Garrett Park, Where It Is and What It Offers,* promising that the new development "will be the suburban town of the National Capital. It will be to Washington what Tuxedo Park is to New York, Bryn Mawr to Philadelphia, and Hyde Park to Chicago."[22] He laid out the new suburb on the plan of a picturesque English village, with irregularly shaped lots and winding streets. In 1890, Copp formed the West End Park Loan and Trust Company to develop a large subdivision in Rockville. In his brochure, *Peerless Rockville, What It Offers to Homeseekers and Investors,* published in the same year, Copp's claims for West End Park were far more modest than those for Garrett Park. He did assert, however,

that "Located at the fashionable end of Rockville, the West End Park offers advantages not possessed by any other portion of this most desirable place of suburban residence."[23] Significantly, Copp's promotional brochure was aimed overtly at young civil servant families of modest means but lofty aspirations, whom he sought to attract to West End Park and Rockville by holding out the promise of health, wealth, and comfort.[24] To that end, he detailed five significant advantages that Rockville had to offer the aspiring homeowner.

The first advantage lay in the healthful benefits of altitude. "A location in cool Rockville, 500 feet above Washington, promotes sound sleep during the summer," he asserted. "Mind and body are so refreshed next day as to enable a man to think and work fast, and make more money than he otherwise would."[25] In addition, the "pure ozone-bearing air, delicious cool water, the numerous groves of pines and of hard woods, the many dashing streams of water, rich vegetation, abundant supply of fresh vegetables and country produce, all combine to make Rockville a health-giving place of residence . . . . There is no malaria here, and rarely a mosquito."[26] The second advantage was the easy access between Washington and Rockville supplied by the superior service of the Metropolitan Branch of the B & O Railroad. Especially noteworthy was the superiority of the express trains over streetcars that ran "an average of one every hour each way" between the two cities. The trains not only facilitated commuting to and from Washington by day, but also permitted Rockville residents to "attend the Washington theaters and be home again before the people of Anacostia and several other near places reach their houses by crowded streetcars."[27] The third and vital advantage, according to Copp, obtained from Rockville's already being an "organized community" rather than an undeveloped or newly-emerging isolated suburb. An incorporated town, with mayor and council, and the county seat of Montgomery County, "Rockville is fully fifty years ahead of all other Montgomery County towns in material and development," he maintained. "Its public and general property, such as public halls, churches, schools, etc., are valued at a quarter of a million dollars."[28] The fourth, and related, advantage stemmed from the enlightened caliber of the residents already living in Rockville, whom Copp described as "a quiet, refined, and hospitable people" that included many professionals, business, and official people associated with Washington.

"In nearly all fields of mental, moral, and sentimental activity, co-workers and sympathizers can be found in Rockville," he wrote. "It is an Arcadian retreat, where everyone is regarded for his individual worth without reference to his wealth or extrinsic rank."[29] The fifth and not least significant advantage, given the fact that he was obviously appealing to the young prospective homeowner, was the "cheapness of living [in Rockville] compared with the same expenses in Washington." Fresh produce was readily available and at considerably less cost than in the city. "In addition," he pointed out astutely, "when the temptations to spend money presented in every show window in Washington and by every poster on its walls are removed, the economy of Rockville living is decidedly increased."[30]

Significantly, Copp developed a more elaborate plan for West End Park in Rockville than he had for Garrett Park. Charles B. Ball, a Washington civil engineer, laid out the subdivision with broad avenues and circular drives resembling more the emerging fabric of downtown Washington--of which Copp was a resident and very fond--than any of the outlying suburbs then beginning to take form (see Figure 3). There was a mixture of spacious three-acre lots in the heart of the subdivision, with very small lots grouped around the southern, eastern, and northern boundaries. The unmistakably urban character of the plan seems clearly to suggest that Copp had, indeed, thought of Rockville more as an established town than a picturesque suburb like his earlier Garrett Park, and so wished to develop a commensurate scheme for his subdivision. The original plat included landscaped open spaces and a park, although these pastoral amenities tended to be locked into an otherwise fairly rigid grid of angular and radiating streets. In addition, there were provisions for a "West End Station" along the B & O tracks,[31] for a large campus for a proposed state military academy, as well as for a large hotel to be situated on a promontory in the center of the subdivision that doubtless would have formed its visual core; the hotel's plan and orientation, perhaps coincidentally, generally recall those of the U. S. Capitol in Washington, suggesting that Copp intended fully to exploit Rockville's growing popularity as a resort.

A number of residences were built in West End Park from 1890 to 1892, but the venture never fulfilled Copp's high expectations of a "golden harvest."[32] Unfortunately for him, the title was clouded, and his firm was involved in costly litigation after 1892. The court ruled in favor of the West heirs,

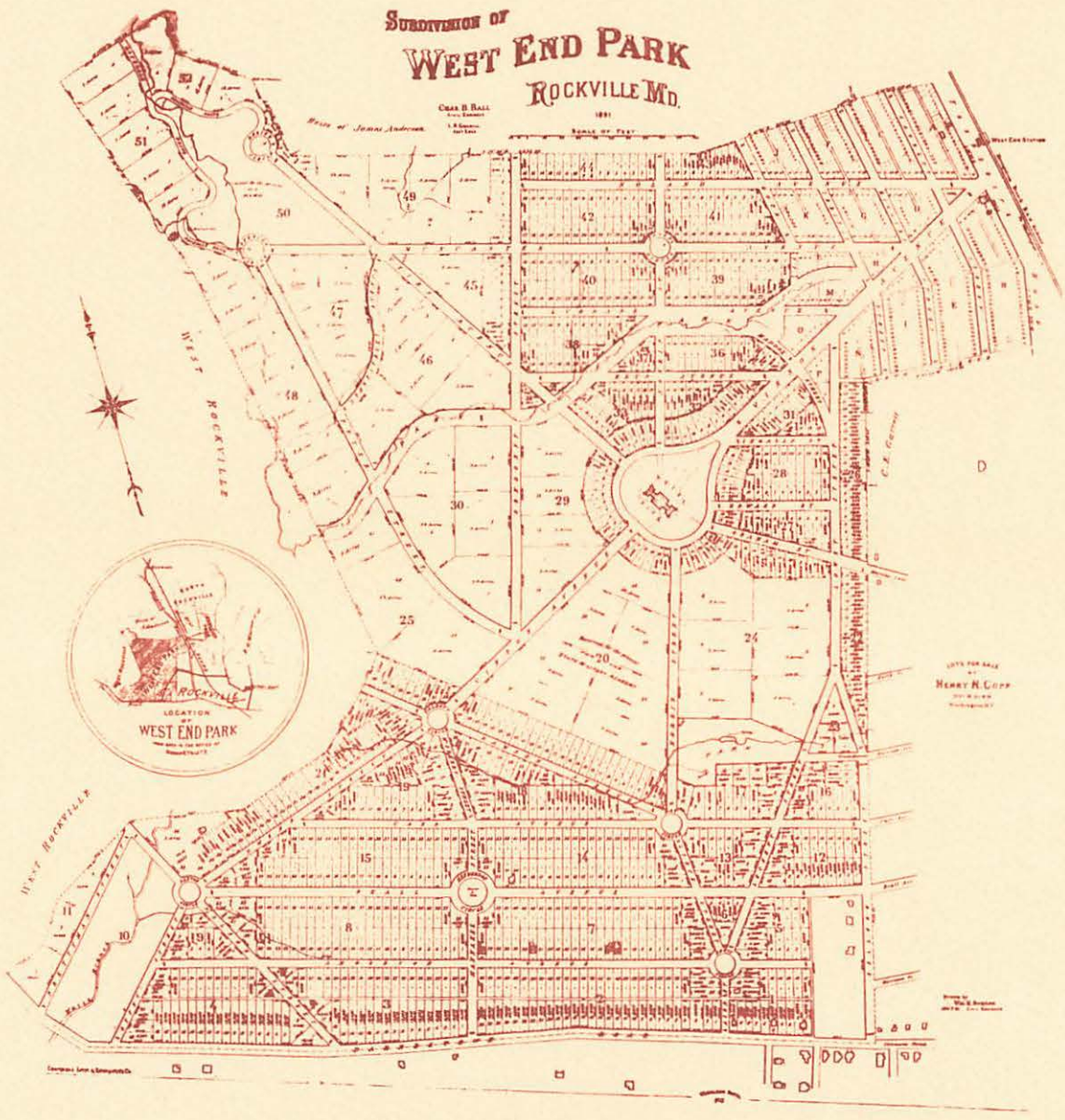


Fig. 3 - Copp's Map of West End Park

and Copp's firm, already shaken by the end of the real estate boom and ensuing panic, went into bankruptcy. Today, the only tangible reminder of West End Park is the street layout between Carr and West Montgomery (then Darnestown Road) Avenues, along with Henderson Circle and the partially formed Bouic Circle with its two radiating Lynch and Luckett Streets. Most of the houses in this section--with a few notable exceptions--date from a substantially later period, and so do not relate homogeneously to the earlier residential heart of Rockville whose appealing virtues Copp had extolled in his pamphlet. It is difficult to speculate about what would have been the impact and effect of Copp's subdivision on the existing Rockville fabric adjoining it to the east. It is likely that, for all his noble intentions, the results might have overpowered the town. Yet, Copp's ambitious scheme was based on what seemed a genuine fondness for Rockville and a concern for the enduring amenities of the good life.

That a real estate venture of the magnitude of West End Park should have been undertaken at all speaks persuasively of the impressive strides that Rockville had made in becoming a small but full-fledged city in the short space of thirty years following its incorporation in 1861. The map of Rockville reproduced in G. M. Hopkins' atlas of Montgomery County, published in 1879, attests to the progress made (see Figure 4). Although the corporate limits of the city had not expanded over those indicated in the 1865 Martinet and Bond map of Rockville, the number of buildings had virtually doubled. In addition, the map also showed two additional developments which, though lying just outside the eastern boundaries of the corporate limits, were symbolic of Rockville's continuing growth and prosperity.

The first of these was the subdivision of nineteen lots and three streets, bounded by the city limits, Baltimore Road, and the B & O Railroad tracks, which had grown in 1873 around the newly-erected railroad station. The second was the Montgomery County Fair Grounds, situated just south of St. Mary's Catholic Church grounds, off Georgetown Road (now Rockville Pike). The elaborate fairgrounds were erected by the Montgomery County Agricultural Society, which was incorporated and held its first fair in Rockville in 1874. The annual fair contributed greatly to Rockville's prosperity, as it drew large attendance from Baltimore and Washington as well as from Montgomery County. Organized as a social occasion with

such distinctive entertainment as jousting tournaments, these fairs also became important media for the dissemination of new ideas on agriculture and for the sale of farm products and implements. Not least, horse racing also emerged as an important and very popular feature of the Montgomery County Fair, as the area was well known for the quality of its horse breeding.[33]

Thus, by 1890, the inventory of public, cultural, and commercial resources was impressive for a city the size of Rockville and clearly justified the claim made in Copp's promotional brochure that Rockville was fully fifty years ahead of all other Montgomery County towns in material development. According to Copp, it had

> . . . 1 National Bank; 3 newspapers and printing offices; 3 hotels; 8 boarding houses; 6 general stores; 1 grocery store; 1 dry goods store; 2 drug stores; 1 jewelry store; 1 furniture store; 1 millinery store; 2 tin and stove stores; 2 meat stores; 1 tobacco and cigar store; 1 barber shop; 1 tailor shop; 3 blacksmith shops; 1 ice cream saloon and bakery; 4 livery stables; 2 wood and coal yards; 2 building associations; 3 real estate agencies; 3 painters and frescoers; 2 paperhangers; 5 contractors and builders; 3 shoemakers; 1 harness maker and carriage trimmer; 2 dentists; 1 civil engineer and surveyor; 2 undertakers; 1 monumental works; total, 70 business establishments. It has 3 allopathic and 1 homoeopathic physicians, and 11 lawyers. It contains 8 churches--Methodist, Catholic, Baptist, Presbyterian, Episcopalian, Christian, and 2 colored Methodist Churches. There are 4 public schools for white children and 1 for colored children; an academy for boys, incorporated in 1809 [Rockville Academy]; and institute for girls [St. Mary's Institute], and a dancing school.[34]

There was another aspect to Rockville's growing prominence. In their brochure entitled *Cheap Lands*, published in 1885, Richard Beall and Minor Anderson noted that Rockville "is fast becoming one of the

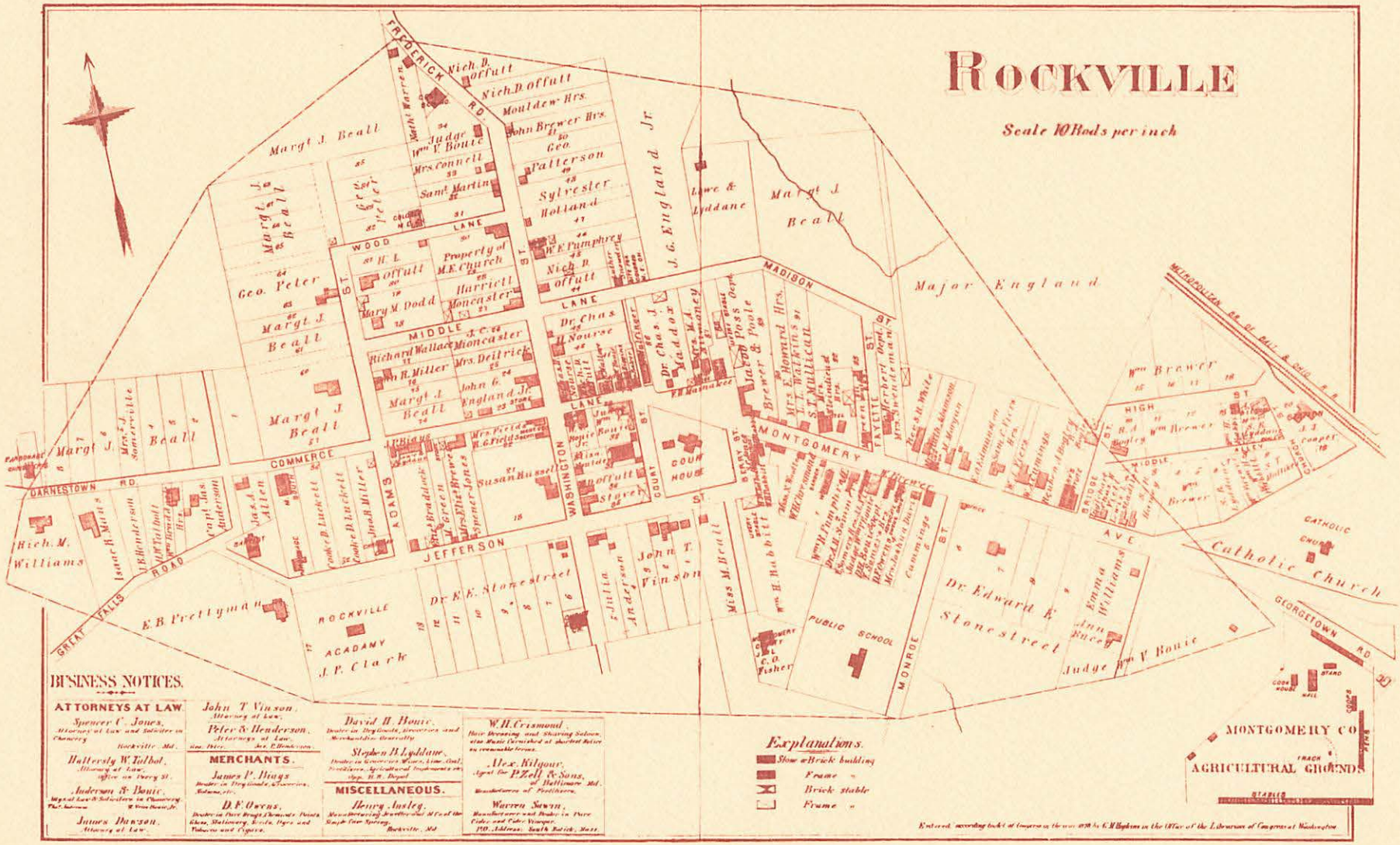


Fig. 4 - G. M. Hopkins' Atlas - Map of Rockville

most popular summer resorts in the country," and that, "during the past summer over 500 guests made their homes in this beautiful resort."[35] The Metropolitan Branch of the B & O Railroad ushered in a new era for Rockville by opening up, in the words of a *Baltimore Sun* article, "one of the most healthy, attractive and beautiful summer resorts and sites for suburban residences anywhere to be found in the state."[36] Within a few days of its inauguration, twelve trains a day ran on the Metropolitan Branch; eight of them stopped at Rockville. By 1890, there were between twenty-one and thirty trains a day stopping in the county seat. Rockvillle's popularity as a resort, which had begun to surface even prior to the Civil War though on a much more modest level, was due in large part to the existence of such renowned hotels as Montgomery House, Corcoran House, and the elegant Woodlawn Hotel. The Montgomery House had twenty-six rooms and two spacious dining rooms that were the favorite eating places not only of tourists but of the county commissioners and leading Rockville families as well. The social season was especially enlivened by the horse races at the county courthouse. The Woodlawn Hotel was built in 1887 at what was then the west end of town. With forty rooms and four stories, it was the largest hotel in town, with spacious eight-acre grounds on a scale with resort facilities being developed throughout the country during that period. Rockville's resort era came to an end by 1906, when the heavily-indebted owners of the Woodlawn sold the hotel at public auction. Dr. Ernest L. Bullard bought the hotel, transforming it into a private sanitarium and renaming it "Chestnut Lodge" because of the abundance of Chestnut trees on the grounds. The building has continued in the same use until the present day, and still stands in testimony of the prominence which Rockville had achieved by the turn of the century.

With the growth and prosperity experienced by Rockville following Reconstruction, it was only natural that the city undergo a massive public improvement campaign. In May of 1872 the three Rockville commissioners, with William Veirs Bouic as President, launched a major public improvements program for the city that was to continue up to the First World War. Shade trees were planted and street paving and the laying of sidewalks were begun. Such public improvements paralleled closely--and may well have been stimulated by--the ambitious program launched in the District of Columbia in the last quarter of the nineteenth century by Alexander R. Shepherd, a Washington realtor who was made

Chairman of the Board of Public Works. It was in this period that Washington, like Rockville, obtained its first paved streets and sidewalks, together with curbs, gutters and street lighting, thereby transforming what prior to the Civil War still had been essentially a rural village into a modern late nineteenth-century city.[37]

In 1873, with the sale of lots around the newly-erected B & O Railroad Station having become brisk, wood sidewalks were extended from the city proper to the depot along Baltimore Road; more street lamps were also purchased to illuminate the thoroughfare. By the following year, paving was gradually extended out along the Darnestown (now West Montgomery), Baltimore, Frederick (now North Washington), and Great Falls Roads, thereby improving the condition of the major thoroughfares leading into and out of Rockville.[38]

The public improvements program received a substantial boost--as did Rockville--through the reorganization of the city government in 1888 under a new charter. Prior to that time, the city had been administered by three commissioners, who were elected until 1870, when they were appointed by the Montgomery County Commissioners. Such an arrangement proved unsatisfactory for administering during a period of rapid growth. Under the new charter, the government of Rockville was incorporated under the name of "The Mayor and Council of Rockville." Significantly, the new charter authorized the city government to borrow money and levy taxes for public improvements. The city was re-surveyed and platted. A major public improvements program was launched by the new Rockville city government to pave dirt roads, build more sidewalks, plant more trees, and install new street lights. The program proved so ambitious that a superintendent of streets was hired at a salary of "$1.25 a day when actually employed."[39]

Significantly, the Council made a concerted effort in 1888-89 to install modern brick sidewalks in Rockville. The town records indicate that the Council developed detailed specifications for the construction of these sidewalks. The sidewalk to be constructed along both sides of what is now a part of West Montgomery Avenue (formerly Darnestown Road) was to be eight feet wide; the outer five feet were to be of brick, the inner three

feet of clay. "First class paving bricks," to be purchased from one James W. Richards, were to be laid over a six-inch sand bed in "herringbone style, conforming to the curves" of the road. In the late fall of 1888, a three-foot wide brick pavement was to be laid from "the Baptist Church to Mrs. Higgins" and from "the railroad to Mr. Darby's residence," thereby replacing the earlier wood sidewalk. The laying of some "flaggings" around the courthouse sidewalks completed the campaign to build solid and attractive walkways to get Rockville out of the mud.[40] Significantly, fragments of these brick sidewalks still survive today along portions of the older Rockville streets. These include the northern section of West Montgomery Avenue from Laird to Forest Avenue and around the corner of the latter thoroughfare up the west side to Beall, with a smaller section on the opposite side of Forest, a small section along the east side of Thomas Street, and slightly longer sections along the east sides of North Adams and South Washington Streets. By July of 1905, a general overhauling and repair of these sidewalks began and some new ones were laid. Following the turn of the century, the Council ceased using brick sidewalks. In June 1912, it ordered cement pavement for Montgomery Avenue from "the school house land [now Monroe Steet] to the Montgomery County Bank Building" as a result of petitioning. In the same year, "an application was received from Mr. George Brewer for a sidewalk from his residence to the Falls Road . . . which was ordered to be laid with coal ashes."[41] Thus, the sidewalks laid in Rockville in the latter part of the nineteenth century consisted, at first, of wood planking, which had replaced the earth and gravel pathways. The more handsome and durable brick sidewalks, laid in herringbone pattern, were used in the last quarter of the nineteenth and roughly the first decade of the twentieth centuries. Thereafter, the city shifted to the use of concrete for sidewalks in downtown Rockville and along surrounding residential streets.

The public improvements program launched in 1888 also placed great emphasis on the paving of streets. According to the town records, the biggest project undertaken by the Council in 1888 was the one to "macadamize all those portions of the Baltimore Road, Frederick Road, Darnestown Road, and Falls Road lying within the corporate limits." This was to be done with "flint stone to be broken to go through a two-inch ring." This stone was "to be broken on the street so as to incommodate public travel as little as possible."[42] Throughout

the year were numerous references in the records to "piking," an archaic phrase used then to refer to road building and paving.

That macadamized roads at the turn of the century were far from equal in quality to those existing today is indicated by the appearance in April 1910 of a "representative of the Standard Oil Company . . . before the town advocating the use of oil on the streets as a preventative of the dust nuisance." The records report that, "after discussion it was moved to buy 10,000 gallons of Number 4 road oil at 3 and 1/10th cents per gallon, FOB."[43] Such an oil coating was not an uncommon treatment for the early macadamized roads, whose thin paved surfaces would wear quickly from constant use.

The trolley came to Rockville in 1900 but proved problematical from the outset and never had the same impact as did the Metropolitan Branch. In March of 1890, the Tennallytown and Rockville Railroad Company was given a charter to extend the line of the Georgetown and Tennallytown from Friendship Heights to Alta Vista (formerly Bethesda Park) by way of Rockville Pike-Old Georgetown Road. In the meantime, the line was bought as foreclosure in 1897 by Oscar Crosby, who in turn conveyed his holdings to the newly chartered Washington and Rockville Electric Railway Company. The line was extended to Rockville and placed in operation in April 1900. The original terminal was at the south edge of town opposite the fairgrounds. The company initially wanted to go no further and finally came reluctantly as far as the courthouse. In 1902, the Rockville Council began legal proceedings to compel the railway company to fulfill its charter by extending its tracks to the western limits of the city. The company complied and laid a single track along Montgomery Avenue as far as the Woodlawn Hotel in 1904.[44]

Though the trolleys proved a profitable venture in those portions of the county closer to the District line, their service to Rockville residents was seldom without problems. In 1933, the Washington and Rockville line was sold to the Capital Transit Company, which discontinued service in 1935 after objections by the citizens to the unsatisfactory service and dangerous conditions of the grades were sustained by the Mayor and Council. Since that time, trolleys have been replaced by bus service and, increasingly, by private automobile as a means of transportation to Washington and outlying communities.

Rockville Between the Two World Wars

In the years following World War I, intensive development was renewed in the Montgomery County suburbs, causing a shift in the political and economic alignment of the county. Until about 1920, the central portion of the county was the more prominent, prosperous, and populated. Rockville was the the center of county government, courts, and banking, as well as political leadership. After 1920, however, the population center and sphere of influence began to shift to the south. Older suburbs along the Metropolitan Branch shared in the suburban development of this period, but it was Bethesda and Silver Spring that experienced the major growth. The building boom, which started in 1922 and began tapering off in 1926, was concentrated in these areas.[45] These new suburbs were designed to appeal to more affluent homeseekers from among the middle and higher echelons of civil servants being attracted to Washington in increasing numbers. A more modest level of housing construction was likewise underway on the fringes of most existing suburbs in the county, as well as of Rockville. This housing stock consisted for the most part of bungalows and period houses whose compact size and greatly simplified, but still attractive aspect brought them within the reach of families of more modest means. This pattern of development continued essentially up to World War II in Rockville.

The Depression sharply curtailed development in Rockville and Montgomery County. The collapse of the market threw the nation, the county, and Rockville alike into turmoil. To some extent, federal and county employment insulated Montgomery County suburbs from the full impact, but hard times still had a powerful impact on private and public economies alike. Public improvements and building in Rockville were curtailed appreciably, although the city did experience certain aspects of modest growth even in this precarious period.

One of the more significant areas of growth was the county government, which had outgrown its office space by 1929. In that year a bond issue was authorized for a new building in Rockville and for the purchase of an additional triangle of ground adjoining the old courthouse. When the funds provided in this act proved insufficient, supplementary funds were authorized by the next general assembly.[46] The classical edifice which resulted was built in 1931 at a cost exceeding $500,000.

The old courthouse was retained for use by the county. Thus, the growing presence of county government was singularly reaffirmed in tangible and monumental form, a fact that surely must have proven reassuring at a time of economic dislocation.

Federal assistance also proved instrumental in providing other improvements to the Rockville urban scene at this time. The Work Projects Administration was established by executive order of President Roosevelt as the Works Progress Administration and was redesigned in 1939 when it was made part of the Federal Works Agency. WPA undertook a massive federal construction program throughout the country, which included the erection of some 116,000 buildings. Rockville's first permanent post office, the handsome structure still standing on the southeast corner of Washington Street and West Montgomery Avenue, was erected in 1939 as a WPA project. Many public buildings, especially post offices, were decorated with murals under the WPA program, as evidenced by the Sugar Loaf Mountain mural by New York artist Judson Smith that graces the main room of the Rockville post office.

The American economy, and so those of Montgomery County and to some extent Rockville, took an upward swing in 1935, due partly to the number of new housing starts. The National Housing Act of 1934 had created the Federal Housing Administration and broadened opportunities for home ownership by making mortgage loans available at interest up to six percent with monthly payments amortized. As a result, new construction in Montgomery County in 1935 equaled the number of units built in 1927. There was a corresponding population growth in the county, with Bethesda and Wheaton more than doubling in population and the Colesville and Rockville districts registering more modest increases.[47] This surge of suburban growth in a still depressed economy was caused by the ever increasing number of new federal employees moving to Washington and needing more housing.

By 1940, Montgomery County became transformed from a largely rural to a predominantly suburban community with increasing economic dependence on the burgeoning federal bureaucracy. Sixty-five percent of the county population was now concentrated in Bethesda and Wheaton, though the effect of this growth was felt in Rockville as well. Although the surrounding countryside was still predominantly agricultural, including some of the best farm land in the state, three additions were added

to the corporate limits of the city under three separate acts between 1936 and 1938. These additions included the tract between Adams Street, Maryland Avenue, and South Van Buren Street; the remaining portion of the Hickerson farm; and the area from Chestnut Lodge to the top of the hill on Darnestown Road, extending several blocks on each side.[48] Thus, by 1940, Rockville encompassed an area of 466 acres and a population of 2,047, an increase of over 600 from 1930.

The presence of federal government installations in the vicinity of Rockville likewise began to open up significant employment opportunities for older residents as well as to bring in new ones. President Roosevelt's decision to decentralize certain operations of the federal government and to move some agencies from Washington to the suburbs had caused a number of facilities to be erected near Rockville before and during the Second World War. Ground was broken in 1937 for the National Institutes of Health in Bethesda. The Bethesda Naval Hospital opened across Wisconsin Avenue in 1942 at a site personally chosen by President Roosevelt. These two government facilities were to provide excellent employment opportunities for Rockville residents and so contribute to the unprecedented building and population explosion experienced by both county and county seat.

Postwar Developments and Growth

After World War II, Montgomery County began a generation of unprecedented growth. The county's population nearly doubled from 1946 to 1950 and more than doubled between 1950 and 1960. The rate of growth dropped to 53 percent between 1960 and 1970 and leveled thereafter to 3 percent annual increase. Significantly, the greatest growth in the late 1940s and early 1950s was in the Rockville district. It grew by 149 percent from 1950 to 1956, giving it 10 percent of the total county population, while the county population as a whole grew by only 66 percent. Significantly, the city of Rockville more than tripled its population between 1950 and 1960 and grew at a 59.3 percent rate in the ensuing decade, reaching a population of 41,583 in 1970--a 2,031 percent increase over the 1940 population!

The population growth experienced in Rockville and Montgomery county was part of a larger nationwide suburban trend, with the distinction that most of the new homeseekers here were not natives of the area but rather new government workers from all parts of the country. As Hiebert and MacMaster have aptly observed, "Montgomery County in 1950 differed from other suburban counties in that it was a bedroom for Washington, a company town with only one basic industry, the federal government."[49] Rockville did not prove an appreciable exception. During the period following World War II, the federal government became the largest employer of Rockville residents. The town that had emerged as a provincial county seat serving the surrounding farming community suddenly mushroomed after the war into an urban node for an ever-expanding suburban region that depended on Washington for its existence. Problems resulting from this sudden growth had to be solved in short order. Homes, schools, roads, shopping, and recreational facilities had to be built in far greater numbers than ever before, sometimes with less than optimum effect.

The suburban development that followed after World War II assumed, on the whole, an aspect strikingly different from those of preceding periods. The population explosion caused by the unprecedented influx of people in Washington after the war combined with the federal government's stimulation of home construction through the Veterans Emergency Housing Act of 1946 to induce large-scale development of low-cost prefabricated housing in the area. The standardization of prefabrication of buildings was aimed at cutting the cost of construction to such an extent that the houses could be purchased on the G.I. bill with little or no down payment. Developers also began to resort to other less costly building methods to offset the high cost of the land. What often emerged as a result were vast tracts of small, inexpensive houses, often more cramped for space than ordinary urban row houses. At the same time, existing highways and lateral roads proved inadequate to accommodate the increased traffic, compelling state and local authorities to launch massive road building campaigns to provide easier access from suburb to Washington; yet the results often proved more considerate of the vehicular than the human population in these suburbs. There were other equally pressing problems to confront. Local authorities strained to

provide adequate new schools and public improvements for the new suburban communities, causing property taxes to begin climbing in most localities.

In this period, Veirs Mill Road between Rockville and Wheaton emerged as a major corridor for the new suburban development. Faced with the post war population explosion, Rockville elected to quadruple its territory in 1949 by annexing some 2,210 acres to its corporate limits. Thereafter, home building progressed at a rapid pace along the Rockville segment of Veirs Mill Road -- an area that was still almost totally rural in 1947. The subdivision known as "Viers Mill Village" was developed on 328 acres of the former Selfridge farm. Nearby, the Twinbrook area was also under development. Both subdivisions aimed at designing small houses at reasonable prices with veterans in mind. The Viers Mill Village Company announced plans to build 1,400 homes during an eighteen-month period. These bungalows included a living room, two bedrooms, kitchen, bath, and basement; they were built on 60 x 150 lots to sell at $8,500. Twinbrook, Inc., offered a somewhat larger house in the $9,250 to $11,500 range.[50]

These low-cost subdivisions sparked considerable controversy in the area. Montgomery County commissioners and area homeowners expressed the fear that the county would be saddled with sub-standard houses that would attract veterans for only as long as adequate housing would be scarce, while still requiring the same increased level of education facilities and public services as would be required for a more substantial long-term housing development.[51]

Ironically, the new developments along Viers Mill Road created a new political alignment in the city of Rockville in the early 1950's. The Rockville water supply failed in June 1953 in the middle of a hot, dry spell and no one at city hall seemed to know why it had happened or how it could be corrected. In the meantime, a civic association inquiry had also discovered a sewage disposal crisis. Out of the frustration that grew from confronting these problems was born the Citizens for Good Government organization, whose reform ticket was elected for Mayor and Council in 1954.[52]

With this political turn of events came a new era in progressive city government in Rockville, with emphasis on planning and positive action to provide services and amenities needed by the city's residents. That the Rockville Master Plan of 1960 was the second in the state after Baltimore speaks of the value placed on planning by the city's new political leadership. The Master Plan of 1960 wisely established maximum limits on growth and annexation based on availability of services and utilities. Among the more progressive of city government activities have been the youth and senior citizens services and an enterprising parks and recreation program, begun shortly after the war. In 1957, the city purchased the historic Bowie mansion, restoring it as the Civic Center Mansion and turning its lovely 64-acre wooded grounds into a magnificent park for public use and enjoyment. Welsh Park and the Municipal Swimming Center have also helped to make Rockville's park and recreation program among the more outstanding in the state.

By the 1960s, Rockville had become engulfed by suburban growth and development whose magnitude and character had become regional rather than municipal in scope. The ever-expanding growth of the federal bureaucracy and installations in the area was followed by the commensurate development of private industry and the construction of bigger highways to carry the increased traffic. As a result of this development, Rockville entered a new era in which its innate identity as a self-sustaining town began gradually but resolutely to be overwhelmed by the phenomenal growth in population and suburban land development occurring beyond as much as within its corporate limits. Decentralization of federal employment and the resultant location of facilities in the Rockville area provided a major impetus for this development, and construction of major highways accelerated the trend.

The presence of the federal government was first felt with the National Institutes of Health in Bethesda, which grew from the modest facility which opened in 1937 to one of the largest health research installations in the world.

This was accompanied by construction of the Atomic Energy Commission installation between 1956 and 1958, and the completion almost a decade later of the large complex for the National Bureau of Standards. Many employees of both facilities found new homes in Rockville and vicinity.

At the same time that federal agencies were moving to the area, industry likewise began to locate in the vicinity. The major corridor for this industrial development was along Interstate 70-S (now I-270), which replaced Route 240 as the main road from Frederick to Washington. The Atomic Energy Commission and the Bureau of Standards had set the stage for intensive development of light industry along the corridor long before it was completed in 1964. Completion of the new superhighway gave easy access to new industrial parks and individual plant sites, though at the same time creating unanticipated traffic jams caused by the resulting voluminous commuter traffic. Such firms as the Airflow Company, IBM, and Defense Electronics located in or near Rockville. By 1973, the research and development industry along Interstate 270 employed more than 15,000 people.[53]

The development of federal facilities and private industry along the I-270 corridor generated a massive construction of residential, commercial, and service complexes, giving rise to the second major postwar building boom in the Rockville area. The second wave differed considerably from the immediate postwar boom. Instead of inexpensive houses, those built in Rockville after 1960, such as Woodley Gardens and New Mark Commons, were more spacious and better landscaped and designed. The general upgrading of new construction brought the newer subdivisions into line with the older sections of the city.

The tremendous growth in population and development of new suburban housing in previously rural sections of the area was accompanied by the development of large shopping complexes in the 1950s and 1960s. In this period, the problems experienced in downtown Washington were coming to the suburbs. The growth of older commercial centers was slowing down because of the development of new centers farther out. Shopping center sites close to newly populated areas provided major retail outlets and parking facilities for many more cars than could be accommodated within existing shopping centers. Of those affecting the Rockville market, the first was Congressional Plaza, which occupied the site of the old Congressional Airport on Rockville Pike. Its first group of stores opened in 1958, and the entire center was ready for customers the following year.

Older facilities could not expand easily or attract new major retailers. In some areas where population growth had peaked long ago, retail sales reached a saturation point and the older commercial centers found themselves no longer able to compete with the newer shopping centers.[54]

The Rockville central business district proved one of the early casualties of the nearby shopping center competition. As the shopping facilities along and near Rockville Pike began to appear, Rockville merchants began to experience a decline in business. Downtown retail outlets had not kept pace with the commercial outlets that had sprung up in Bethesda and Silver Spring. Efforts to remodel existing store fronts had, in the meantime, proved largely ineffectual. Photographs of downtown Rockville in the 1940s and 1950s reveal that unattractive store fronts were applied like cardboard veneers to once-handsome but outmoded buildings. In time, some local stores began either to close out or to move to nearby shopping centers.

In 1959, as complaints grew about poor traffic circulation, inadequate parking facilities, and the unattractive buildings in poor condition that were never designed for their current uses, city officials considered proposals to redevelop the business district. Fearing that the heart of the city was slowly dying as a result of the growing number of shoddily remodeled and vacant stores, the Mayor and Council decided to launch a massive downtown revitalization program. It was felt that an integrated urban renewal program would prove far more effective in solving the array of problems confronting the city than would a piecemeal face-lifting of the existing business core.

Plans were launched in 1961 with the help of a federal grant for the Mid-City Urban Renewal Project, making Rockville the first community in the state to undertake an urban renewal project. Seeking to transform a 46-acre downtown core of the city into a multi-use center for government, shopping, housing, and entertainment, the project was conceived at the outset as a bold effort both to compete successfully with the suburban shopping centers and to provide the kind of amenities that would meet the needs of people drawn to the heart of a city. Mayor Frank A. Ecker, under whose administration the Mid-City Urban Renewal Project was initiated, expressed confidently that the new downtown Rockville would prove not "just another shopping center" but rather "the essential core of the city with life and vitality of its own."[55]

Newspaper articles of the day indicate that there was general support of the undertaking and that Rockville merchants shared Mayor Ecker's enthusiasm for the prospects.

The urban renewal project, involving seven blocks in downtown Rockville, was the only one in this part of the region to involve demolition of an entire downtown area. More than 100 structures were razed, and the 180 families living in the area, together with the merchants, had to be relocated. Major roads and intersections had to be moved and redesigned.

The initial master plan for what was then termed the "Rockville Town Center" was developed by the architectural and urban design firm of Geddes, Brecher, Qualls and Cunningham of Philadelphia, which won national honors from the American Institute of Architects for its imaginative but sensible scheme.[56] The plan achieved an admirable integration of the old and the new. This was done by weaving the streets and walkways of the center sensitively into the surrounding Rockville fabric, as well as by expressing the bulk of the buildings in scale with what Wolf Von Eckardt perceptively insisted "is and must remain a town in which people still know each other and feel important."[57] These fundamental attributes, unfortunately, are conspicuously absent from the complexes that have since been built or that are currently under design. The result, paradoxically, was to replace a genuine urban shopping area, albeit a deteriorating one, with an unwieldy complex that is unmistakably suburban in its physical planning, its functional arrangement and, above all its architectural expression.

Initial plans relied on attracting developers to build high-quality apartments in the downtown section first. However, the developers indicated that they could not build profitably under the city's high design standards, established by the Geddes plan. As a result, the plans were amended in 1968 to build the shopping mall as the first phase. The Taylor Woodrow Blitman development group of New York was selected as developer for the ten-acre mall. The firm of McMillin-Griffis-Mileto of New York and New Haven was commissioned to design the shopping complex, while the architectural firm of Geddes, Brecher, Qualls and Cunningham was retained as special design consultant to the city, as well as designer of the adjoining parking garage.[58]

The Rockville Mall opened in February 1972 as the first completed stage of the urban renewal project. The housing complex known as the Americana Center, designed by the Silver Spring architectural firm of Collins, Kronstadt, Leahy, Hogan and Collins, was completed in 1974. Plans are now under way for the new county courthouse and office building complex, which will serve virtually to complete the Mid-City Urban Renewal Project. Significantly, completion of this large county complex will provide for the return to Rockville of the various county offices that were moved out of the county seat into the Silver Spring area in the 1920s. The latest consolidation and expansion of Montgomery County offices will reaffirm in monumental form Rockville's preeminence and standing as county seat; its evolution will thus be etched in the Rockville skyline by the visual linkage of the third, fourth, and now fifth courthouses to the civic ensemble in the heart of the city.

Footnotes

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7. Quoted in Richard K. MacMaster and Ray E. Hiebert, *A Grateful Remembrance. The Story of Montgomery County, Maryland* Rockville: Montgomery County Government, 1976 , pp. 67-68.

8. *Ibid.*, pp 106-108.

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15. N., "Letter from Berry's District, " *Montgomery County Sentinel*, February 23, 1872.

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18, " Building Associations and Savings Banks," *Montgomery County Sentinel*, February 7, 1873.

19. Extract from pamphlet published in "New Enterprise," *Montgomery County Sentinel*, October 23, 1885.

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22. Henry N. Copp, *Garrett Park: Where It is and What It Does* (Washington, D.C.: Metropolitan Investment and Building Co., 1887), p. 5.

23. Henry N. Copp, *Peerless Rockville: What It Offers to Home Seekers and Investors* (Washington, D.C., Gibson Bros., 1890), p. 18.

24. *Ibid.* This claim appeared on the title page of Copp's Pamphlet.

25. *Ibid.*, p. 18.

26. *Ibid.*, p. 12.

27. *Ibid.*, p. 14.

28. *Ibid.*

29. *Ibid.*, p. 16.

30. *Ibid.*

31. The promise of a railroad station was likewise held out in Copp's Pamphlet.

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33. G.M. Hopkins, *Atlas of Fifteen Miles Around Washington, Including the County of Montgomery, Maryland* (Philadelphia, 1879; repub. Montgomery County Historical Society, 1975), pp. 10-11.

34. Copp, *Peerless Rockville,* p. 14.

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41. "Story of the Town Told By Its Records," *Rockville Times*, Part 10: May 26, 1950.

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45. *MacMaster and Hiebert*, op. cit., p. 265.

46. Morris L. Radoff, *The County Courthouses and Records of Maryland. Part I : The Courthouses* (Annapolis: Hall of Records Commission, 1960), p. 115.

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50. *Ibid.*, p. 332.

51. *Ibid.*, pp. 333-334.

52. *Ibid.*, p. 340.

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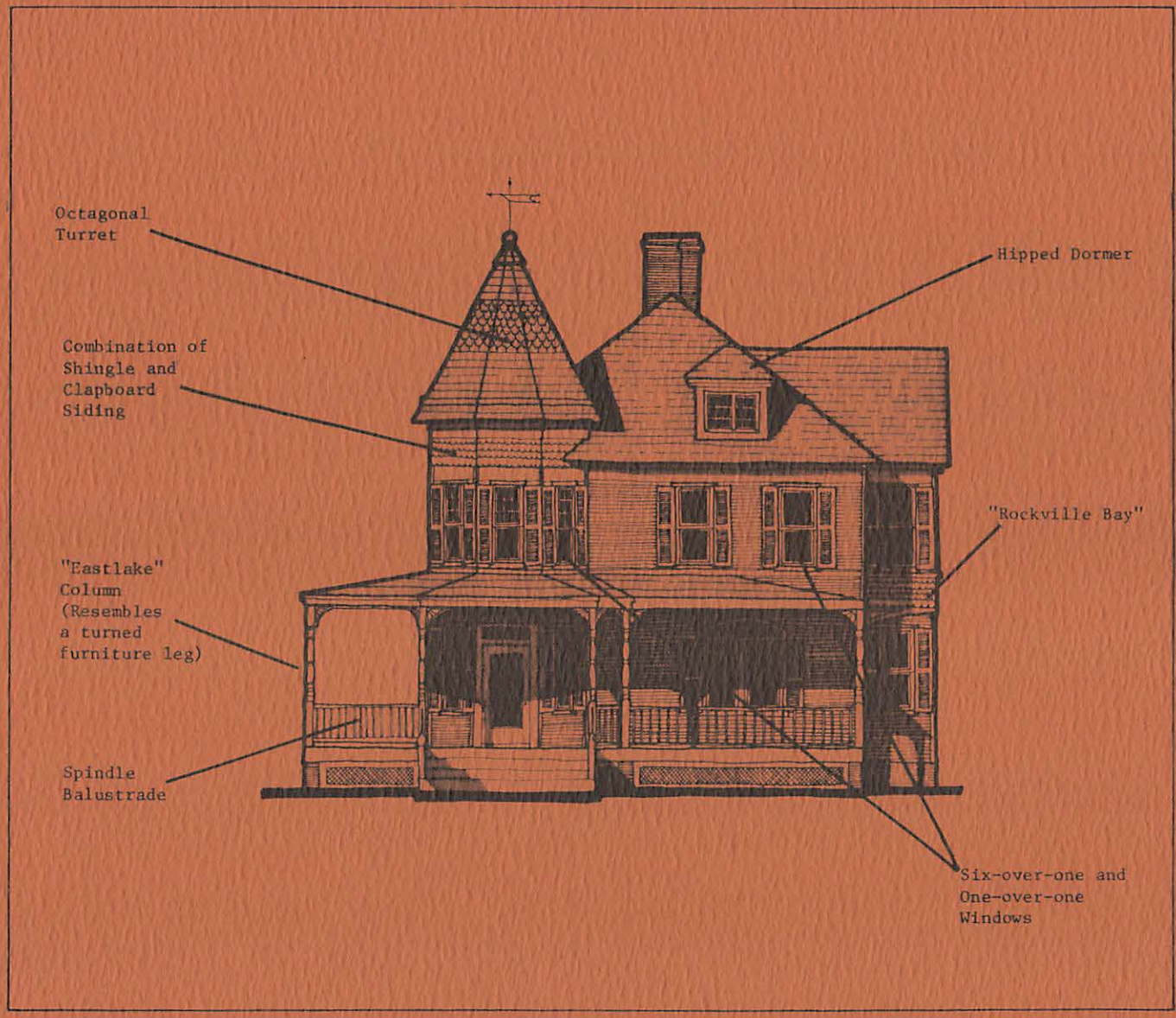
ARCHITECTURAL BACKGROUND



ARCHITECTURAL BACKGROUND

The architectural and environmental character of Rockville is in many ways distinguished from that of other suburban communities in the Washington metropolitan area. From the middle of the nineteenth century when the essential elements of its urban fabric had crystallized until the Second World War, Rockville had developed a distinctive aspect of a full-fledged town. Characterized by a rich array of residential, commercial, and institutional facilities, the town differed from the predominantly residential suburban communities around it. At the heart of the town, a thriving commercial and retail center supplied the community's needs. Surrounding it were the residential neighborhoods, comprised of handsome frame houses with broad spacious porches, set on generously sized lots, and fronting on shady tree-lined streets. Anchoring the town firmly in place was the centrally located and highly visible tower of the red brick county courthouse. This important and prominently located building, whose presence further distinguished Rockville from other small towns or suburban communities in the area, served as the town's physical and focal center. Since World War II, the tremendous upsurge of suburban growth and development has transformed Rockville into a large city. Monumental changes have been made to the downtown area. Yet the flavor and essential charcter of the earlier small town aspect are still apparent in the older residential neighborhoods that have survived to the present day. Through the extensive use of maps and old photographs of the town it is possible to illuminate those features, both architectural and environmental, which have contributed to the pleasing ambiance of Rockville as it exists today.

Rockville's Physical Growth and Development

Laid out in 1784 and platted in 1803 the earliest plan of Rockville consisted of a regular and extremely simple grid street system. The tightly knit pattern of these early streets continues to form the nucleus of the present town and is discernible in the group of streets located immediately west of the courthouse complex. For a variety of reasons, the regularity of this early plan was not perpetuated by subsequent expansions to the town. As an examination of the

town's early maps reveals, Rockville developed gradually with new streets seemingly planned and laid out only as needs required. At times, prior ownership of property prevented a smooth and direct connection between the new and the old streets, resulting in frequent jogs and other irregular street configurations. Further complications arose from the inclusion of at least a half-dozen slightly irregular and meandering country roads into the expanding core of the town. As a result of these and other deviations from the original grid pattern--a phenomenon which has continued unabated to the present day-- Rockville acquired a pleasingly picturesque physical pattern.

The continued availability of reasonably priced land has been of equal significance to the town's physical appearance. It has provided the area with an open and spacious general aspect by assuring that the lots would be of a generous size and proportion. Over the years these open spaces have frequently received thoughtful attention by Rockville residents who have planted trees, shrubs, flowers, and other forms of vegetation around their homes, throughout their yards, and along the streets. This vegetation has not only served to enhance the setting of the house, but, when continued from yard to yard along the street, it has created an important linkage between the houses and a pleasing frame for the street.

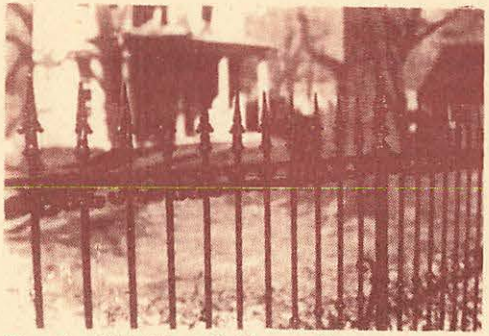


Fig. 5 - 107 West Jefferson Street

Of related environmental significance has been the continued presence of hedges, low stone walls, and small fences separating individual yards from the public way. Although few fences remain today, both wrought iron and picket fences were common features along Rockville's streets in the nineteenth century. Together with hedges and low stone walls, these features provided a nearly continuous border along the street and in their various details and textures enlivened the street's overall character and appearance. Notable remnants of these earlier fences and walls continue to provide attractive edges to such properties as 107 West Jefferson and 227 West Montgomery (see Figure 5). Hedges like those along Williams Street are a somewhat more common feature in Rockville today, providing intimacy and continuity to a significant number of streets and properties.

The placement of the houses along the street demonstrates a further consideration for the appearance of the total environment. As if by common agreement, buildings have tended to maintain similar setbacks from the street. Although the length of the setbacks may vary from street to

street--the setbacks along West Montgomery Avenue have been traditionally deeper and grander than those along most other streets--significantly, within a given street, some degree of consistency and uniformity was, and in general continues to be, effectively maintained.

Until around the time of the Second World War, the physical patterns established in Rockville by the end of the nineteenth century prevailed. During this period the town witnessed only moderate amounts of growth with most of the growth relegated to infill within the central core of the town. Following World War II, Rockville, along with the entire Washington metropolitan area, experienced a considerable upsurge of growth and development in the form of new subdivisions, shopping centers, and other commercial and institutional facilities. Transformed within a very short period of time from a well-integrated small town to a major node in a rambling metropolitan area, Rockville lost much of its small town ambiance as it became more specifically suburban in appearance and actual fact. With few of the recent developments in the area guided by particularly creative or expressive schemes, much of the more recent growth has failed to maintain the same level of harmony and consistency prevalent in the town's older areas.

The Short-Lived West End Park Experiment

Among the few attempts to expand and elaborate the physical appearance of Rockville prior to the town's building boom in the mid-twentieth century was Henry Copp's ambitious plan for West End Park.

His scheme, laid out in 1890 and outlined in his promotional brochure, *Peerless Rockville*, represents one of the more bold and forward-looking plans developed for the town.[1] As an entrepreneur, Copp sought to make Rockville a part of the burgeoning suburban network which was beginning to develop around Washington in the last quarter of the nineteenth century.

As a full-fledged town, however, complete with residential, commercial and institutional facilities, Rockville was described by Copp as differing from other suburbs in the Washington area, which, like Garrett Park, tended to be primarily residential. Moreover, as the seat of Montgomery County and a

favored vacation spot for Washington residents, Rockville doubtless appeared to Copp to have enormous potential of becoming a thriving urban center, for he decided upon an essentially urban plan for his development of West End Park. In place of either the winding roadways common to most suburban plans or the slightly irregular street pattern prevalent in Rockville, Copp created a more formal and grandiose design, consisting of radiating avenues and large imposing circles, oriented around a grandly sited hotel (see Figure 3).

Copp's model for this particular arrangement was undoubtedly L'Enfant's Washington, laid out in 1791 according to a similar scheme of grand avenues, stately circles, and radiating boulevards. As a resident of Washington, Copp would have been intimately familiar with the city's design and seems to have been partial to its physical character. In *Peerless Rockville*, he described Washington as "beyond dispute the healthiest and handsomest city in the United States"[2]--when not characterizing it unfavorably in order to encourage its residents to emigrate to his new development--and seems to have laid out his grand hotel in a manner remarkably similar to that reserved for the United States Capitol in Washington.

Copp's insistence on an essentially urban format for his development is obvious in a number of other features as well. The majority of lots delineated in his 1891 map were considerably narrower than existing lots in Rockville. In their extreme narrowness, they more nearly resembled compact city lots than the broad and spacious yards associated with both small towns and suburban communities. Another essentially urban feature involved the manner in which trees were to be placed along the roadways of his new development. While shady, tree-lined streets were a common feature of most suburbs, as well as prominent feature of Rockville, Copp's scheme called for trees to be planted formally in boxes rather than be allowed to grow directly from the ground along the shoulder of the road.[3]

Although his monumental scheme might well have overpowered the existing character of Rockville had it been fully carried out, Copp clearly had the best interests of the town at heart. His esteem for its leading citizens, moreover, led him to name numerous streets and circles in their honor, as in the case of Prettyman Street, Vinson Avenue, and Bouic Circle. In 1892, Copp's subdivision encountered serious financial and legal difficulties, causing the project to be abandoned after only partial implemen-

tation. The only portion of West End Park actually laid out appears today just to the west of Forest Avenue (then Kellog Street) and north of West Montgomery Avenue (then Darnestown Road)--a silent legacy to a man who envisioned great things for Rockville.

Although Copp's development lasted only a few short years, at least one subdivision in the area seems to have been influenced by its general configuration. In 1901, eight years after Copp's scheme had ended in bankruptcy, the Washington-based real estate firm of A.A. Wilson and Company made plans to develop the area known as Rockville Heights, located south and east of Copp's West End Park. The plan, entitled "Revised Map of Rockville Heights," revealed a scheme remarkably similar to Copp's in both scale and physical layout. Although large circles and radiating avenues predominated as they had in West End Park, the connection between this plan and that of the nation's capital was made even more explicit than it had been in Copp's scheme, by having the major streets named after the presidents of the union.

Although Rockville Heights, like West End Park, was only partially implemented, the portion of the plan actually laid out, particularly the semi-circular section of Monroe Street, gives evidence of the plan's general affinity to Copp's subdivision.

Special Architectural Features

Over the years, Rockville residences have been enlivened by a number of significant architectural features. Among the most distinctive and expressive have been the various turrets, towers and steeples which project both out and up from the basic mass of the building.

So common were these features in the late nineteenth and early twentieth centuries that Rockville could almost have been called the 'town of towers'. A glance through the illustrations contained in Copp's *Peerless Rockville* reveals the extent to which these features were predominant in Rockville just before the turn of the century, adorning residential, commercial, religious and government buildings alike. In the commercial district, the treatment of towers ranged

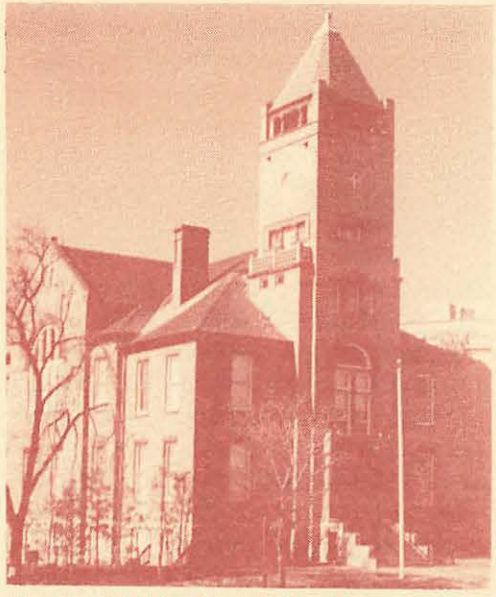


Fig. 6 - 1891 Red Brick Courthouse

Fig. 7 - 201 West Montgomery Avenue

from very plain and understated wooden designs to the highly expressive corbelled brick tower, with its richly patterned shingle roof, that highlighted Vinson's Drug Store. Just down the street from this distinctive landmark loomed the soaring tower of the red brick courthouse, which still stands today and which, until recently, was the town's most prominent landmark and the hub from which the other towers emanated (see Figure 6).

In Rockville's older residential areas, towers and turrets continue to be a dominant aspect of many houses. Although not always appreciably taller than the rest of the building, these projecting masses are generally crowned with expressive roofs which enliven the silhouette of the building and lend a syncopated rhythm to the flow of the buildings along the street. One of the most expressive is the shingled turret at 201 West Montgomery Avenue (see Figure 7), where the circular mass is emphasized and exaggerated by the graceful line of the porch that projects out beyond the base of the turret as it wraps around the side of the house. Another particularly pleasing example is the mansarded tower which rises majestically from the finely detailed Victorian Villa at 409 West Montgomery Avenue (see Figure 8). A possible resurgence of interest in the tower form is suggested by the recently constructed tower addition to the house at 100 North Street, whose pyramidal roof and extremely simple square shape make it strikingly similar to some of Rockville's earlier towers.

Another distinctive architectural feature which appears in a number of significant variations in Rockville is the covered porch. Writing in 1857 in his highly influential book, *Villas and Cottages*, Calvert Vaux, a pre-eminent nineteenth century architect, observed that "The *veranda* is perhaps the most specially American feature in a country house, and nothing can compensate for its absence."[4] An important transitional element between the private house and the public street, the porch contributes aesthetic, environmental and social significance to the town's residential sections.

Generally broad and spacious, the porches in Rockville frequently span the entire width of the house and often wrap gracefully around one or more adjacent facades as well. Not confined solely to the front of residences, a number of large porches are also to be found on the sides and at the back of buildings, as well as at the second story level.

Great variety characterizes the architectural details of the porches. Distinctive gables, decorative brackets, and richly carved balustrades and supports are common, although a significant number of Rockville porches exhibit a marked classical restraint. Of particular significance for houses at corner lots are those porches which wrap around the house on the two adjacent sides facing the streets, providing continuity around the corner as well as across the front of the house.

The broad wrapping porch at 301 West Montgomery Avenue, at the corner with Forest Avenue, is a good example of such a porch. That the wrap-around porch has been duly admired by generations of Rockville residents is indicated by the fact that, in some cases, smaller porches have been enlarged and made to wrap around the house, as on the house at 112 Forest Avenue. Old photographs reveal that the original porch on this house extended across a portion of the front of the house. The portion which wraps around the house to the south was added later, possibly in emulation of the adjoining house at 108 Forest Avenue, whose broad and inviting porch continues to be one of the most magnificent wrap-around porches in Rockville (see Figure 9).

In addition to its aesthetic and environmental significance, the porch provides a useful social function. Situated mid-way between the privacy of the house and the openness of the neighborhood, the porch provides a personal and intimate meeting ground where friends and family alike can get together for private discussions while still being a part of the picturesque outdoors. The presence of chairs, tables, swings, and other domestic paraphenalia on numerous of the town's porches suggests that, in Rockville, its function as a social gathering place is widely appreciated today. A glance through some of the old photographs of the town indicates that former residents were equally enthusiastic about their porches, often lounging and visiting there with friends and relatives. Today, when broad and spacious porches are rapidly becoming a thing of the past, it is noteworthy to observe that in Rockville porches did and continue to provide aesthetic, environmental, and social enrichment to the community.

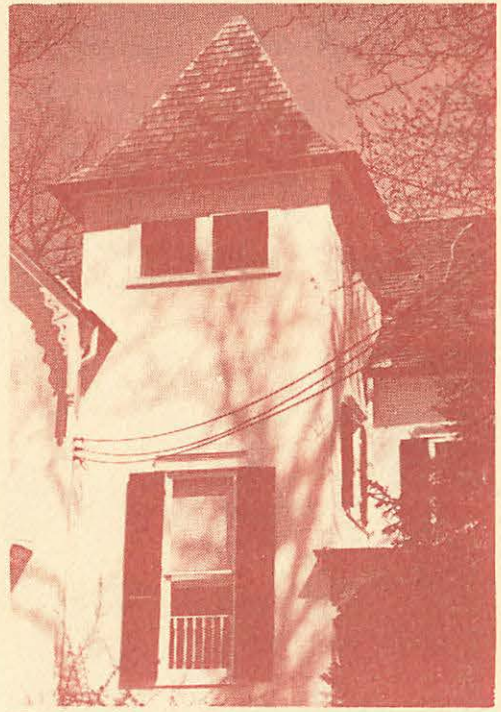


Fig 8 - 409 West Montgomery Avenue

Fig. 9 - 108 Forest Avenue

Fig. 10 - 100 Forest Avenue

Fig. 11 - 307 West Montgomery Avenue

Fig. 12 - 208 West Montgomery Avenue

Builder Architecture in Rockville

Throughout Rockville's history, its citizens relied upon the town's builders to supply their need for substantial, affordable homes. In the late nineteenth century, these builders were considered an important asset by promoters of the period. A promotional leaflet of the 1880s pointedly observed that Rockville "has a large lumber yard and the most skillful mechanics of every description and well-versed in all styles of architecture."[5] Likewise, Henry Copp's *Peerless Rockville* included the presence of "5 contractors and builders" as part of the practical advantages offered by the town.[6] Thus the presence of competent builders was of great importance in assuming the success of campaigns promoting the development of residential suburbs and subdivisions.

Only a few of the builders active in Rockville in the late nineteenth and early twentieth centuries are known today; for most of these, little or no information is available.[7] Many are known only through a single building, although it is quite possible that they were responsible for more of the buildings that remain. Still, available evidence indicates that many of these men were capable designers who utilized a variety of architectural styles. Thomas C. Groomes was responsible for the attractive Colonial Revival house at 100 Forest Avenue, dating from around 1890 (see Figure 10), and perhaps for that at 104 South Washington Street as well. William Richards has been associated with the lively Queen Anne design at 11 Laird Street, while another pleasing Queen Anne, that at 307 West Montgomery Avenue (see Figure 11), was the work of Alexander Garrett. Edred Mowry was responsible for the imposing Victorian Villa at 401 West Montgomery Avenue, which has since been considerably altered. The small mansarded house at 208 West Montgomery Avenue (see Figure 12), was the work of John Edmonstone, while Colonel Marvin Maus executed the handsome design of the old Masonic Temple now destroyed. A more native and less assured design in the Georgian Revival mode at 12 Baltimore Road has been attributed to Stephen Lyddane.

Among the Rockville builders, Edwin West seems to have had the most distinguished and successful career. West was a prominent figure in the town no less for his buildings than for his membership on the city council from 1892 to 1896. Originally a farmer in the area, he finally sold out and moved

to town. He operated a sawmill in the east part of Rockville, an enterprise that doubtless complemented his activities as a builder. About half a dozen buildings in Rockville have been attributed with some confidence to West, though it is likely that others are his as well. The Smith House, located at 108 Forest Avenue (see Figure 9) is one of West's best-known works. It is a gracefully proportioned structure whose broad wrap-around porch anchors it firmly to the ground. Its gambrel roof and generally restrained ornamentation contribute a Colonial Revival aspect to it that contrasts with the more lively composition of his own home at 114 West Montgomery Avenue (see Figure 13). The semicircular platform balcony situated on the porch roof lends a distinctive aspect to the design, and was used by West on at least one other occasion. West also built the Rockville Christian Church at 101 West Jefferson Street in 1893, a simple but sensitively proportioned brick structure (see Figure 14). Rockville tradition also credits West with the introduction of the "Rockville Bay" to the town, a feature that gained wide popularity in the area in the 1880s and 1890s.

Fig. 13 - 114 West Montgomery Avenue

Builder architecture, erected without the involvement of a professional architect, has been a prevalent phenomenon throughout American history. Trained primarily in the practical methods of construction, builders had relied from the outset on special guidebooks to achieve artistic expressions for their buildings. At first, these books were imported from England and other European countries. By the late eighteenth and early nineteenth centuries, however, a number of American editions began to be published. Such books as Asher Benjamin's *American Builder's Companion* (1806) Minard Lefever's *Modern Builder's Guide* (1833) still concentrated on appropriate details for cornices as well as door and window frames, showing few building prototypes since the essential form and massing were still largely a matter of tradition.[8] By the mid-nineteenth century, however, the growth of industrialization and urbanization had substantially increased the demand for housing, and the corresponding wave of articles and books on the subject concentrated on making stylish homebuilding accessible to all. Where earlier architectural guide books had tended to be used more by and for the well-to-do, the plethora of publications on country and suburban houses produced in the last half of the nineteenth century was aimed at people of more modest means as well. In addition, these publications began to concentrate on the practical aspects of convenience and economy as well as on the suitable modes of stylistic treatments for different types of suburban dwellings.

Fig. 14 - 101 West Jefferson Street

Such books as Andrew Jackson Downing's *Cottage Residences* (1848) and *Architecture of Country Houses* (1850), together with Calvert Vaux's *Villas and cottages* (1857), proved widely influential in promulgating a more practical and, at the same time, picturesque approach to the design of suburban housing.[9] In addition to providing detailed plans and elevation drawings for various types of houses, these books engaged in detailed discussions of ways to plan houses for practical convenience and efficient plumbing and heating. As the century progressed, emerging styles and attitudes toward residential design were promoted by other comparable books. Queen Anne designs were offered by such books as Henry Hudson Holly's *Modern Country Residences* (1878), while Amos J. Bicknell and William T. Comstock published such striking folios as *Detail, Cottage, and Constructive Architecture* (1873) and *Modern Architectural Designs and Details* (1881), with elaborate designs for Queen Anne, Eastlake, and other Victorian styles for residences and commercial buildings alike.[10] Colonial Revival houses were widely published in architectural magazines at the turn of the century. Plans for Bungalows and Period Houses could be obtained from either magazines or such books as Frederick T. Hodgson's *Practical Bungalows and Cottages for Town and Country* (1906) or Frank J. Forster's *Country Houses* (1931).[11] A twentieth-century merchandising slant was given to the builder-house enterprise when designs such as the one for the house at 13 Williams Street began to be made available through mail-order firms like Montgomery Ward and Sears Roebuck and Company.

Builders' clients could either resort to this array of guidebooks to make their own choices for the designs of their houses, or they could find inspiration in the offerings of a number of popular magazines that began to proliferate in the late nineteenth and early twentieth centuries. *Godey's Lady's Book*, for example, published house designs and offered practical advice to a nineteenth-century audience.[12] Its twentieth-century successors, including such magazines as *Better Homes and Gardens* and *House Beautiful*, have proven equally influential in shaping popular tastes for residential design.

The pattern books and magazines maintained that houses should develop a suitable relationship to their surroundings. Homeowners were encouraged to take a personal interest in the basic design of their houses so that, in the end, their homes would be an accurate reflection of their own personalities. In Rockville, such personalized aspects have been memorialized in the town lore that the round stained-glass windows in the house originally owned by Major Horatio B. Lowry at 117 West Montgomery Avenue (see Figure 15) reflected this marine's natural taste for portholes.[13]

Fig. 15 - 117 West Montgomery Avenue

Supplied with ample guidance from books and magazines, the builder and his client were free to pick and choose among the many designs offered. One approach was to accept a design as given, a decision which accounts for the striking similarity among many Rockville houses. The houses at 10 and 16 Thomas Street, for example, differ only because the latter was, in recent years, given an enclosed porch. Alternatively, the builder and his client could alter given designs to suit personal tastes, resulting in many variations of a single style. The sequence of Georgian Revival Cottages along Baltimore Road (Numbers 307, 305, 304, and 500) demonstrates this phenomenon.

At the same time, this freely exercised prerogative of the builder and client to pick and choose among many design possibilities could also sometimes lend a local flavor to a town's architecture. For example, one type of projecting bay found particular popularity in Rockville in the 1880s and 1890s. While not native to Rockville, this distinctive two story projection, octagonal on the lower story and crowned by an overhanging rectangular upper story, has come to be known as a "Rockville Bay" in the town. Its use is thought to have originated with, or at least to have been encouraged by the local builder Edwin West, numerous of whose buildings, including his own home at 114 West Montgomery Avenue, utilized this feature (see Figure 16). Although the "Rockville Bay" was characteristic of the Queen Anne mode, it continued to be used long after the Queen Anne had enjoyed its heyday in Rockville, a practice that enhanced the local impact of this striking element. This feature, though greatly reduced in size and prominence, is present, for example, on the house at 215 West Montgomery Avenue, a design whose style was popular long after the bulk of "Rockville Bay" houses had been constructed.

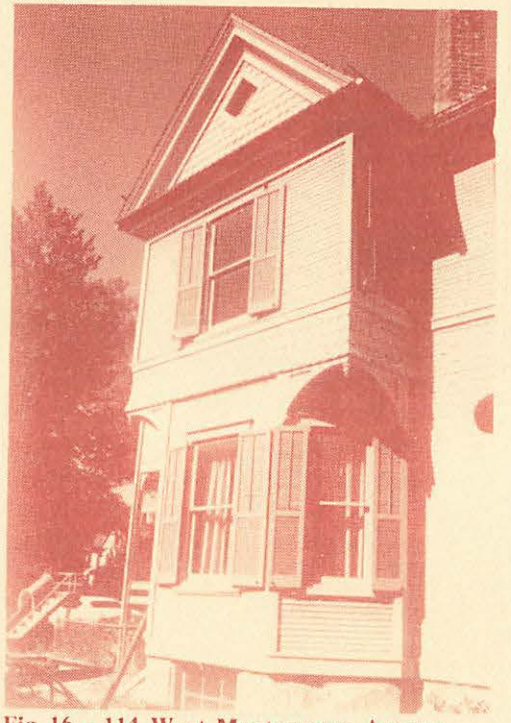


Fig 16 - 114 West Montgomery Avenue

Another popular motif found in Rockville architecture, though no longer in such prominent evidence as the "Rockville Bay," is the terrace platform balcony situated on the porch roof, an element notably featured in the

design at 108 Forest Avenue (see Figure 9), also designed by West. West also employed the motif in slightly modified form at 26 Wall Street, although it has been subsequently removed. Photographs in Copp's *Peerless Rockville* brochure show that other houses in the town also employed this unusual balcony form.

Builders in an area might also use particular building materials with sufficient frequency that these materials also tend to assume a local flavor. A good example of this phenomenon in Rockville is the pressed tin roof. Tin was a common roofing material throughout the nineteenth century, particularly on more modest or rural structures because of its relative cheapness and its ready availability. In general, however, the tin was applied in sheets and remained, except for the standing seams, essentially flat and unadorned. The roof on the house at 10 Thomas Street is an example of this simple type. However, in Rockville a more elaborate and distinctive tin roof was more frequently employed and is still visible on a considerable number of structures, including the buildings at 115 Park Avenue and 112 Forest Avenue (see Figure 17). Here, the tin surface is stamped with a decorative pattern intended to simulate the scalloped pattern prevalent on the more elaborate shingled roofs that became popular in the Washington area and elsewhere in about the 1880s and 1890s. Used initially as an inexpensive substitute for a more elaborate building material, the pressed tin roof has with time achieved a remarkable character and distinction of its own.

Fig 17 - 112 Forest Avenue

Architectural Styles

The particular categories of architectural styles presented here have been developed to reflect, as far as possible, the nature of the distinctive architectural environment which survives in Rockville today. Because of the great freedom enjoyed by the builder in composing a house, many of the buildings exhibit characteristics of more than a single style, an aspect that imbues Rockville buildings with special vitality and charm, but creates difficulties in classification. [14] However, most of the buildings display one predominant stylistic aspect that may be used, as it was in the present study, as the basis for determining the basic style of a building.

In the absence of building permits, it is impossible to date firmly many of the structures or their additions and alterations; deeds are also seldom helpful in this connection. What dating evidence is available makes clear that many styles of architecture in Rockville overlapped or enjoyed continued popularity long after the first examples appeared. Frequently, then, buildings of widely different dates find their way into the same category, and buildings constructed at the same time may belong to different stylistic groups.

In general, the buildings of Rockville span a wide range of types from the earliest surviving structures of the town, as the Beall-Dawson house and 101 North Adams, to the period Houses of the 1940s. In the post-Civil War Period, the Victorian Cottage emerged as a predominant type, sprouting gables and porches as they abandoned the consolidated block massing of the town's earlier structures. Then came the Queen Anne, Mansard, and Victorian Gothic modes. The Queen Anne was especially popular in Rockville and brought to the town an exuberant variety of massing, roof forms, and surface detailing. The Colonial and Georgian Revivals introduced a greater sobriety to Rockville's streetscapes in the late nineteenth and early twentieth centuries, while the Bungalow mode continued the cottage tradition of the mid-nineteenth century--though in a different form--in its attempt to provide inexpensive dwellings of pleasing design in those economically leaner days. Finally, the Period House emerged in the era between the wars, enforcing an aspect of modest sophistication and urbanity as the town became more closely tied to life in Washington, D.C.

Examination of the 1865 Martinet and Bond map shows that at least six buildings in Rockville survive from the pre-Civil War Period. Several of these, notably the houses at 106, 101, and 5 North Adams Street and at 104 West Jefferson Street, have been considerably changed over the years. Despite certain residual characteristics of their earlier aspects these structures, in their present state, are stylistically more compatible with later phases of Rockville's architecture than with the town's earliest buildings. Still, a representative selection of designs popular during the early period of the town's existence has been conserved.

The Federal Style

The Federal style, represented in Rockville by the Beall-Dawson house at 103 West Montgomery Avenue (see Figure 18) and by the house at 307 Great Falls

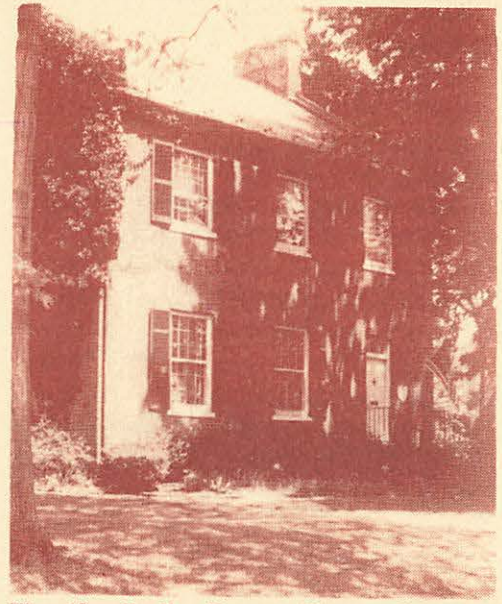


Fig. 18 - Beall - Dawson House, 103 West Montgomery Avenue

Fig. 19 - 307 Great Falls Road

Road, (see Figure 19), was a mode that modified the classicism of the Georgian tradition by explicit references to the English Adamesque fashion as applied in this country by Samuel McIntire and Asher Benjamin. These brick houses are simple but elegant structures and, in this way, differ from the more modest wood-frame farmhouse structures that were more frequently built in the area at this time and earlier. The Beall-Dawson House reflects the characteristic aspect of Federal houses in its generally symmetrical block masses of appealing proportions and with simplified classical detailing confined to the windows, entrances, and cornice lines. The brick addition to the side, which contained the kitchen was formerly linked to the main building by an arched breezeway which has since been walled in. The raised site of the house provided the structure with a commanding position on West Montgomery Avenue and gave it a visual prominence that coincided with the social prominence of its owners. As a result, the house has over the years made a lasting impression on the Rockville environment.

The Classical Revival

The Classical Revival mode succeeded the Federal in popularity in the second quarter of the nineteenth century. Motivated to discover philosophical roots outside of the English-speaking world, Americans found kinship with Greek and Roman antiquity both flattering and appealing. Classical Revival architecture frankly expressed this romantic attraction to classical antiquity through the use of the Greek and Roman orders and in the adoption of "temple" compositions, an effect achieved by turning the traditional symmetrical block on end, so that the outline of the front gable approximated the triangular temple form, or by applying a temple portico to the traditional side-gable mass of the building. This second method was utilized in the design of the original Prettyman house at 104 West Jefferson Street, where a pedimented entrance portico was applied to a modest one-and-a-half story wood frame side-gable mass. The house at 107 North Adams Street (see Figure 20) shows an interesting inventiveness in its marriage of Greek Revival detailing to the two-story pedimented double porch reminiscent of those used by Thomas Jefferson. The overall design, too, shows that the refined grace of its Federal ancestors continued to figure in the builder's thinking.

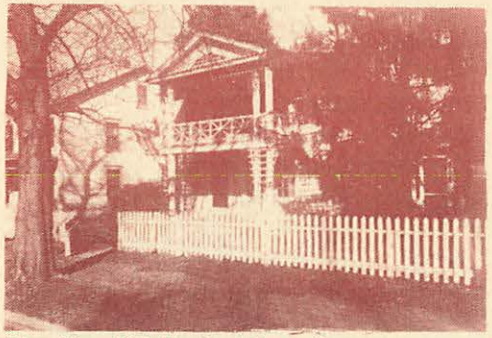


Fig. 20 - 107 North Adams Street

By the mid-nineteenth century there emerged the attitude, popularized by landscape architect and preeminent tastemaker Andrew Jackson Downing, that American architecture had to develop a less grandiose aspect and inspiration from the more picturesque architectural styles as well as from nature itself. Through the medium of house design books, especially those written by Downing himself and later by such followers as Calvert Vaux, a new type of domestic design based on such thinking was promulgated. As in many American communities, the new mode gained popularity in Rockville in the decades following the Civil War.

These design books departed most noticeably from earlier architecture in their rejection of the traditional block mass. Instead, a more consciously picturesque composition was favored. Porches and enlarged windows reinforced and enriched the connection between building and site, while steeper roofs, often with jerkin head gables, were employed to provide more expressive shelter for the family domiciled within. Ornate wooden detailing, often assuming "carpenter gothic" or "gingerbread" forms, adorned windows, cornices, porches, gables, and vents.

Most importantly, the Victorian design books constantly emphasized that the builder should be sensitive to the relationship of his building to its position on the street. As Calvert Vaux explained in the text accompanying his design for a "suburban cottage," the appearance of the house is "dependent as much on the objects immediately surrounding the house as on the house itself."[15] The wisdom of adjusting designs both to meet the client's needs and to harmonize with the setting, in America first advocated by Downing, was later promulgated by his partner and follower, Vaux. Downing, and later Vaux, brought attention to the idea that careful consideration of form, size, detail and siting must play no less a role in the designs of working or middle-class dwellings than in the designs of more pretentious structures of the affluent.

Fig. 21 - 701 Grandin Avenue

It is quite clear that Rockville's builders benefitted from such admonitions, for while the majority of the buildings constructed in the town at this time were not overly elaborate or costly, they show the builders' sensitivity to proportion, scale, detail, and siting. Together, these modest buildings work to form an appealing and harmonious environment.

Fig. 22 - 212 Reading Avenue

Fig. 23 - 314 West Montgomery Avenue

The Victorian Cottage

Some of the simplest examples of the Victorian Cottage in Rockville derived from Downing's designs for "Workers' Cottages." The simplest of these is Dr. Stonestreet's one-story office, enlivened by decorative barge boarding and richly ornamented door and window treatment, which is presently located behind the Beall-Dawson house on West Montgomery Avenue. Other examples include the two-bay wide, two-story structures that appear most frequently in Lincoln Park, as for example, at 304 Lincoln Avenue. A slightly more elaborate type of the Victorian Cottage is the side-gable block with flat front and central, vertically proportioned, flank gable. The houses at 701 and 709 Grandin Avenue are good examples of the type (see Figure 21), though both have received later modifications, especially to the porches. The diamond-shaped window and shingles which effectively enhance the form of the flank gable at 701 Grandin Avenue are characteristic Victorian embellishments. Many of the flank gable cottages in Rockville, such as the one across the street at 212 Reading Avenue, are rather larger in size than are these diminutive examples, even though many are also only three bays wide (see Figure 22). These enlarged designs are evidence that Rockville builders, like their counterparts throughout this part of the country, tended to be inspired more by the designs offered by men like Downing's follower, Calvert Vaux, than by those of Downing himself. Vaux adapted Downing's thinking to the needs of families living in the country, and his designs, therefore, tend to be for larger, less elaborately detailed residences more suited to the plainer tastes of what, in the nineteenth century, were still essentially rural communities. Another prevalent cottage type is the L-plan, whose symmetric massing was even more picturesque than that of the simpler flank gable cottage. The house at 314 West Montgomery Avenue (see Figure 23), with its one-story porch supported by simple bracketed posts and set into the angle of the L, exemplifies the type.

The Victorian Villa

For families of more pretentious aspirations the Victorian Villa mode was available. Villas were generally larger than cottages and frequently utilized tower forms to achieve a more varied and imposing composition. Old photographs indicate that many villas once graced Rockville's streets.

The house at 409 West Montgomery Avenue (see Figure 24), an L-shaped mass with the tower set into the angle of the L, is an interesting surviving example. A jerkin head roof, delicately ornamented barge boards and a richly cut out circular vent enhance the projecting gable end, while the porch is discreetly nestled into the space adjacent to the thrusting tower. Although the front gable mass, the tower and the entrance wing are each composed of symmetrically arranged elements, the building as a whole exhibits a pleasingly balanced asymmetry.

Fig. 24 - 409 West Montgomery Avenue

The Italianate

Villas and cottages frequently expressed rather specific references to the Italianate mode, which Downing believed would be most appealing to men of urbane cultivation. Decorative brackets along the cornice line are the most salient feature of this building type, which is also frequently characterized by a nearly flat or very slightly sloping pyramidal roof. The building at 8 Baltimore Road, though severely altered, is still the most characteristic example of this type in Rockville--a cubical block with bracketed cornice and central Italian cupola. Other structures displaying Italianate features include the house at 223 West Montgomery Avenue and the one at 107 West Jefferson Street, where a pair of distinctive octagonal projecting bays flanking the centrally located entrance, greatly enliven the building's silhouette.

The Victorian Gothic

Contemporary with the Victorian Cottage and Villa modes was the Victorian Gothic style, of which the B & O Station is an outstanding example (see Figure 25). This style found its only way into the more elaborate examples of domestic architecture because it was generally costly to build and belonged to a masonry tradition normally not feasible in more modest residential structures. The B & O Station is more robustly picturesque than anything built in Rockville up until this time. Inspired by the writings of John Ruskin, who loved naturalistic ornamentation, and by an attraction to exaggerated structural expression, Victorian Gothic architecture was colorfully dynamic and often restless in effect. In keeping with these aesthetic sensibilities, the station displays an expansive sheltering porch supported by greatly extended eaves and elaborate structural bracketing.

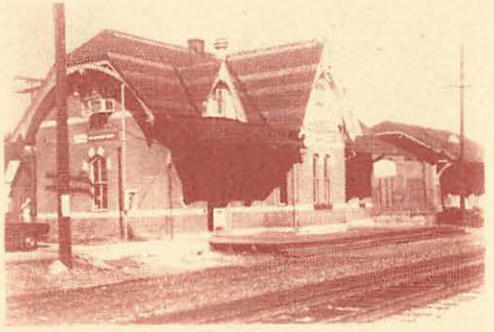


Fig. 25 - B & O Railroad Station

Fig. 26 - Chestnut Lodge

Fig. 27 - 115 West Montgomery Avenue

It also makes rich use of the varied textures and colors of contrasting materials, following Ruskin's dictum of "constructive coloration." Finally, there is a sensitive balance between the boldness of the station, Rockville's welcoming gateway, and the subsidiary freight building which complements but does not detract from the forceful design of the main building.

The Mansard Style

Victorian Gothic shared popularity with the Mansard mode in the post-Civil War years. Inspired by the French Second Empire fashion, this mode was introduced into the Rockville environment by way of the great hotels, the Corcoran and Montgomery House among others, that brought new prosperity to the town. In this fashion, classical overtones were combined with the picturesque effects of the distinctive double-sloped or mansard roof and projecting details. Sometimes a tower was added to enrich the skyline, as at Chestnut Lodge (see Figure 26), the best and only remaining example of Rockville's resort hotel era. The old Montgomery House evidenced the continued ability of Rockville builders to adapt new modes to favorite fashions, for it displayed a mansard roof combined with a two-story gingerbread porch. The style also was used in domestic architectue as exemplified in the house at 208 West Montgomery Avenue (see Figure 12).

The Queen Anne

In the Queen Anne mode, Rockville citizens found a style of architecture uniquely suited to both their predilection for classical motifs, which lay deep in their early heritage, and their appreciation of picturesque massing and porches. In fact, Queen Anne was known as the "free classic" mode and was thought to be strongly rooted in the vernacular tradition of America's mother country.[16] Henry Hudson Holly, an enthusiastic sponsor of the Queen Anne mode, presented a cogent analysis of the style's formal features in his *Modern Dwellings* of 1878: "The introduction of irregularities, such as projections of roofs, canopies, verandas, and bay-windows, together

with the intersections of gables, dormers and height of chimneys, serve to break up the bare formality of the usual barn-like outline...the repetition of the perforated barge boards in shadow against the walls, always making new interpretations of its patterns, shows how delicately and tenderly Nature assists the sympathetic architect."[17] The great visual variety of the Queen Anne designs in Rockville demonstrates that Rockville builders found the style well-suited to their own inclinations. As Holly observed, Queen Anne was pre-eminently an "evident exponent of domestic requirements," and was popular "not only among the educated, but even among the rustic population."[18]

Many Rockville houses are transitionally Queen Anne. The Rockville Academy, with its Italianate Villa mass, organized around a tower that is covered by a rich surface texturing characteristic of the Queen Anne mode, is such an example. In general, however, Queen Anne massing departed from early Victorian massing by the introduction of hipped and turreted forms which gave the design a greater sense of volume. Still, Queen Anne detailing alone could be enough to successfully "modernize" an earlier house form, as these transitional structures demonstrate.

Several of the homes along West Montgomery Avenue are extremely satisfying examples of the full-blown Queen Anne style. The house at 115 West Montgomery Avenue (see Figure 27), with its stick style pediment, scalloped shingled surface, patterned roof, grooved clapboard siding, and "Rockville Bay," a feature Edwin West was to find particularly suitable to the spirit of the style, is an especially noteworthy example. Another striking example is the house at 201 West Montgomery Avenue (see Figure 28) which has a corner tower, combination of hip and gable roof forms, wrap-around porch, "Rockville Bay" and a wide variety of surface textures. Because Queen Anne was by nature so susceptible to formal variety, the builder could be freely inventive without upsetting the style's fundamental character.

It was also common to apply the gouged and turned detailing popularized by Charles Eastlake to Queen Anne forms, as was done in the porch at 318 West Montgomery Avenue (see Figure 29). Following the success of Charles Eastlake's *Hints on Household Taste*, the first American edition of which appeared in Boston in 1872, the distinctive details derived from Eastlake's furniture designs became popular and greatly enlarged the repertory of ornamental forms available to architects. Where the advent of the mechanically-powered jig- and scroll-saws enabled the mass production of two-

Fig. 28 - 201 West Montgomery Avenue

Fig. 29 - 318 West Montgomery Avenue

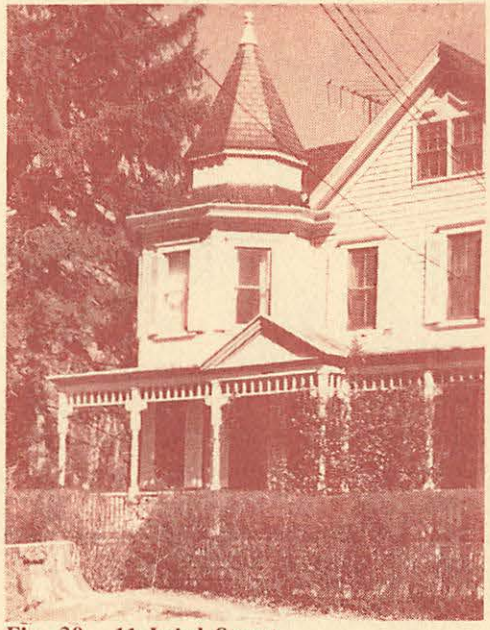


Fig. 30 - 11 Laird Street

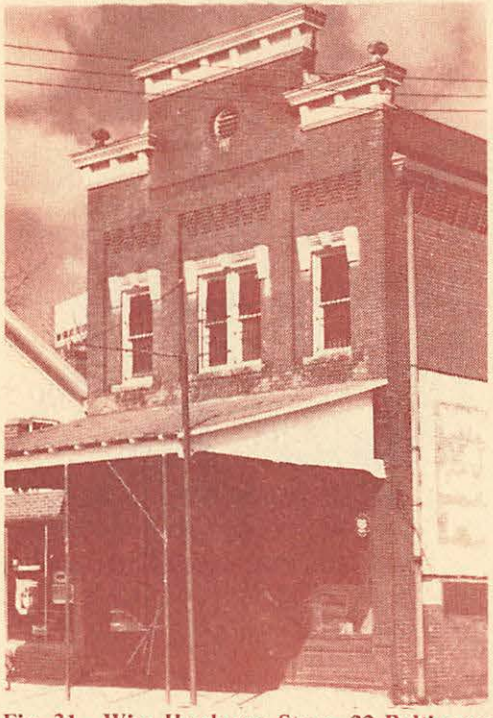


Fig. 31 - Wire Hardware Store, 22 Baltimore Road

dimensional "gingerbread" motifs, the Eastlake vagaries of ornament were largely the product of the chisel, the gouge and the lathe. Strikingly three-dimensional and sculptural in character, these ornaments included sumptuous curved brackets, spindle members used for openwork friezes, fascias, and ballustrades plus knobs of various forms and decorative motifs consisting of circular perforations.

In Rockville, too, the pressed tin roofs so locally distinctive added another dimension to the textural exuberance of Queen Anne design, as at 112 Forest Avenue (see Figure 17), while the onion-like domical tower on the house at 11 Laird Street (see Figure 30) testifies to inspiration garnered from what Holly called "the luxurious and sensuous peoples of the East," who were accustomed to "break their sky lines with pierced parapets and lily patterns, with swelling domes, with endless pinnacles and fantastic minarets, to a degree never thought of elsewhere, and availed themselves of strong and vivid contrasts of bright colors."[19]

In Rockville, Queen Anne was not, however, confined to the domestic sphere, for many Rockville business men found the style suitable to their needs as well. The Wire Hardware store at 20-22 Baltimore Road (see Figure 31) represents, especially in its brick detailing, the Queen Anne in its less elaborated commercial guise. Its simple but expressive brick detailing recalls the numerous variations on the theme found in more elaborate Washington commercial and residential buildings. As Holly again observed, the style could give "new life and meaning" by "contrasting tints of various bricks, stones and brilliant tiles."[20] Far more elaborate examples of the mode were such handsome commercial structures in Rockville's former downtown area as the County Federal Savings Bank, Vinson's Drug Store, and the Town Hall. Old photographs of these remarkable buildings also indicate that their designs were likewise expressive of the robust Victorian Gothic aesthetic, with their highly stylized and exaggerated treatment of vertical supports framing the entrances. In this regard, these buildings exhibit a striking affinity with the Rockville B & O Station.

One of the few surviving public buildings from later nineteenth century Rockville is the 1891 Courthouse (see Figure 6), designed by Frank E. Davis in the Romanesque Revival style. Unlike many contemporary public

buildings executed in the same mode, this brick structure with its brownstone detailing is a more subdued design. The ascending sequence of arched forms on the tower is characteristic of this late nineteenth century mode.

The Queen Anne mode suffered a decline in popularity in the later nineteenth century with the renewed taste in Rockville for designs of a more Colonial or Georgian character. In 1902, an anonymous writer attested to such a shift by characterizing the Queen Anne as a style that had lent itself to "freakish and meaningless eccentricities which are utterly out of place in rural as they are in every other kind of architecture."[21] The writer went on to observe that "since 1895 there has been a marked tendency toward an improvement in the design of the better class of suburban houses." This was obtained by a "tendency to moderate within bounds of taste and decorum the peculiar 'features' of the Queen Anne cottage. Gables are cut out, the roofs are less inclined and a coherent, modest and decent design tends to emerge. More distinctive and dignified effects are, however, obtained by the much more frequent use of Colonial forms.[22] Certain houses, like the Smith House at 108 Forest Avenue (see Figure 32), though they retained Queen Anne aspects, had already begun to show a softening of Queen Anne exuberance. The Shingle Style, the only Rockville example of which is the house at 105 South Van Buren Street, explored ways in which wood frame houses could be treated to simulate the surface texturing and massing evident in the Queen Anne, while, at the same time, evoking the recently rediscovered shingled aspects of Cape Cod houses.

Fig. 32 - 108 Forest Avenue

The Colonial Revival

In general, Colonial Revival refers to the tendency at the end of the nineteenth and beginning of the twentieth centuries to return to an emphasis on the compact mass and classical detailing of earlier American building. The variants were many and tended, for the most part, to defy strict stylistic classification. Many of the builder-produced variants were adjusted to encompass the flexibility and animation that had made the Victorian and Queen Anne modes so popular, although always emphasizing explicit references to indigenous architectural traditions. In fact, colonial architecture was thought by many to imply a structure that was "picturesque to all Americans," though also historic in its associations.[23] Indeed, the great variety of Colonial Revival

buildings in Rockville is ample evidence of the fact that colonial meant many different things to different people. In 1912, another writer aptly remarked that "good Colonial cannot be copied--it must be felt."[24] It is this feeling of "colonial" which in Rockville unites a diverse set of buildings into this single category, rather than in the Victorian mode of design.

This gradual shift in preference from Queen Anne exuberance to the more sober "feeling" for colonial aspects may be discerned in numerous Rockville houses. In some cases, such as the house at 307 West Montgomery Avenue (see Figure 11), lingering Queen Anne massing, fish-scale shingles and chimney treatment all evoke the older style, although such new colonializing features as the more compact horizontal massing and the more classical treatment of the porch, now devoid of lattice work or turned supports, make it difficult to place the design in the Queen Anne category. The same is true of the house at 218 West Montgomery Avenue (see Figure 33), where Queen Anne massing has been given a Colonial Revival aspect.

Fig. 33 - 218 West Montgomery Avenue

Other variations of the Colonial Revival in Rockville are distinguished by their basic massing. One variant employs a tower form. But, unlike Victorian picturesque designs where the tower is an exuberant gesture, these colonial towers are meant to be central, stabilizing features around which the axial composition is organized. The house at 401 West Montgomery Avenue graphically demonstrates the difference in the two approaches since this building had originally been a Victorian Villa with central tower quite similar to Design XV of *Hobb's Architecture* (1873).[25] In the 1950s, the design was stripped down and colonialized--the tower was lowered and given a classical pediment. Other examples of the tower form in Rockville are the houses at 39 West Montgomery Avenue and 100 Forest Avenue (see Figure 10).

Another Colonial Revival form is the "horizontal L," which achieves a classical effect through the horizontal extension, usually three windows wide, of the side wing in order to give breadth and dominance to this block. This type appears at 9 North Adams Street and 111 West Jefferson Street. In the Victorian "L", by contrast, both wings are prominent. The "box L" form, another Colonial Revival type to be found in Rockville, is characterized by an emphasis on the gable front stem as the major organizing unit of design, often with the door placed here. Examples include 16 Thomas Street and 104 South Washington Street. Again, the difference between Colonial

Revival and earlier Victorian attitudes is seen in the modifications made to the earlier Victorian Cottage aspect of 104 South Washington Street--which originally had picturesque detailing as well as a gable in the subsidiary wing that created a prominent secondary focus. The removal of all these features gave the present design its colonialized aspect.

The Georgian Revival

A more specific reference to earlier colonial forms is the Georgian Revival style. Designs in this mode are distinguished from other Colonial Revival designs by attempts to evoke more clearly the dominating frontal block and central pedimented focus of Georgian models. The house at 300 West Montgomery is the purest and most elaborate example of the type in Rockville with its two-story columned pavilion directly evoking the elaborate central motif of many Georgian examples (see Figure 34). Other designs in Rockville, as for example the house at 101 South Washington Street (see Figure 35), convey a Georgian aspect through more modest means. The Georgian Revival is organized by a careful balance of horizontals and verticals that achieves an enlivened, though stable, composition. The most characteristic features of the type include the central pedimented gable, broad horizontal porch with classical column supports extending across the full width of the facade, and classical detailing on the door and window treatments. Sometimes a Palladian, tri-partite window is featured in a prominent location, usually along the central axis of the design.

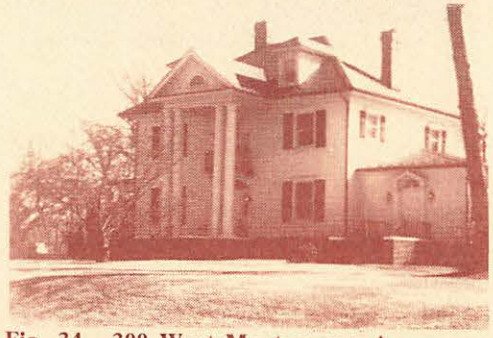


Fig. 34 - 300 West Montgomery Avenue

Fig. 35 - 101 South Washington Street

The Georgian Revival Cottage

A striking variant of the Georgian Revival mode is to be found in the Georgian Revival Cottages that abound in Rockville and elsewhere in this part of the country. Revealing a lingering propensity for the cottage format of residential design, this house form is characterized by its distinctive pyramidal roof. This particular roof form, which Pierce Lewis has described as being a popular southern house form,[26] was likewise evident in northern Georgian Revival Cottages as well. The chief characteristics of Georgian Revival Cottages, besides the pyramidal roof, are the symmetrical facades with one story porches extending across the front. The dormer, frequently hipped but sometimes gabled,

Fig. 36 - 415 West Montgomery Avenue

is usually centered above each side of the block, providing the central focus established by the pedimented gable in other Georgian Revival designs. The house at 415 West Montgomery Avenue is an especially noteworthy example of this mode (see Figure 36). While the salient features of the Georgian Revival Cottage are fairly uniformly present in most examples in Rockville, a surprising amount of variety is also possible. The sequence of designs along Baltimore Road illustrates this possibility. The houses at 304 and 307 Baltimore Road combine the Bungalow form with Georgian Revival Cottage format, the house at 305 Baltimore Road is a more characteristic example of the type, and the house at 500 Baltimore Road varies the cottage theme by the addition of a wrap-around porch. Differences in building materials also contribute to the variety of aspects which buildings designed in this mode can assume.

The Bungalow

Another expressive house type and form in Rockville is the Bungalow. Popular throughout America in the early decades of the twentieth century, the so-called "Bungalow" mode was, at its best, an emulation of the residences designed by the Greene brothers in California, with their shingle walls, low pitched and broad-eaved roofs, and expansive verandas displaying an Orientally-inspired stickwork. In its more widespread applications, the American Bungalow represented a continuation of the development of cottage dwelling types which had taken place in the last half of the nineteenth century. The Bungalow was accepted throughout the country, adapting stylistic features favored in different parts of the country and thus assuming the widest variety of expressions. Following the First World War, the Bungalow spread rapidly as a permanent residential form, its appeal stemming chiefly from its relative cheapness as well as its flexibility in plan, form, and siting possibilities.

In the introduction to his widely popular pattern book of Bungalow houses published in 1906, Frederick T. Hodgson explained that "the little bungalows of which we are speaking are rarely designed by architects at all. They are too inexpensive for that."[27] Indicating that they seemed to evolve as the embodiment of what ordinary homeowners seemed to want in the way of a house and what the ordinary carpenter knows how to build, he asserted that "These little bungalows are a genuine expression of popular and wholesome

habits of country life and habits of country living."[28] In fact, built at a time of increased demand for housing by those of more modest means, these Bungalows provided what Anthony King has termed "the irreducible minimum of a house within its own grounds."[29] At the same time, the significance of these Bungalows as innovative house types responding to innate American social and economic circumstances was also recognized by Hodgson when he maintained that "these bungalows are on the whole the best type of cheap frame house which has been erected in large numbers in this country since the old New England farmhouse went out of fashion."[30] Rockville has a number of outstanding Bungalows which, characteristically, are low one-or two-story buildings with a conspicuous pitched roof, large front dormer, overhanging eaves, and enclosed porch. The house at 505 West Montgomery Avenue (see Figure 37) represents a fine example of the diminutive Bungalow, with its handsomely proportioned porch with tapered columns and broad gabled dormer accentuating the double sloping roof. Other especially attractive examples are those at 203 Forest Avenue (see Figure 38) and at 16 Williams Street (see Figure 39). Although the Bungalow was popular primarily because of its economical design, a feature especially important in years of declining prosperity, it also showed significantly that simplification of design did not mean that the appearance of the house had to become sterile as a result. As Hodgson noted, the Bungalow "fits snugly on the ground, it is generally well scaled with the surrounding shrubbery and trees, and its lines and the distribution of its openings are for the most part agreeable to the eye."[31]

Fig. 37 - 505 West Montgomery Avenue

Fig. 38 - 203 Forest Avenue

The Period House

Coinciding with the later phases of the Bungalow Vogue in Rockville was the development of the Period House, a type that had its greatest popularity in America between the two world wars. This new residential mode evolved specifically out of the desire of an increasingly self-conscious and ambitious American upper class to display its cultured and cosmopolitan tastes. These patrons often commissioned large, pretentious dwellings designed to reproduce the effect of English or Continental manorial estates that were often impressively accurate replications of their models. The Period House was the suburban application of such ambitions, scaled down to serve the needs of a more modest housing market. Like the Bungalow, it quickly absorbed the widest range of architectural trends. Henry Saylor's

Fig. 39 - 16 Williams Street

Architectural Styles for Country Houses of 1912 provided an early forum for discussion of the merits of various modes--"Tudor Houses," "Spanish Mission Type," "Half Timber House," and "Colonial House" were but a few of the possibilities.[32] The hallmark of the Period House was its effort to imitate the characteristic massing, the characteristic window proportions, the materials and at least some of the details of a particular older style, since the new cosmopolitan attitude rejected the evocative playfulness of Victorian Cottages and Queen Anne designs or the generalized colonial "feeling" of the Colonial Revival. Instead, the Period House attempted to evoke a sense of massiveness and sophistication in a compact house form. Although developers relied heavily on the advantages of mass production, they also sought to comply with traditional suburban standards by paying particular attention to how the house could best be harmonized with its setting. The builder--client relationship was now dissolved, especially in the more modestly scaled houses, for the client participated less and less in the creation of these rapidly produced structures. Still, the Period House provided home owners with well-designed buildings. It was, in essence, an architecture of skillful compromise between the adherence to attractive period types and the demands of modernity.

The two major variants of the Period House in Rockville are the "colonial" --now more strictly defined as Dutch Colonial, Georgian Colonial, Federal, Cape Cod and Williamsburg, a mode that evolved following the restoration of Colonial Williamsburg in 1939--and the Jacobethan.[33] Developers employed different styles to appeal to different tastes and different economic resources. The "Williamsburg" models, examples of which appear along Upton Street, were seen by developers as designs which would appeal to clients desiring architectural distinction at a low cost.[34]

Fig. 40 - 209 Harrison Street

Clients with more flamboyant tastes might prefer the picturesque medieval effect of the Jacobethan or Tudor modes. The house at 209 Harrison Street (see Figure 40) is an excellent example of a modestly-scaled Jacobethan Period House, with finely detailed entrance and richly colored brickwork. Other Jacobethan designs utilized half-timbered detailing and richly sloping gables over the entrances, as in the examples at 200 and 119 Forest. A variant of the Jacobethan mode has dormers cutting through the eave line to give a kind of medieval effect, although the basic form of the house is rather classical in its single side-gable block massing.

One style of Period House in the colonial mode that enjoyed considerable popularity in Rockville has a two-story, three bay block format with a distinctive Federal-like portico. The house at 11 Williams Street (see Figure 41) is a good example of the type and is of special interest because it was built according to plans obtained from Montgomery Ward, an indication of the potential marketability of such designs among the populace at large. Despite the simplicity of these designs, the proportions and detailing are finely adjusted to give an unmistakably Federal effect.

Fig. 41 - 11 Williams Street

The Arts-and-Crafts-Mode

An attractive variant of the Period House, the Arts and Crafts evolved out of the "Modern English Plaster House," one of the types discussed in Saylor's book. Based on an approach to design pioneered by such English architects as Charles Voysey and Edwin Luytens, Arts and Crafts houses, while taking their inspiration from traditional sources, specifically, the rural medieval cottages found in the English countryside, sought to create a "modern" architecture. Committed to the idea that modern work should be attractive and unpretentious, or vernacular in the best sense of the word, Arts and Crafts designers utilized the decorative detailing of modern craftsmanship, often of a stylized type. The finest Rockville example is that at 19 Williams (see Figure 42), a design that has the look of a stylized Jacobethan house. If these houses evince an appreciation for the same basic forms as the Jacobethan, their streamlined detailing and smooth surfaces give them a more obviously "modern" flavor.

Fig. 42 - 19 Williams Street

Tract Houses

The Tract Houses of the postwar period are a more recent manifestation of the desire for affordability in domestic architecture which had begun to occupy Downing's mind in the mid-19th century and which had continued to motivate designers of the Bungalow. In the early twentieth century, Frank Lloyd Wright had applied his creative thinking to the problem of producing affordable but well-designed houses. The Rambler at 113 Forest Avenue is a particularly noteworthy example of the influence of Wright's long, low prairie houses (see Figure 43).

Fig. 43 - 113 Forest Avenue

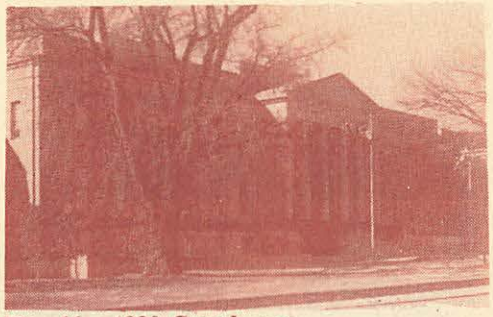


Fig. 44 - 1930 Courthouse

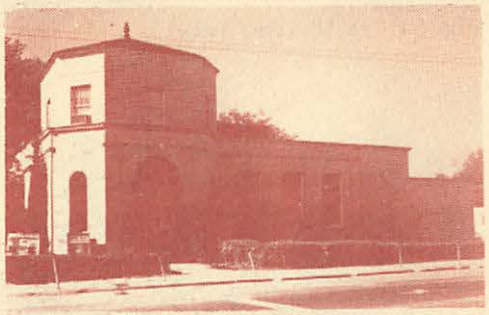


Fig. 45 - The Old Post Office

Fig. 46 - First National Bank Building

This house is finely detailed and demonstrates a keen sensitivity to its relationship to the street If, unlike its neighbors, it chooses to retreat from the public aspect of the street, it executes this retreat gracefully, withdrawing its entrance into the seclusion of the courtyard created by its L-Plan.

In the face of the postwar housing boom, the idealism that had accompanied earlier suburban developments, particularly the Victorian Cottage, the Bungalow, the Period House and the designs of Frank Lloyd Wright, was abandoned in favor of bald expediency. In addition, construction costs had soared, imposing a considerable limitation on what builders could achieve and still make the homes they built affordable. Still, by abandoning the earlier ideal of creating a domestic architecture which enhanced the quality of the homeowner's life in addition to satisfying his basic needs, an aim felt keenly by earlier suburban builders, much has been lost. Efforts to achieve exciting and aesthetically pleasing designs have assumed only secondary importance. "Colonial" or other features have become unintegrated appliques, used to dress up otherwise bland designs.

Moderne

In public architecture, a distinctive remnant of the attempt to achieve a satisfying marriage of twentiety-century "modernism" and nineteenth-century design ideals can be found in Rockville in the buildings that surround Courthouse Square. The 1930 courthouse, designed by Delos H. Smith and Thomas R. Edwards according to Beaux Arts precepts (see Figure 44), is a suavely elegant classical structure that is a satisfying twentieth century sequel to Rockville's courthouse tradition. Its classicism is of the most streamlined sort, and as such is reminiscent of Paul Phillippe Cret's Federal Reserve Building in Washington, D.C. The Old Post Office erected in 1939 is more clearly designed in the Moderne mode of the period (see Figure 45), as is the handsomely proportioned and detailed First National Bank across the street (see Figure 46). These buildings evinced the modern concern of the 1930s for new materials and streamlined or stylized forms that was derived from an appreciation for the machine and its

products. At the same time, these buildings responded to the ideal that motivated American public and commercial buildings in the period following the Chicago World's Fair of 1893. The mural in the Post Office, executed under the WPA program, is the most obvious evidence of this attitude, but the exterior detailing of all these buildings is also the result of such thinking. For all their streamlined modernity, these buildings are humanly scaled and appealingly decorative. Together, these three structures form a well-integrated ensemble that marks the square as the focus of civic pride and opportunity. Perhaps the effort to preserve the areas in Rockville in which the architecture was motivated by such idealism will inspire modern builders to create environments of more humane quality in the future.

Footnotes

1. Henry N. Copp, *Peerless Rockville: What It Offers to Home Seekers and Investors* (Washington, D.C.: Gibson Bros., 1890).

2. *Ibid.*, p. 3.

3. *Ibid.*, p. 20.

4. Calvert Vaux, *Villages and Cottages* (New York: Harper & Bros., 1857; rprt., New York: Da Capo Press, 1968), p. 99.

5. "Before the Century Turned 'Salubrious Air' Was Big Factor in Town's Growth," Unidentified newspaper, Rockville Library Vertical File, Folder "Rockville History." The term "mechanics" was used frequently at this time to refer to builders and carpenters.

6. Copp, *op. cit.*, p. 14.

7. The information relating to Rockville builders has been obtained from files of the Historic District Commission, as well as from various materials and newspaper clippings in the files of the Rockville Library and the Montgomery County Historical Society.

8. Asher Benjamin, *The American Builder's Companion* (3d ed.; Boston: R. D. and C. Williams, 1816); Minard Lafever, *The Modern Builder's Guide* (1806; rprt. New York: Dover Books, 1964).

9. Andrew Jackson Downing, *Cottage Residences* (New York: Appleton, 1848), and his *Architecture of Country Houses* (New York: Appleton, 1850); Calvert Vaux, *op. cit.*

10. Henry Hudson Holly, *Modern Country Residences* (New York: Harper & Bros., 1878); *Detail Cottage and Constructive Architecture* (New York: A. J. Bicknell, 1873), and *Modern Architectural Design and Details* (New York: Wm. T. Comstock, 1881).

11. Frederick T. Hodgson, *Practical Bungalows and Cottages for Town and Country* (Chicago: Frederick J. Drake & Co., 1906); Frank J. Forster, *Country Houses* (New York: William Helburn, 1931).

12. cf. George Hersey, "Godey's Choice," *Journal of the Society of Architectural Historians*, vol. 18 (October, 1959), 104-111.

13. Peerless Rockville Historic Preservation, Ltd., *A Walking Guide to "Peerless Rockville"* (Rockville: Kreiss Printing Co., 1975).

14. Unfortunately, builder or "common" architecture has heretofore seldom been recognized by scholars and critics as deserving of serious study. Several recent articles by Anthony King on the rise of the bungalow dwelling form, however, have signaled an emerging interest in the phenomenon. A more general article dealing with the broader builder architecture phenomenon is Pierce F. Lewis, "Common Houses, Cultural Spoor," *Landscape*, vol. 19 (January, 1975), 1-22. Lewis concludes his thoughtful article with the justifiable assertion that "the generic study of America's common architecture is currently in about the state that geology was in the early nineteenth century: 50 percent intelligent guesswork, 40 percent mythology, and the remaining 10 percent split between alchemy and hard facts." (p. 22) Looking at common old houses and asking questions about them, Lewis suggests, may be one of the best ways to find out who the bulk of Americans really are and were.

15. Vaux, *op. cit.*, p. 123.

16. Holly, *op. cit.*, p. 19.

17. *Ibid.*, p. 25.

18. *Ibid.*, p. 20.

19. *Ibid.*, p. 25.

20. *Ibid.*

21. Anon., "The Contemporary Suburban Residence," *Architectural Record*, vol. 11 (January, 1902), p. 79.

22. *Ibid.*, p. 80.

23. Frank T. Lent, *Sound Sense in Suburban Architecture* (New York: W. T. Comstock, 1895), p. 2.

24. Anon., "Conservatism in Design," *Architectural Record*, vol. 22 (October, 1912), p. 329.

25. Isaac H. Hobbs and Son, *Hobb's Architecture* (Philadelphia: J. B. Lippincott & Co., 1873), p. 50.

26. Lewis, *op. cit.*, p. 20.

27. Hodgson, *op. cit.*, p. 8.

28. *Ibid.*

29. Anthony King, "The Bungalow: Part 2," *Architectural Association Quarterly*, vol. 5 (October-December, 1973), p. 18.

30. Hodgson, *op. cit.*, p. 3.

31. *Ibid.*

32. Henry H. Saylor, *Architectural Styles for Country Houses* (New York: McBide, Nast & Co., 1912).

33. The adjective "Jacobethan" is compounded from Jacobean and Elizabethan. For a discussion of this style in the United States, see Marcus Whiffen, *American Architecture Since 1780. A Guide to the Styles* (Cambridge, Mass.: MIT Press, 1969), pp. 178-182.

34. A. Rowden King, *Realtors' Guide to Architecture* (New York: Prentice-Hall, 1954), p. 5.

COMMUNITY ATTITUDES

COMMUNITY ATTITUDES

The purpose of examining community attitudes in Rockville was to discover how its residents, community leaders, and city officials perceive their community in terms of their attitudes about the significant aspects of its physical environment and attributes as a place to live. The ultimate aim of conducting this kind of inquiry was to determine insofar as possible whether and to what extent such attitudes are consistent with or supportive of efforts to develop a viable historic districts preservation program in Rockville.

The methodology for examining community attitudes employed in the present study is one that has been developed and applied in several comprehensive community preservation studies undertaken by Professor Senkevitch and his students at the University of Maryland over the past three years.[1] The basis for that methodology, it should be stressed, springs essentially from studies of environmental perception, which come closest to dealing with those aspects of concern in community preservation studies, rather than from the more traditional modes of anthropological, sociological, or psychological inquiry.[2] The examination of community attitudes has been made a vital component of the preservation planning process in this and previous cases in the belief that any attempts to preserve and enhance the essential character of a significant area should properly include the identification and assessemnt of the attitudes and perceptions that residents and leaders have of their own community. This is especially important in places such as Rockville, where efforts are directed toward preserving not individual structures but a significant group of buildings, together with the relationship they have to the people who use them and to the community ambience in which they exist.

Scope and Methodology

The method employed to elicit community attitudes concerning the condition and appeal of significant areas and amenities in Rockville was the distribution of

questionnaires, used to obtain a larger spectrum of responses than would otherwise have been possible. Three sets of questionnaires, similar in scope, were designed to elicit more precisely the views of three distinct groups of Rockville citizens: community residents, community leaders, and city officials. The number of questionnaires distributed was approximately 400 to community residents, 85 to community leaders, and 42 to city officials.

All community residents who received questionnaires reside in one of the four designated study areas. These study areas, discussed in other sections of this study, are the Montgomery Avenue and Baltimore Road Study Areas, and the Haiti and Lincoln Park areas.

The selection of community leaders who would receive questionnaires proceeded in two ways. The first included those individuals or organizations whose community activity and involvement are well established. In the vast majority of instances, however, potential community leaders were selected from a listing of various types of community and civic organizations in the Rockville area with the thought that their groups may figure prominently in community life. The desire to obtain a representative sampling of the array of community leaders and groups in the area prompted the preliminary selection of a significantly larger number of prospective leaders than may otherwise have proven necessary.

The list of city officials, developed from the latest copy of the Rockville City Directory, included the Mayor and Council, chief administrative officers and department heads of the City, and at least one member, usually the chairperson, of the city commissions. Each member of the Planning and Historic District Commissions was given a questionnaire.

The responses obtained were 16 per cent from community residents, 14 per cent from community leaders, and 38 per cent from city officials. The response rate from community leaders provides a fairly representative profile of their attitudes, especially in light of the unusually large number of questionnaires distributed. The sixteen per cent response rate for community residents will be broken down in later discussions to reflect the actual percentage of return from each of the study areas. It is believed that a representative sampling of attitudes and perceptions was obtained from all three groups. The appropriate set of questions is included with the discussion of responses from residents, leaders, and officials.

Community Residents

The following list of questions was included in the questionnaire distributed to residents in each of the study areas:

1. *How long have you been a resident of Rockville?*

2. *What led you to settle in the City?*

3. *How would you describe Rockville to a non-resident as a place to live?*

4. *What do you perceive to be the effective boundaries of Rockville?*

5. *What aspects of Rockville's physical environment do you find special or significant? why?*

6. *How would you characterize the sense of community in Rockville?*

7. *What do you consider to be the most significant physical changes that have occurred in Rockville since World War II? How would you characterize their effect?*

8. *In what part of this area are you employed? What is your profession? Do you work for the city, county, or federal government? How many members in your household? What is your household income: under $10,000; $10,000 to 16,000; $16,000-22,000; $22,000-30,000; $30,000-40,000; over $40,000. How many persons contribute to this income?*

9. *Do you presently own or rent your house in Rockville?*

10. *If an owner, do you have any plans to repair or renovate your house? If so, what is the nature of the proposed modifications?*

11. *What do you regard as the most important or influential organizations and groups in the area? What about community leaders?*

12. *Which places or areas in Rockville do you find most enjoyable? Why?*

13. *In your opinion, what were the purposes for which the historic districts were established?*

14. *Are the present boundaries of the historic districts suitable? If so why? If not, how would you modify them and what properties would you include or exclude, and why?*

15. *What in your opinion have been the benefits of the historic districts for Rockville? What improvements, if any, would you recommend?*

16. *What effect do you feel the existence of the historic districts has had upon your house and property?*

17. *Have you ever used the Historic District Commission's Loan and Grant Program? Would you consider doing so if alterations or repairs became desirable or necessary?*

18. *What do you think should be the future character of Rockville?*

19. *What do you perceive to be the role of the historic districts in shaping the future development of Rockville?*

Montgomery Avenue Study Area

In the Montgomery Avenue Preservation Study Area, 177 questionnaires were distributed to residences and offices in the West Montgomery Avenue, Washington Street and Courthouse Historic Districts and surrounding area; the rate of return was 29 per cent. The high rate of return is indicative of the interest and concern of residents for the historic districts program in Rockville.

The average length of residence for respondents was twenty years. Although the length of residence ranged from a few months to a lifetime, the majority fell into two broad categories. The first, representing up to 12 years, constituted 42 percent of the responses. The second length of residence, that of more than 25 years, was indicated by 43 per cent of the responses. This range suggests that residents of this area fall almost equally into these two categories.

Responses to the series of questions dealing with profession, place of employment, income, and number of household members indicate that this study area is populated predominantly by rather well-to-do professional people, with the majority of incomes exceeding $22,000 per year, one quarter reporting incomes greater than $40,000 per year. Twelve per cent of those responding noted that they were retired and indicated an annual income between $10,000 and $16,000. A comparison of responses from the different study areas suggests that the Montgomery Avenue Study Area contains the greatest concentration of professionals, with attorneys, engineers, scientists, teachers, and administrators being the most prevalent. Forty-five per cent of those responding are employed in Rockville. Of the remaining fifty-five per cent, the vast majority reported working in other parts of Montgomery County.

The most prevalent reason given for settling in this area was employment or proximity to employment. Of almost equal importance was the great appreciation of the area with its "old Houses" and "affordable housing." As has already been noted, a significant portion of the residents indicated that they had lived in the study area either all their lives or from an early age. For many respondents, the two major attractions o Rockville were its "small town atmosphere" and "blend of old and new." These two themes recur constantly in the responses of all residents, community leaders, and city officials.

Descriptions of Rockville as a place to live drew chiefly positive comments from respondents in the Montgomery Avenue Study Area. "Pleasant" was the single most prevalent term used to describe the city. Most of the respondents described Rockville as a convenient place, with its variety of services and activities, together with what was frequently termed a "self-sufficient" mixture of churches and schools, as well as recreational and shopping facilities. Some respondents, especially those living within the historic districts, indicated experiencing a great sense of community spirit. The most widely noted negative aspect of life in Rockville, even among those referring to it as a pleasant place, was its high cost of living. Of those mentioning this aspect, about a third referred to the "high tax rate" and "reduction in city services." A number of respondents expressed concern over what they termed the "lack of proper planning," noting their great dislike for the new town center and the Rockville Mall.

Responses to questions dealing with the most enjoyable places in, and significant aspects of, Rockville's physical environment were virtually interchangeable. The historic districts and older sections of the city were the

most frequently cited, especially by residents of the historic districts. The West End was the area most mentioned as an enjoyable and significant place in Rockville. Ranking close behind were parks and landscaped open space. Welsh Park was often mentioned as a place within walking distance where one could relax and "feel far from the city." Respondents also referred with great appreciation to such community facilities as the Rockville Library, the Municipal Swimming Center, and the Civic Center. Significantly, two newer residential areas -- Woodley Gardens and New Mark Commons -- were also cited by numerous respondents for their spacious homes, superior landscaping, and pleasant living environment.

A relatively small number of the responses pointed to the absence of any special places or areas. Their statements expressed the belief that the character of the city had been destroyed through demolition of the old downtown area. The Mall and new town center were cited as evidence of the "unenjoyable, less than aesthetically pleasing" aspect of Rockville's physical environment.

Civic and neighborhood associations were cited as the most important or influential organizations in Rockville by almost a third of the respondents from the Montgomery Avenue Study Area; a few of the responses mentioned the West End Civic Association by name. The Mayor and Council, together with the various city commissions, were next to be cited for what was generally termed their "responsive and responsible" actions dealing with Rockville citizens. An almost equal number of respondents (about 14 per cent) mentioned Peerless Rockville, business organizations, and the churches, schools and Parent-Teacher Associations in Rockville for their important contributions to community life. A few of the respondents also mentioned the Montgomery County Historical Society and the Historic District Commission as important organizations in the community. Few of responses cited any individual community leaders. Of four individuals cited, James Gleason, Montgomery County Executive, was mentioned twice.

The question concerning the effective boundaries of Rockville elicited the fewest responses from residents in the Montgomery Avenue Study Area. More than a fourth of the respondents left this question unanswered. The remaining three-fourths of the responses cited a great array of streets and places, but yielded no readily discernible perception by residents of the effective edges of the city.

Responses to question regarding the sense of community indicate that most residents in this area feel that Rockville is an active, participatory community. Several respondents expressed the belief that the sense of community is particularly strong within individual neighborhoods. About a third of the responses rated the sense of community as being "fair" or "loose," while others noted that the sense of community is "closed" or "inbred" but nonetheless real. Only a small number described the sense of community in Rockville as being "non-existent" or "nearly non-existent." Of this group, those who mentioned the existence of any sense of community characterized it as "fragmented" or as a "typical bedroom community." The reason most often given for the perceived lack of community spirit was what was termed the "imposition of the will of the few on the majority." Some degree of hostility was apparent in these responses.

The series of questions concerning the creation of the historic districts drew predominantly favorable responses. The majority of respondents in the Montgomery Avenue Study Area expressed the belief that the historic districts were established for two main reasons. First, their establishment was viewed as an effort to preserve what was left of the older historic areas and the unique sense of identity that they afforded to present and future Rockville residents. Second, their establishment was thought to provide a means for containing development commercial sprawl, and possible decay. The historic districts were viewed by many respondents as buffer zones that would allow retention and promote renovation of the remaining older structures. A tenth of the responses, however, proved sharply negative on the issue, characterizing the historic districts as a nuisance and an invasion of privacy. Some comments directed particular resentment toward what were described as "officious," "idle," or "politically-motivated" individuals, or "do-gooders," who championed the districts and have remained active in their support. Those thought to be responsible for creating the historic districts were charged variously with "political maneuvering" and with a desire to "save face for the wanton destruction" of Rockville.

Responses to the question concerning the existing boundaries of the historic districts elicited a variety of views. Over two-fifths of the respondents expressed satisfaction with the existing boundaries. Roughly an equal number of responses was divided between uncertainty and dissatisfaction concerning the present situation. A fifth of the respondents failed to answer the question.

It is interesting to note that suggestions for modifications were made not only by those who felt that the boundaries should be altered, but also by some who indicated satisfaction with the present arrangement. Some respondents encouraged the expansion of the boundaries without making specific recommendations for inclusion of properties or areas. The sites most frequently mentioned for inclusion in the historic districts were the Rockville Academy, Chestnut Lodge, the Methodist Church, Old Baltimore Road, and the "Remaining portion of Montgomery Avenue." Although the B & O Railroad Station was often mentioned, it is not clear whether residents are unaware that it is already included in an historic district or are concerned about its future relocation. A few responses for possible modifications included suggestions for underground wiring, appropriate street furniture, and plaques for each historic structure. Also included was the recommendation that every homeowner, if he so desired be permitted to include his house in a district when the structure became fifty years old. Two respondents indicated that they were in favor of abolishing the districts. Another respondent suggested that "the Historic District Commission has gone so far that it risks losing support for their original objectives."

The majority of respondents residing within the historic districts in the Montgomery Avenue Study Area expressed the belief that the existence of the districts had stabilized the value of their property. A smaller number indicated that the districts had actually increased their property value, while only one respondent indicated that the districts had caused his property value to decrease. A fourth of the respondents expressed uncertainty about the effects of the districts; a substantial number believes that they have had no effect whatever. A minority of respondents expressed quite negative views of the districts, characterizing them as having deprived homeowners of a sense of ownership; the authority of the Historic District Commission to approve or disapprove modifications or additions was cited as the most telling example of such loss of control. Equally disturbing to some respondents is appeal of the historic districts to the romantics and the curious who come to sightsee, often oblivious to the sensitivities of the residents. They stressed that historic districts should not become objects of "museum curiosity."

The perceived benefits of the historic districts fall into two categories. First, some of the respondents feel that the districts have played some

role in controlling "undesirable growth" and commercial encroachment in residential neighborhoods. Second, some residents feel that the retention of these areas will not only inhibit further destruction of historic properties but will also engender pride and interest in what remains of Rockville's architectural heritage, thereby helping to assure its preservation.

About half of the respondents in this study area revealed no plans to repair or renovate structures or property. The other half indicated plans that include interior alterations and exterior work such as gutter, porch and roof repair, as well as siding replacement, the enclosure of porches, and the erection of additions.

None of the respondents from the Montgomery Avenue Study Area has ever used the Historic District Commission's Loan and Grant Program. A fair number of respondents indicated that they were unaware of its existence. About a third of the respondents from the existing historic districts indicated that they would use the program in the future in the event that repairs or renovation became necessary or desirable. Some respondents expressed uncertainty, while others noted that they would not use it. The distribution of affirmative, negative, and uncertain responses was very similar for those respondents outside the historic districts in the Montgomery Avenue Study Area. About a fourth of these respondents indicated they are ineligible for the program at the present time.

Many respondents were not certain of the role the historic districts would play in shaping the future of Rockville. Some view the districts as a planning tool that should be utilized to the fullest. A large number expressed the hope that the historic districts would encourage the preservation of worthwhile buildings, while acting as a buffer to commercial areas and allowing development at a controlled pace. The historic districts are also perceived as a tangible link to the past that will provide a focal point for the physical environment of Rockville.

The most significant changes in Rockville since World War II were perceived by respondents to have been the result of the forces of growth and development. Respondents were virtually unanimous in contending that the most noticeable changes stemmed from the destruction of the old central business district and its replacement by the Rockville Mall and related facilities. Comments relating to these two developments were strongly negative, expressing in the

process a deep-rooted conviction that the urban renewal program -- which involved the demolition of the old downtown area -- has not succeeded in revitalizing the downtown area. Instead, its result was described by respondents as having removed a viable business district and obliterated the town's physical and psychological focus.

The proliferation of housing with its attendant population growth was considered by respondents to be another major change in postwar Rockville. Although some respondents expressed the belief that too many tract developments had been built, the overall reaction to the expanded housing market was not essentially negative. In sharp contrast, the construction of bigger roads and even highways through the city was described by a majority of respondents as being an extremely negative development which has greatly increased the level of traffic congestion and noise, as well as resulted in a destructive fragmentation of a once coherent town fabric. Expansion of the city limits and the growth of commerce and industry in the area were also mentioned as important changes in postwar Rockville.

Perceptions of the future appearance of Rockville stressed its residential character. Many of the respondents envisaged a continued but controlled growth that would permit retention of the older sections of the city. While a fair number of respondents did not answer this question, the preponderance of those who did expressed the belief that the future appearance of Rockville would provide a mixture of old and new or, in the words of one respondent, "old town atmosphere with new town services."

Baltimore Road Study Area

Approximately 55 questionnaires were distributed to residents of the Baltimore Road Study Area, as well as to several residences along the north side of Veirs Mill Road, west of Route 28. The rate of response in this area was 21 per cent.

The average length of residence indicated by the respondents was twenty-seven years. This study area, like the Montgomery Avenue Study Area, is an enclave of professional people, particularly teachers and engineers.

In contrast, the average income here is $22-30,000 per year, much of it derived by a single individual rather than through combined earnings. Almost all of the respondents are employed in Montgomery County, with nearly a third of these employed in Rockville; only one respondent reported working for the city. The responses indicate a roughly equal distribution of county and federal employees.

The length of residence among the respondents from the Baltimore Road Study Area ranges from 56 per cent who have lived here 25 years or longer to about 33 per cent who have lived here ten years or less; a little over a quarter of the respondents indicated either having been born in Rockville or having moved here at an early age. Those who chose to settle in Rockville as adults cited such reasons as proximity to employment and the "small town" atmosphere. Descriptions of the city ranged from such positive characterizations as pleasant, convenient, a small town with good services, to more negative references to the city's being too expensive, greatly congested, too rapidly developed, and having poor leadership. Significantly, no one image -- either positive or negative -- predominated in the responses received from this area.

As in the Montgomery Avenue Study Area, so in the Baltimore Road Study Area, the older sections of the city, the historic districts, open spaces, trees, and parks were mentioned as the most significant and enjoyable aspects of the Rockville scene. The Civic Center and the courthouse complex were noted as sources of particular pleasure by many respondents. In a decidedly negative vein, traffic, with its attendant problems of congestion, noise, and pollution, was mentioned as a prominent element in Rockville's physical environment. About one-third of the respondents from this area did not identify any noteworthy places or areas in the community.

The question concerning the effective boundaries of Rockville was left unanswered in over 40 per cent of the responses from the Baltimore Road Study Area. As in the Montgomery Avenue section, no consensus could be discerned among those who did respond regarding the boundaries of the city. The most apparent, albeit still infrequently cited, edges were Montgomery College to the north and Montrose and Randolph Roads to the south.

Responses relating to the sense of community ranged in characterization from fair or "loose" to alert and participatory. One response characterized the sense of

community in the given neighborhood as being the "greatest in Rockville." Another respondent observed that the "old timers" possess a sense of identity that "newcomers" do not experience. Reference to the sense of community as being "big city" in character was the only one among the responses from the Baltimore Road Study Area that might in any way be construed as negative.

Responses from this area indicate, for the most part, a belief that the historic districts were established to preserve what is left of the older sections of Rockville and to foster a greater sense of community and civic pride. However, a number of responses refer to suspicions that the districts were created to "cause problems" and to aggravate the "lack of communication among residents."

The vast majority of responses from the Baltimore Road Study Area regarded the existing boundaries of the historic districts to be appropriate. A few responses indicated uncertainty about the matter, while only one response indicated that the present boundaries are not suitable. Recommendations for modifications of boundaries concentrated upon East Rockville and inclusion of the older and attractive areas in the vicinity of the B & O Terminal and along Baltimore Road on both sides of the railroad tracks. Appropriate expansion of the Montgomery Avenue Historic District was, at the same time, also mentioned by several respondents.

The effect of the historic districts on houses and property was generally perceived to be positive by respondents from the Baltimore Road Study Area. The majority of respondents expressed the belief that the districts would contribute to an increase in property values; one third of the respondents noted that the districts would have no effect. Many respondents mentioned the coming of the subway station as a future factor affecting the area, and expressed interest in obtaining financial assistance from Metro.

The most widely expressed benefit of historic districts in responses from the Baltimore Road Study Area was described as stemming from the greater degree of community interest and awareness that they afford. Suggested improvements for their administration included reducing the authority of the Historic District Commission, increasing the amount of financial aid and grants, and placing greater emphasis on installation of compatible street furniture and signs.

The question concerning the role of the historic districts in shaping the future environment of Rockville did not produce any consensus. A small group of respondents in the Baltimore Road Study Area referred to the historic districts as a controlling mechanism that will generate better planning. Other respondents spoke of an attendant increase in municipal services and the attraction of responsible people to the city. A single disheartening note was sounded by a respondent who stated that the districts would never have any influence because "politics will prevail over common sense."

The great increase in housing stock and population, the demolition of the old central business district and the construction of the Rockville Mall were cited by respondents from this area as the most significant changes that have occurred in Rockville since World War II. The majority of references to the recent transformation of downtown Rockville were phrased in negative terms. Several responses predicted that the future character of the city would be shaped by greater urbanization, with a number characterizing Rockville as a "residential hometown." Several respondents indicated uncertainty on the subject, or expressed reluctance to speculate about the nature of Rockville's future development. Two of the responses articulated a theme postulated by responses in the Montgomery Avenue Study Area as well, namely, that the future appearance of Rockville would be a distinctive amalgamation of old and new development.

Haiti

Although not one of the major preservation study areas, Haiti was recognized from the outset as having a long and significant history as a black Rockville neighborhood dating back to the close of the Civil War, when Miss Margaret Beall gave a large tract on the northern section of her property to the freed family slaves. For this reason, the neighborhood was surveyed to ascertain the degree of its present historical, architectural, and environmental significance. Gaining a knowledge of the attitudes of Haiti residents was likewise undertaken as a vital part of this survey process. Although about 55 questionnaires were distributed in the neighborhood, less than five per cent were returned. Information gathered during field work, coupled with the low response rate, suggests that there was some skepticism on the part of Haiti residents regarding the ultimate purpose of this study and the intentions of the city.

Nearly all the residents of Haiti are black. The fact that most have lived here all their lives, coupled with the existence of several family enclaves in the neighborhood, underscores the sense of continuity and history that pervades the Haiti community. Information obtained from the questionnaires and from field work indicates that it is substantially less prosperous than either of the two study areas discussed above.

Rockville tended to be characterized by respondents as a nice, small city, as good as any other place to live. Responses to questionnaires and discussions in the field indicate a feeling that the city, though generally perceived to be responsive, has proven inadequate in delivery of services to the Haiti area. Convenient access to downtown was often cited as a positive aspect of the area, while the increasing volume of traffic along Martin's Lane and the attendant rush hour traffic noises were mentioned as a very disruptive element in the community.

Resident's homes and city parks were considered by respondents to be the most significant and enjoyable aspects of Rockville's physical environment. Some responses indicated that no areas or places in Rockville are considered to be especially noteworthy. There was no response to the question regarding the effective boundaries of Rockville. Both responses to questionnaires and observation made in discussions in the field indicate a strong belief on the part of Haiti residents that their community, perceived by them to be isolated from other areas in Rockville, is a very positive factor in reinforcing the pride in family heritage that is central to their lives.

No important leaders or organizations were mentioned in responses to questionnaires. However, conversations with residents indicate that the Mayor and Council are recognized as a very influential part of Rockville life.

None of the respondents to the questionnaires indicated any reasons why the historic districts were established. Discussions in the field proved more illuminating. Some residents stated that the districts were formed to protect areas of historical importance. Although these residents are very aware of the history of their community, they expressed the belief that the

houses in Haiti do not merit the same kind of treatment as do the structures within the existing historic districts. Although some respondents viewed the historic districts as contributing to the overall appreciation of Rockville's history, they regarded them to be of little benefit to the Haiti Community. The responses obtained from its residents indicate that the community is very concerned about its future, and views commercial sprawl, residential development, and increased traffic as serious threats to its integrity and existence. Suggestions for counteracting the effects of these threats and for otherwise improving Haiti's physical environment dominated the responses concerning the significant changes in Rockville since World War II and possibilities for future development in the city.

Lincoln Park

Lincoln Park, one of the first black settlements in Montgomery County, was also surveyed to determine the extent of its present historical, architectural, and environmental significance. Approximately 55 questionnaires were distributed in the section of the community bounded on the east by Horner's Lane, on the south by Lincoln Avenue, on the west by Douglass Avenue, and on the north by Frederick Avenue. The rate of response was four per cent, very close to that obtained in Haiti. Unlike in Haiti, however, there were limited opportunities for conversations with residents of Lincoln Park. The following account provides a summation of responses obtained.

The open spaces, trees, parks, and Civic Center were cited by Lincoln Park respondents as the most significant aspects of Rockville's physical environment. The Municipal Swim Center was also mentioned as a source of enjoyment. The city's historic places, not specified by name, were likewise mentioned as an important amenity. The sense of community was perceived to be very strong by respondents from Lincoln Park. The civic associations were cited as the most important community organizations.

Lincoln Park respondents expressed the belief that the historic districts were created to serve as a reminder of Rockville's past. Growth of pride, increased awareness of the past, and the possibility of obtaining financing for maintenance and repair of property were cited as the principal benefits

of historic districts. Suggested improvements for the historic districts include the preservation of the Civic Center in its present state and the general expansion of the boundaries of the present districts.

One respondent noted that Lincoln Park "should have been in the historic district, but planners, encouraged by the school board, put a road through" the community.

The destruction of older areas in the city, especially the old downtown area, was mentioned by respondents as one of the most significant and drastic changes in Rockville since World War II. The construction of the Mall, characterized as being a "white elephant," was likewise regarded as being a major and regrettable change in the city's postwar physical environment.

Community Leaders

Questionnaires were distributed to 85 individuals who were identified as recognized and potential community leaders. As discussed in the introduction, the response rate of 14 percent would likely have been appreciably higher had the questionnaires been distributed only to leaders of the more active organizations in the community.

The questions posed to community leaders are listed below:

1. *How long has your organization been in existence?*

2. *How many members or employees does it have?*

3. *What services does your organization provide for the Rockville Community?*

4. *In your view, which other organizations are important to the Community? What about individuals or community leaders?*

5. *How long have you been a resident of Rockville?*

6. *What led you to settle in the city?*

7. *How would you describe Rockville to a non-resident as a place to live?*

8. *What do you perceive to be the effective boundaries of Rockville?*

9. *What do you consider to be the most significant physical changes that have occurred in Rockville since World War II?*

10. *What aspects of Rockville's physical environment do you find special or significant? Why?*

11. *How would you characterize the sense of community in Rockville?*

12. *How do you think the residents of Rockville feel about their physical environment?*

13. *How do you think they perceive the sense of community in Rockville?*

14. *Which places or areas in Rockville do you find most enjoyable? Why?*

15. *In your opinion, what were the purposes for which the historic districts were established in Rockville?*

16. *Are the present boundaries of the historic districts suitable? If so, why? If not, how would you modify them and what properties would you include or exclude, and why?*

17. *What in your opinion have been the benefits of the historic districts for Rockville? What improvements, if any, would you recommend?*

18. *What do you think should be the future character of Rockville?*

19. *What do you perceive to be the role of the historic districts in shaping the future development of Rockville?*

20. *What role would you like to see your organization play in helping to shape that development?*

One third of those responding were leaders of civic associations. Almost half were affiliated with churches and religious groups. The remainder were associated with a variety of community special interest groups. The organizations represented by the respondents have been in existence an average of five to ten years; some are less than five years old, while at least one has been functioning in Rockville for well over one hundred-fifty years. Membership or number of employees ranged from a few to over 1,000, although, for almost half of these groups, the number does not exceed fifty.

The average length of residence in Rockville for the community leaders responding to the questionnaires was ten years, with a median length of four years. Both figures are considerably lower than their equivalents for the four residential areas described above. Most leaders indicated settling in Rockville because of proximity to employment; only one leader noted having been born here. Some of the respondents mentioned being drawn to Rockville because they very much "like the community." The reasonable cost of housing and the small town atmosphere were the reasons given by most of the other respondents.

Descriptions of Rockville as a place to live were chiefly affirmative. The city was perceived as an active, prosperous, and progressive place. The small town atmosphere, high level of services, open spaces, and parks were mentioned frequently. The rapid growth of the city was also alluded to. Negative perceptions of Rockville included such characterizations as "expensive" and "congested." One of the responses stated that Rockville is "good for whites, fair for blacks."

Community leaders responding to the questionnaire cited open spaces, parks, and trees as some of the most significant amenities of the city. The Civic Center and Municipal Swim Center were likewise mentioned as important community facilities. The older sections of the city were mentioned once, as were the residential areas in Rockville. The congestion along Rockville Pike was noted as a special feature of life here. One response linked the current "nostalgia" for the past with the demolition of the old central business district.

Most of the community leaders responding expressed the feeling that the residents regard the physical environment of Rockville as being "fair" or "tolerable" to "good." A quarter of the leaders did not respond or indicated that they "did not know" how residents perceive the Rockville environment. Others said that residents are disturbed by the lack of roads, and the expensive and overcrowded condition of city life.

All but one of the leaders offered his perception of the boundaries of Rockville, the one indicating that the boundaries were "not real." The majority of responses identified the northern and southern edges of the city as Shady Grove Road and Montrose Road, respectively. Perceptions of the eastern boundary elicited no consensus, although Rock Creek and Bauer Drive were most often mentioned. Similarly, no one perception dominated for the western border of Rockville; however, Route I-270, Ritchie Parkway, and Seven Locks Road were all mentioned more than once.

The question dealing with identification of other important leaders and organizations received a wide variety of responses. Most often mentioned were the schools and recreation groups. The civic associations, religious organizations, senior citizens groups, and black awareness groups received equal recognition. One leader stated that all of Rockville's community groups are important.

For the most part leaders characterized the sense of community in Rockville as being fair or "loose." A small number expressed the belief that it is non-existent. Others feel that there is a very active and participatory community spirit. A significant number observed that there are "too many do-gooders," and that "individual rights" often conflict with the community good. Another wrote that Rockville's sense of community is smothered by the metropolitan area and divided on political issues.

The majority of community leaders responding to the questionnaire anticipated that Rockville residents would characterize the city's sense of community as being fair. Such positive characterizations as "active" and "very good" were cited in the second-largest group of responses. Other comments suggested that residents are pleased with the responsiveness of the city government. Some responses suggested that the community spirit was fragmented, and existed only in individual neighborhoods.

Most of the community leaders responding expressed the belief that the historic districts were formed to preserve the remaining older buildings, encourage proper renovation, and foster community purpose and pride in Rockville's past. Some respondents viewed this move as an attempt to stabilize property values and to control "urban sprawl."

The overwhelming majority of responses from community leaders indicated unfamiliarity with the present boundaries of the historic districts and contained no comments about their appropriateness; one response expressed disapproval of the existing boundaries. Very few recommendations were made for modifications; actual suggestions were very broad in scope. One leader felt that preservation efforts should concentrate more on retention of open spaces. Another expressed the desire to give property owners greater latitude in dealing with their historic residences.

Responses to the question concerning the benefits of historic districts were closely related to the reasons given for their creation. Most of the respondents indicated that one of the most important consequences of the historic districts was the resultant heightened awareness of the city's past. One response spoke of the significance of historic districts in terms of their satisfying a need for a mobile public to identify with its environment, noting that "people with few roots cling to the past." A number of leaders felt that the historic districts would help preserve the character of Rockville and balance commercial development. At the same time, a quarter of the respondents noted that they had no knowledge of any benefits derived from the existence of historic districts.

The responses were mixed concerning the role that historic districts might play in Rockville's future development. A few did not respond or indicated that they did not know what such a role might be. Others felt that the historic districts might encourage better planning efforts that would prevent undesirable development. The reinforcement of links with the past was also mentioned. Some respondents expressed the hope that historic districts would preserve the charm and human scale of Rockville.

Forty-two percent of the community leaders responding to the questionnaire described the failure of urban renewal -- in terms of the demolition of the

old downtown area and the construction of the Mall -- as having accounted for the most significant and negative changes in the postwar Rockville physical environment. A third of the respondents also pointed to the widening of roads through the downtown area as another major change in Rockville's environment, describing it as a cause of increased traffic congestion and noise pollution in the city. A majority of respondents referred to the astonishing growth of postwar Rockville and pointed variously to the increase in population and housing and the growth of commerce and industry as other major changes in the community. This growth was characterized by one respondent as transforming Rockville "from a small town to a bedroom suburb." Most of the respondents expressed the feeling that such changes have resulted in a loss of focus for the city and its residents.

A substantial portion of the community leaders indicated that they could not envision the particular form that Rockville's future development would assume. The most prevalent projection for the future character of the city revolved around what respondents characterized as the need for better schools and municipal services and a greater concern for planning and control of growth.

Almost half of the community leaders did not respond, or indicated that their organization would play little or no role in shaping the policy and form of the city's future environment. Of the remaining respondents, most expressed the hope that their organization would contribute to the city's future development through participation in the planning and educational processes, and thereby foster a greater sense of community commitment to the realization of common goals for a better Rockville.

City Officials

Of the forty-two questionnaires distributed to city officials, 38 percent were returned, accounting for the greatest rate of response among the various categories of community attitudes surveyed. The questions posed to city officials are listed below:

1. *How long have you been a resident of Rockville?*

2. *What led you to settle in the city?*

3. *What do you regard to be the most important or influential organizations or groups in the area? What about community leaders?*

4. *How would you describe Rockville to a non-resident as a place to live?*

5. *What do you perceive to be the effective boundaries of Rockville?*

6. *What aspects of Rockville's physical environment do you find special or significant? Why?*

7. *What do you consider to be the most significant physical changes that have occurred in Rockville since World War II?*

8. *How would you characterize the sense of community in Rockville?*

9. *How do you think the residents of Rockville feel about their physical environment?*

10. *How do you think they perceive the sense of community in Rockville?*

11. *Which places or areas in Rockville do you find most enjoyable? Why?*

12. *In your opinion, what were the purposes for which the historic districts were established in Rockville?*

13. *Are the present boundaries of the historic districts suitable? If so, why? If not, how would you modify them and what properties would you include or exclude, and why?*

14. *What in your opinion have been the benefits of the historic districts in Rockville? What improvements, if any, would you recommend?*

15. *What do you think should be the future character of Rockville?*

16. What do you perceive to be the role of the historic districts in shaping the future development of Rockville?

17. What role would you like to see your organization play in helping to shape that development?

The average length of residence for city officials responding to the questionnaire was six years, a period only slightly greater than the one for community leaders, but considerably less than the one for community residents. The largest group of respondents indicated settling in Rockville because of job requirements or proximity to employment; only one noted coming to the community as a child. Some referred to the pleasant community, the availability of housing, and the abundance of trees and open space as important considerations in their selection of Rockville as a place to live. The aspect of a "self-contained town" with a "sense of community" was cited by others as a significant attraction.

Generally, the respondents described Rockville in positive terms as a place to live. Their responses covered a broad spectrum of issues and interests. Some simply noted that the city is "excellent," "pleasant," "well-planned," or "prosperous." Others mentioned the great variety of areas and activities in the city. The small town aspect was cited frequently as a source of great appeal. One official wrote that Rockville is a "small town with more sense of place than most areas in the 'sprawl'." One fifth of the officials responding to the questionnaire characterized Rockville variously as a predominantly white, middle class, family-oriented community with superior services and a responsive government. A few less affirmative descriptions focused on the perception of Rockville as a "bedroom community," expensive, and mediocre when compared with other parts of the metropolitan area. One respondent noted that Rockville is a "small town overcome by its own and county pressures to grow and develop; it is dealing with modern problems on an outdated basis." Very few of the officials who characterized Rockville in an unfavorable light had nothing affirmative to add to the description.

As was the case with community residents and leaders, city officials most frequently mentioned the trees, parks, and open spaces as special and enjoyable elements of Rockville's physical environment. The historic districts,

particularly the West End Historic District, were also described as a significant amenity. Roughly one quarter of the officials responding expressed the belief that the districts provide the community with a sense of place, beauty, and stability. The Civic Center was singled out for recognition as the most significant place in the city. More recent residential neighborhoods, including Woodley Gardens and New Mark Commons, were cited by a few respondents for their large homes and pleasant environment. Almost 13 percent of the group indicated pleasure with the slowly growing vitality of what was described as an otherwise undistinguished central business district. For the most part officials believe that Rockville possesses some unique and distinctive areas, but almost one fifth of the respondents are disturbed with developmental pressures in the county that "have left few areas intact."

Over one third of the officials who responded to the questionnaire expressed the belief that the residents' perceptions of their physical environment are good: "neat, clean, and not run-down." Another third anticipated that residents would rate their environment as only fair. The remainder of the responses offered negative perceptions, suggesting variously that residents are either apathetic about their environment or believe that the pleasant areas have been ruined by the urbanization process. About 12 percent of the officials did not attempt to characterize the views of residents on this matter.

All but one of the city officials responded to the question regarding the effective boundaries of Rockville. As with community residents and leaders, a great variety of responses was received. The northern and southern edges of Rockville were again more clearly defined than were the eastern and western edges of the city. Gude Drive was the most frequently mentioned northern boundary of the city, and Montrose Road was mentioned by half of the officials as the southern edge of the city.

City officials noted four types of organizations that make substantial contributions to Rockville. They consider the neighborhood civic associations, especially the Twinbrook, West End, and College Garden Civic Associations as the most important organizations in Rockville. Various political organizations, including the Citizens for Good Government, Independents for Rockville, and Progressives for Rockville, were cited as influential city groups. One

third of the officials indicated that Mayor and Council play a vital role in the community. Peerless Rockville was cited numerous times for its contribution to Rockville preservation efforts.

Some city officials also consider the County Council, church, school, and business groups as important to the community. One official expressed the belief that "any group with large numbers of voters" is significant. Although only 14 percent of the city officials made any negative comments about Rockville leadership, one official remarked that many leaders are "politically favored individuals," while another observed that "community leaders lack ability to significantly impact issues."

City officials' perceptions of the sense of community in Rockville fall into five categories. One fourth of the officials indicated that the sense of community is very strong; one official called it the "highest in the metropolitan area." Another fourth of the officials who responded to the questionnaire expressed the belief that the sense of community is weak. About one fifth of the responses stated that the sense of community here is only moderate; "too diverse" and "not well defined" were frequent comments. One third expressed the belief that community spirit is concentrated in individual neighborhoods or "fragmented along community lines." Several officials maintained that the sense of community is crisis-oriented. These officials contend that only a small number of residents particpate regularly, while the majority respond only to issues which they perceive to be direct threats.

Officials believe that community residents perceive the sense of community in Rockville along very much the same lines. About one fourth of the officials anticipated the residents' perceptions as "strong"; another fourth believe that residents would perceive the sense of community as only moderate. A fourth of the officials feel that residents view community spirt as poor or apathetic. The residents' perceptions on this matter were not commented upon by almost a fifth of the officials. A lesser number of officials feel that residents would interpret the sense of community as fragmented or "in-neighborhood" only. Several officials did note, however, that opportunites for involvement are plentiful for those who would like to participate.

City officials expressed the belief that the historic districts were formed for two basic purposes. The first was to retain a meaningful link with the past, while the second was to achieve the actual preservation of the older sections of the city. However, almost one fifth of the officials expressed the belief that the formation of the historic districts was the direct result of "political maneuvering." Many in this group view the existence of the districts as an example of the considerable political clout of a few Rockville neighborhoods. Mention was made twice of the depressed "post-urban renewal" climate of Rockville which allowed the creation of the districts without "any real opposition."

Officials who responded to the questionnaire are divided on the question of whether the boundaries of the historic districts are suitable. One fourth of the group believes that the existing boundaries are appropriate; more than one half disapprove of the present situation. Numerous modifications to the boundaries were recommended. One official expressed the belief that the districts should be dispensed with altogether. Another stressed that those involved seem to have forgotten that "people live in the historic districts." Properties most frequently mentioned for inclusion in a historic district were the Civic Center, the Rockville Academy, the eastern side of Forest Avenue, the Methodist Church, and the various cemeteries. It is interesting to note that three officials suggested that sections of Lincoln Park and Haiti be included in the districts. The variety of recommendations made by city officials for alterations in the existing boundaries of the historic districts was much greater than that encountered in suggestions from community residents and leaders.

About one fifth of the respondents expressed the belief that the historic districts have made a positive contribution to the character and appeal of Rockville as a place to live. Another fifth of the city officials, however, are not aware of any benefits derived from the existence of the historic districts; 13 percent of the group believes that the districts have had no benefits. The remainder of the officials pointed to the stabilization of property values, the increase in market demand for historic homes, the protection of older areas from undesirable development, and greater pride in Rockville's history and architectural heritage as important benefits of the historic districts. Suggested improvements for the historic districts from city officials included underground wiring, state and national recognition, and greater design control.

Fully three-fifths of the responding city officials believe that the demolition of the old town center and its subsequent redevelopment were the most significant changes in Rockville since World War II. One third of the group pointed to the Rockville Mall as evidence of the less than successful renewal efforts. At least one third of the city officials believe that the proliferation of housing developments with its attendant growth in population has had a significant impact on the city. One official indicated that the developments have "polarized residents and lessened the sense of community." Half of the officials noted that traffic congestion and the expansion of the city itself have measurably altered the quality and pace of life in Rockville.

City officials characterized the future aspect of Rockville in a great variety of ways. Rockville as a blend of old and new was the only response mentioned more than once; the responses of community residents and leaders, as well as city officials, reveal that this image of the future city has great appeal for many in the community. The majority of city officials expressed the belief that a combination of flexibility and awareness would play the greatest role in determining the future development of Rockville. Two officials expressed the hope that Rockville would "mature with the vitality of youth" and retain a "sense of the past with an eye on the future."

A minority of city officials feel that the historic districts will contribute a measure of stability and community spirit that will help to shape the future character of Rockville. Roughly one fifth of the officials indicated that the districts will play a vital role in maintaining the integrity of older sections of the city. Thirteen percent of the responding city officials are concerned that the historic districts will adversely affect what they characterized as "much-needed change" in Rockville. One fourth of the city officials do not foresee any role for the historic districts in shaping the future character of Rockville.

No consensus regarding the roles their organizations will play in the future development of Rockville emerged from the officials' responses. Almost one fifth of the officials did not respond to the question; one official anticipated that his organization will play no role in this development. More than one third of the respondents expressed the belief that their organizations

would work toward the development of a better Rockville for all through participation in educational and lobbying activities as well as the planning process.

Conclusion

Responses obtained from community residents, leaders and officials encompass a great variety of attitudes and beliefs regarding both the appeal of Rockville as a place to live and the significance and role of historic districts in the city. There are, at the same time, certain issues relating to the physical environment about which a consensus is clearly apparent.

Responses to length of residence in Rockville ranged from a few months to a lifetime; a significant number of residents have lived in Rockville more than twenty-five years. It is fairly clear that a relationship exists between length of an individuals' residence in Rockville and his or her perceptions of the city's character and development. More recent residents, particularly those in the Montgomery Avenue Study Area, selected Rockville as a place to live because of proximity to employment, the attractiveness of the older sections, and the appealing blend of urban amenities and small town atmosphere. Community leaders and city officials responding to the questionnaire, drawn to the city chiefly because of employment opportunities, have lived in Rockville only a fraction of the time indicated by the resident respondents.

Descriptions of Rockville as a place to live elicited, for the most part, positive comments. A constantly recurring theme was the small town atmosphere of Rockville. The single-most prevalent description of the city was "pleasant," and there were frequent allusions to Rockville as a place where suburban convenience is combined with urban amenities. Most respondents expressed general pleasure with one or another aspect of the city's environment and ambience. Yet, at the same time, many cited the high cost of living, high tax rate, perceived reduction in city services and profound disillusionment with the enormous changes occurring in the downtown area as factors causing them to begin viewing Rockville as a less desirable place to live.

Most residents, leaders, and city officials expressed the belief that Rockville possesses a significant array of organizations that make substantial contributions to the community. The neighborhood civic associations are considered by all three groups to be the most important organizations in Rockville. Churches, schools, parent-teacher associations, Mayor and Council, and various city commissions are likewise acknowledged to be influential city groups. The fact that respondents identified very few specific leaders suggests that, on the whole, organizations are far more visible than are the individuals who staff them.

Expressed attitudes about the sense of community in Rockville ranged from "fair or loose" to "active and participatory." At the same time, many respondents from all three categories believe that community spirit in Rockville tends to be considerably stronger within individual neighborhoods than in the community as a whole. Furthermore, an appreciable number of respondents suggested that most residents tend to respond only to those issues which affect them personally.

A definite pattern emerges from responses to questions dealing with significant aspects of Rockville's physical environment and places considered most enjoyable. An overwhelming majority of respondents indicated that the parks, open spaces, and abundance of trees are major sources of enjoyment and appreciation. In addition, many respondents indicated that these amenities provide Rockville with a more rural character than is found in most places in the metropolitan area. The historic districts and older sections of town, particularly the West End, are considered vital components of the environment and tangible reminders of Rockville's past. The Civic Center emerges as the most popular place in Rockville, valued for its symbolic connection to the past and for the beauty and usefulness of its grounds and facilities. The Municipal Swim Center and Library are also perceived to be significant resources of the community.

At the same time, a general dissatisfaction with the physical environment permeated the comments of residents, leaders, and officials alike. The demolition of the old downtown area is felt to be the most pervasive change that has occurred in Rockville over the past three decades. Respondents expressed the belief that the character of the city has been

ravaged by the redevelopment of downtown Rockville. Their comments reflect a great deal of concern and a measurable degree of bitterness about the resulting loss of the city's physical and psychological focus. These responses also regard the astonishing growth of the area and the deterioration of the traffic situation as having further eroded the fabric of the city.

Perceptions of the future character of Rockville, while addressing isolated issues, focused in general on the need for more careful planning and control of both commercial development and traffic. Responses from residents, leaders, and officials alike tended uniformly to suggest that the future character of Rockville should be derived from a viable and pleasing mixture of the old and the new.

The clear majority of responses from all three groups expressed the belief that the historic districts have played a significant role in protecting the older areas in Rockville, thereby serving both to heighten awareness and interest in the city's past and to ensure the preservation of its distinctive architectural heritage. At the same time, a significant number of responses suggested that the historic districts were created for purely political considerations or were intended as a form of compensation for the earlier demolition of the downtown area.

The majority of residents and city officials responding to the questionnaires expressed approval of the existing boundaries for the historic districts; virtually all of the community leaders indicated a lack of awareness of them. Despite the preponderant approval of the boundaries, however, it is significant that a majority nonetheless suggested expanding them to include additional areas and structures. An appreciable number of suggestions cited specific properties, including Chestnut Lodge, the Rockville Academy, the Methodist Church, and the Civic Center. Many respondents, especially those from the Baltimore Road Study Area and Lincoln Park, would like to see the Old Baltimore Road area included in the historic district, although they also expressed concern for the potential impact of Metro on their neighborhoods. Haiti residents, while proud of the history of their community, nevertheless maintain that it does not warrant designation as a historic district. A number of respondents expressed the belief that most of the appropriate properties have already been placed in historic districts and that enlarging the districts would only diminish their significance.

The most frequent suggestions for improvement in the historic districts dealt with remedies for traffic problems, the installation of underground wiring, and the placement of markers on all historic structures. A few respondents expressed the belief that the authority of the Historic District Commission should be reduced; several urged that care be exercised to prevent the historic districts from becoming a museum curiosity at the expense of those living there.

On the basis of these findings, it can be concluded that certain symbols are widely perceived by Rockville residents to imbue the rapidly changing urban environment of the city with its innate sense of continuity and character. These elements, which provide residents with a sense of security and a feeling of pleasure and relief from the stresses of city and suburban life, include the West End, the Civic Center Mansion and grounds, and such natural features as the trees, parks, and verdant open spaces. These valued features provide a sense of continuity simply by being there, by acting as a congenial backdrop for the varied life of the community. Because of such vivid associations of Rockville residents with features that tend to make Rockville more habitable and unique, planning for the continued development of the city must focus on establishing an integral relationship between such features and the larger urban environment. Retention and intelligent use of the significant older areas in the city provides a creative vehicle for both affirming and implementing such a relationship.

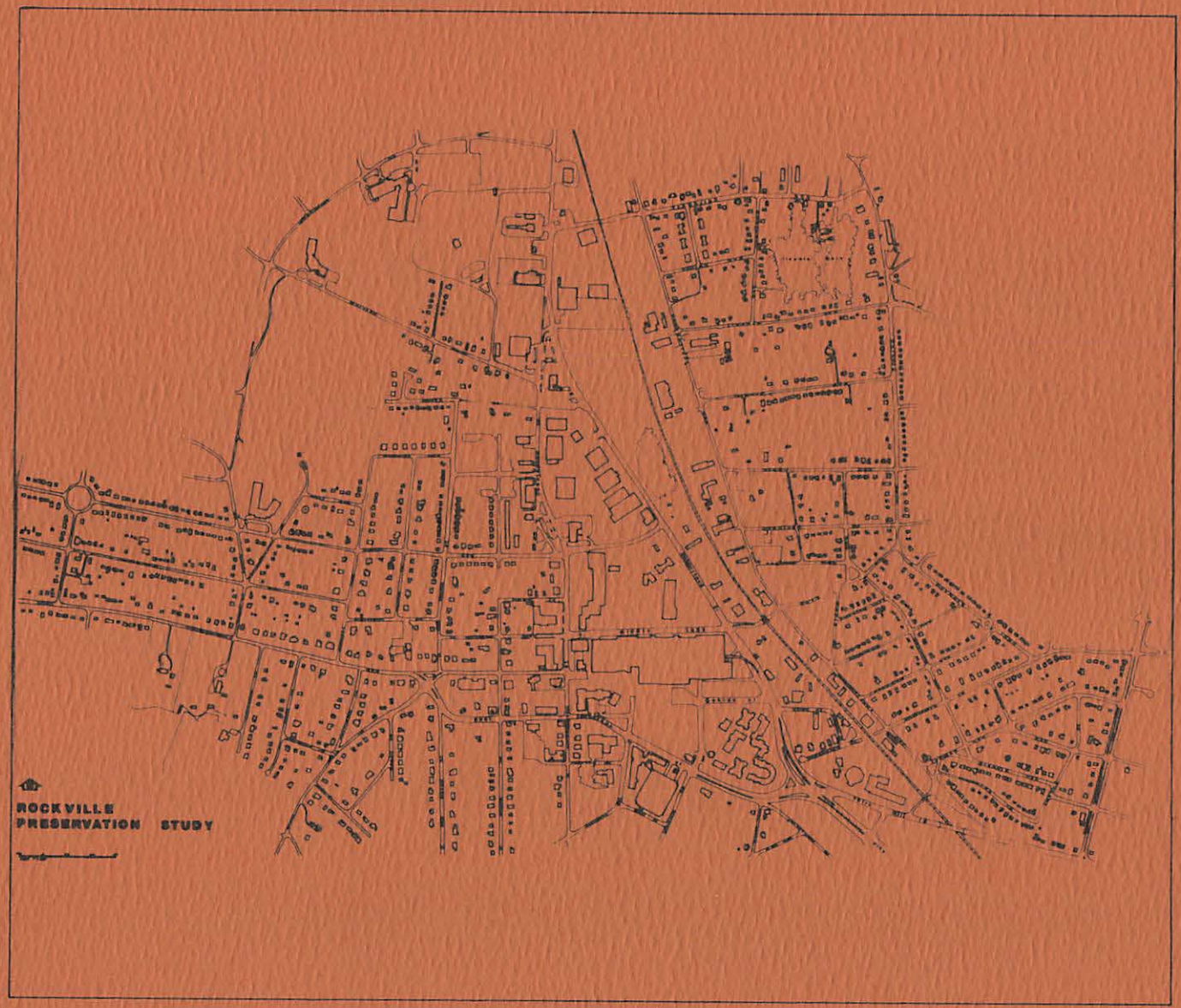
Such an approach to protecting and preserving the significant older areas of the city must be central to planning for a changing future, particularly at a time when most Rockville residents are genuinely concerned about how to cope with the overwhelming changes brought about by rapid growth and urban renewal. In examining the anti-growth sentiments expressed by respondents in the questionnaires, it is apparent that the outcry is not so much against growth and development *per se* as against its particular consequences. Underlying this outcry, moreover, is a discernible appeal to retain those remaining amenities which residents enjoy and do not wish to relinquish, but sometimes feel they have already lost or are in the process of losing. Such sentiments, which too frequently are perceived as lying outside the bounds of traditional preservation interests, may in fact

be central to the principal objective of a viable historic districts preservation program--the retention not only of a significant concentration of buildings but also of the larger amenity structure from which the cultural environment as a whole derives its meaning and significance.

Footnotes

1. Published models of the approach developed by Professor Senkevitch are the two publications of the Old Anacostia class project undertaken in the spring of 1975: *Old Anacostia, Washington, D.C.: A Study of Community Preservation Resources* (Washington, D.C.: Metropolitan Washington Planning & Housing Association, 1975), and *Design Guide for the Exterior Rehabilitation of Buildings in Old Anacostia* (Washington, D.C.: Metropolitan Washington Planning & Housing Association, 1975). Other studies have been "Takoma Park Preservation Study" (May 1974), and "Mount Pleasant Preservation Study," (May 1976).

2. For a brief account of the rationale and methodology, see the introduction to "Analysis of Community Attitudes," in *Old Anacostia, Washington, D.C.: A Study of Community Preservation Resources* (Washington, D.C., 1975), pp. 89-90; cf. also footnotes 1 and 2 on p. 110.



AREA ANALYSIS

AREA ANALYSIS

Despite the rapid postwar transformation of Rockville from a small but thriving county seat into the second-largest city in Maryland, the community has retained a number of significant older residential neighborhoods. Their attractive small-town ambience, evoking the ideals and accomplishments of an earlier era that imbued Rockville with a unique picturesque aspect, remains distinctive in the monolithic suburban sprawl that has engulfed the Washington metropolitan area. That ambience is established by a notable concentration of handsome and architecturally varied houses, arranged harmoniously along tree-lined streets, which combine with other environmental amenities to create a visually pleasing whole whose effect is greater than the sum of its parts. These amenities consist of spacious landscaped yards, street furniture, and an array of other special features that enliven the physical setting of these neighborhoods and endow them with a vivid sense of place. For this reason, they are as worthy of preservation and maintenance as is the noteworthy grouping of structures for which they provide such an attractive setting. Indeed, it is the interrelationship of buildings and these amenities that gives ultimate meaning and character to the older residential neighborhoods in Rockville.

This section thus seeks to identify and examine the assortment of visual, physical, and functional aspects that both comprise and affect the environmental amenity structure in the various areas, encompassing the existing historic districts, that are the objects of the present study. Examination of these various aspects--which range from land use and building conditions to vistas, viewpoints, landmarks, and focal points, together with such important factors as zoning, parking, and development pressures--has revealed both attributes and problems in each of the respective study areas; these are likewise discussed in this section as a prelude for the recommendations for developing a viable historic districts preservation program for Rockville that appear in the concluding section of this report.

Character Areas

A complex array of activities is to be found in Rockville which may be seen to concentrate in certain discrete areas. Encompassing and providing the context for the areas that are the subject of this study, these "character areas" include: Town Center, Civic, Transitional, Residential, Parkland, Educational, Commercial, Light Industrial, Religious, and Transportation (See Figure 47).

The Town Center Area is comprised of that portion of downtown Rockville which was cleared under the 1960s Mid-City Urban Renewal Project to revitalize the central city. The bulk of the site has been redeveloped with a massive horizontal shopping Mall, a high-rise office building, and an apartment complex consisting of more varied vertical and horizontal elements. The structures assume the unmistakable aspect of urban renewal architecture found in other renewed city centers rather than evolving out of or complementing the building patterns and traditions found in Rockville. The open site to the west of the Mall is to be redeveloped as a county courthouse-office building complex. The site at present provides a pedestrian link between the buildings to the north and adjacent public buildings.

The county office building, city hall, public library, post office, county courthouse, and attendant open spaces comprise the Civic Area. With its concentration of county and city facilities and the distinctive red brick courthouse tower, this area is the functional core of the community as well as its symbolic heart. There is a sense of activity here as county residents and employees utilize the facilities of the county seat. The buildings represent a mixture of architectural styles and periods but are of compatible scale. The library, city hall, and county office building have been integrated into a coherent unit with a definite sense of place, with landscaping used to enhance the outdoor public spaces. Despite attractive physical amenities, Courthouse Square awaits completion of the county complex at its southern boundary before it can become an equally vital civic space.

Clustered around the courthouse, as they have been historically, are a number of law offices, as well as two churches and several residences

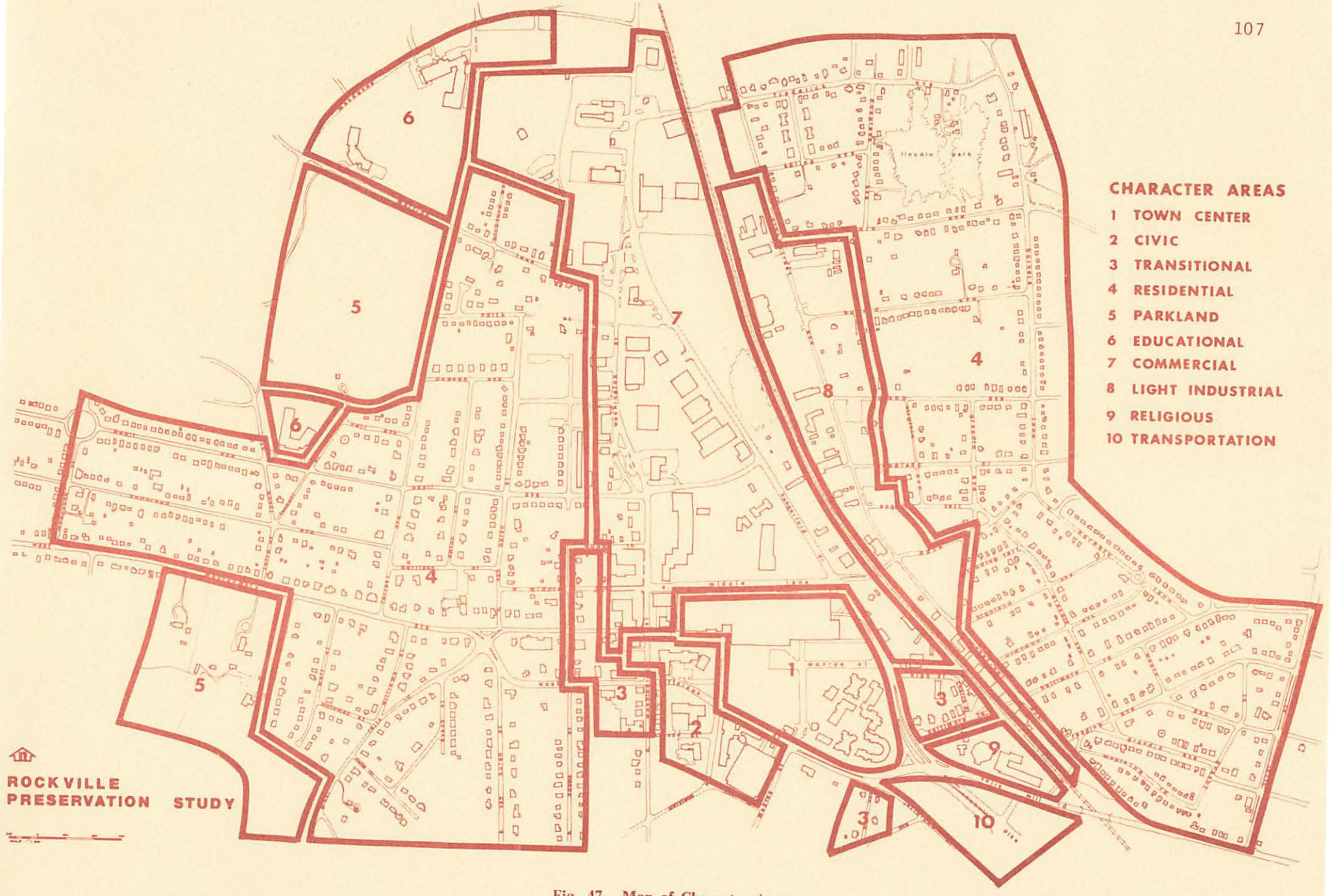


Fig. 47 - Map of Character Areas

which, together, comprise the Transitional Area. The law offices are predominantly housed in converted residences of various periods and styles or in modern structures of generally sympathetic scale. The area buffers portions of the residential areas to the west from the commercial and civic areas to the east. It also creates a mesh between residential building types and larger commercial/office structures.

To the west of downtown Rockville is a Residential Area composed of a mixture of housing types from the late nineteenth and early twentieth centuries, with groupings of later tract homes and some half-dozen pre-Civil War structures. It is predominantly single-family and low scale. The prevailing atmosphere of the area reflects the continuing conception of Rockville as a place to live in green and healthful surroundings amid spacious yards and tree-lined streets.

Contributing to the verdant character of this residential area is the Private Parkland to the south. This large landscaped expanse, the grounds of private institutions and estates, offers visual if not accessible open space. An area of Public Parkland to the northwest of the residential area, including Welsh Park and the Municipal Swim Center, provides both visually attractive and publicly accessible recreation areas. The playing fields of the Educational Areas to the north and and south complete this wedge of open space.

A large Commercial Area extends along North Washington Street and Hungerford Drive to the west of the B & O Railroad tracks. The southern portion of the area near the Urban Renewal site is comprised of predominantly retail and service outlets in the 1950s building style, while the mixture of medium- and high-rise office and commercial structures to the north is of more recent construction. There is no integration of the building scales, and there are large spaces devoted to parking lots or awaiting development, giving the area an unplanned character which distinguishes it little from the strip development along Rockville Pike.

An area with a similar lack of formal planning though with smaller scale buildings is the Light Industrial Area along the B & O tracks. It accommodates wholesale, service, some research and development, and storage functions in one-story block buildings dating from the post-World War II era. The negative environmental character of the area derives less from the neutral

architecture of the buildings than from their lack of coordination and landscaping.

To the east of the industrial area, and largely unbuffered from it, is another sizeable Residential Area. It contains both single- and multi-family dwellings, but the area is comprised predominantly of low-scale single-family units. There are enclaves of nineteenth and early twentieth century buildings in the northern and southern portions of the area, with small-scale mid-twentieth century tract development in between.

Across the B & O tracks from the eastern residential area and visible from it is a one-block section of Baltimore Road which forms a Transitional Area. It is comprised of the old B & O Railroad Station, Wire Hardware, and four nineteenth century houses, two of which have been converted into office or commercial use. The combination of the station, hardware store, and residential scale buildings creates an atmosphere that evokes an earlier era when the station served as the gateway to Rockville.

Part of today's gateway to central Rockville is created by St. Mary's Church and cemetery, sitting on a gentle knoll above Baltimore Road. This Religious Area includes the old cemetery and church as well as the modern octagonal structure and three-story school. Although the new church building is not well integrated with the old, the venerable oak trees and weathered headstones of the cemetery and glimpses of the old courthouse tower between highrises in the background suggest the presence of the past in the modern city.

The short segment of Park Avenue to the south of East Jefferson Street is another Transitional Area and evokes a similar contrast in character with adjacent twentieth century structures. The street contains a prominent house on the corner of East Jefferson Street, a residence converted to a law office, and several other houses. The gateway potential of this street is so far unrealized.

The religious area and Park Avenue transitional area are separated by a massive, self-contained Transportation Area. The swollen highway rivers converging on the city from the south have very nearly inundated these islands from the past. They have also carved bleak islands of small-scale landscape that fail to counteract the vastness of the roads, so that the area has no

other function than transportation. The temporary barriers thrown up on East Jefferson Street and Hungerford Drive to divert the torrents of traffic add to the unwelcoming aspect of today's southern entrance to downtown Rockville. The barriers, an ad hoc solution to a complex problem, and the failure to integrate the scale of the highways entering Rockville with that of surrounding landmarks to form a real gateway, are symptomatic of the larger problem. That problem is the failure in Rockville's planning in the 1960s and early 1970s to adapt new development to the human scale of the old downtown. It is the aim of the present study to examine the community's historic resources so that in future planning they may be used as the keystone for subsequent development.

Preservation Study Areas

The present study has concentrated on examination of five areas in Rockville (see Figure 48). The first and largest area encompasses three of the currently designated historic districts, for which West Montgomery Avenue is the main east-west corridor; it is referred to in the present report as the Montgomery Avenue Preservation Study Area. The second area includes another designated historic district and a residential neighborhood which adjoin the B & O railroad tracks on both sides and are linked by the Baltimore Road axis; this area is referred to in the report as the Baltimore Road Preservation Study Area. Three other areas were also examined, although in less detail, to ascertain their historical and environmental significance and to determine whether it would be appropriate to recommend designation of additional historic or transitional districts. These include the block along Park Avenue; the residential neighborhood known as "Haiti," bounded by Martins Lane and North Street; and the central portion of the Lincoln Park Neighborhood.

The five areas were surveyed, and information such as style, use, and building condition was recorded for each of the 305 buildings inventoried. The maps for Existing Land Use (Figures 49 and 51) show the distribution of uses within the study areas, while those for Existing Building Conditions (Figures 50 and 52) depict the physical conditions of the buildings as apparent from the exterior.

Montgomery Avenue Preservation Study Area

The largest preservation study area examined in detail includes much of the West End Neighborhood Study Area identified in the 1970 Master Plan as well as portions of the Great Falls Road Area and the Central Business District. It also includes the West Montgomery Avenue, South Washington Street, and Courthouse Historic Districts (Figure 48).

The study area consists of a sizeable residential section to the the west of South Adams Street and a transitional section to the east. The area as a whole includes 154 single-family dwellings, 4 multi-family dwellings, 6 houses with portions devoted to office use, 14 houses converted to offices, 4 office structures, 2 commercial structures, 5 churches, 2 schools, an historical society office and historic house-museum, and alcoholic rehabilitation center, a sanitarium, a funeral home, a bank, the old post office, and the courthouse (See Figure 49).

The residential portion of the area is characterized predominantly by two-story single-family homes with ample front porches which are set back a considerable distance from the street, as on West Montgomery Avenue, or by houses with shallower setbacks but generous side or back yards, as on Wall and Thomas Streets and Forest Avenue. Spreading shade trees, occasional brick sidewalks, wrought-iron fences, and a few gas lights enhance the turn-of-the-century ambience. Absence of sidewalks and finished curbs and gutters on many of the side streets conveys an informal, country-town atmosphere. The large private yards and sizable open spaces around the Rockville Academy, Chestnut Lodge, and the veterinary office at 522 West Montgomery Avenue are important in creating the green and open atmosphere of the neighborhoods.

The greatest threat to the appeal of the West End-Great Falls neighborhoods is the high volume of traffic on West Montgomery Avenue, Great Falls Road, and West Jefferson Street. The large volumes of traffic and the resultant noise and air pollution detract from the serenity and charm of the area and may conceivably cause homeowners to show less concern for the upkeep of their homes.

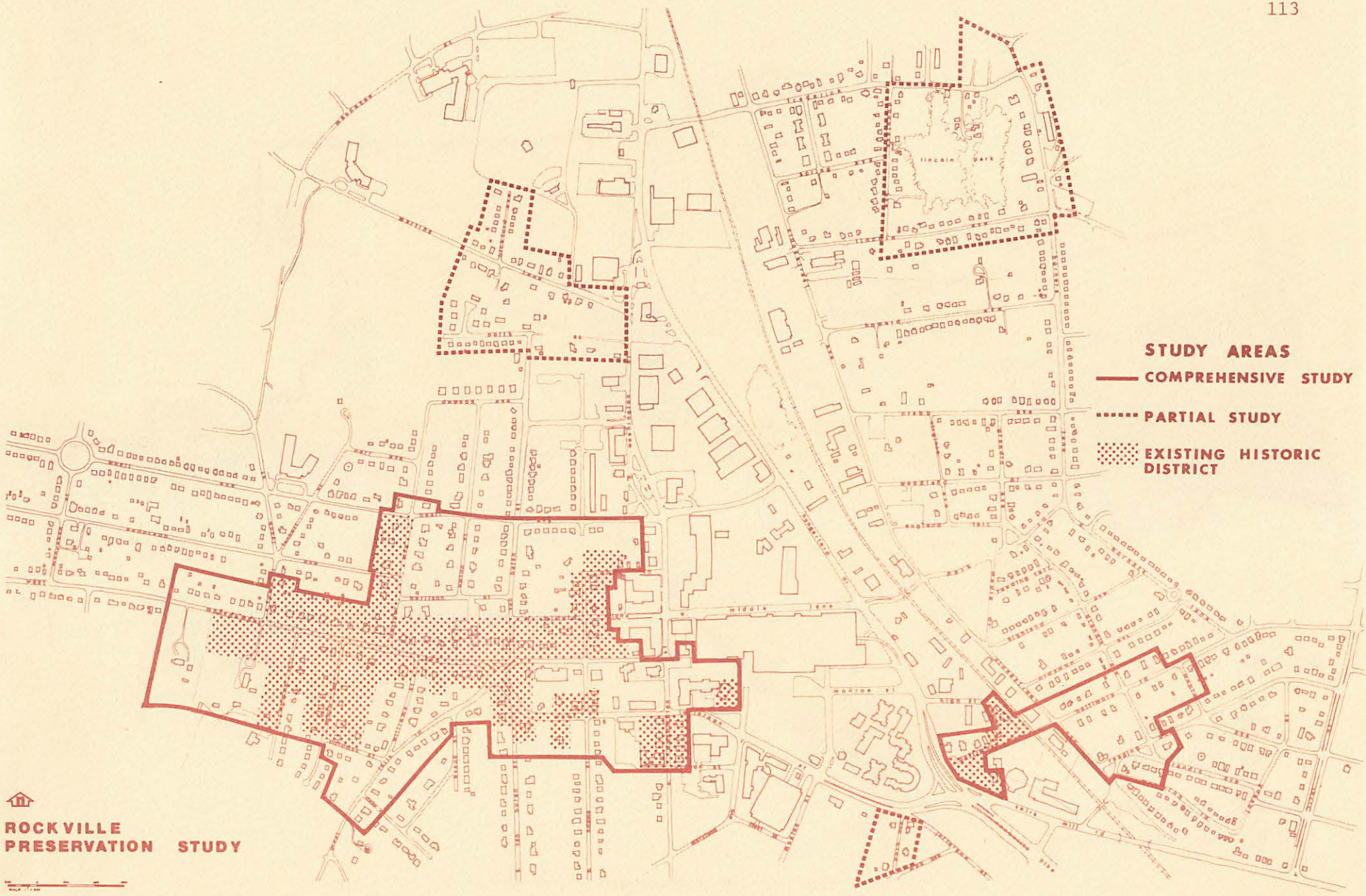


Fig. 48 - Map of Study Areas

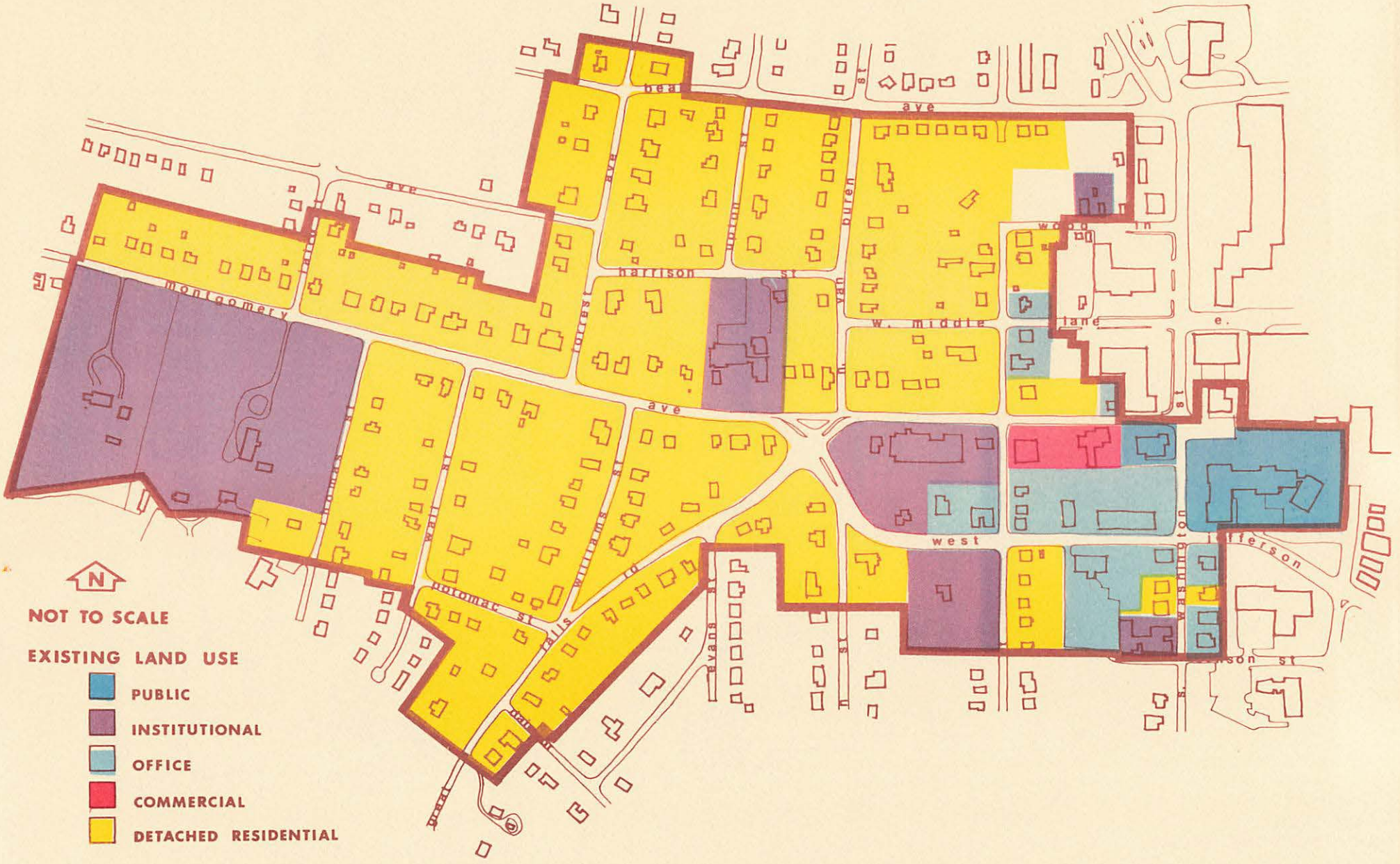


Fig. 49 - Land Use - West Montgomery Avenue Study Area

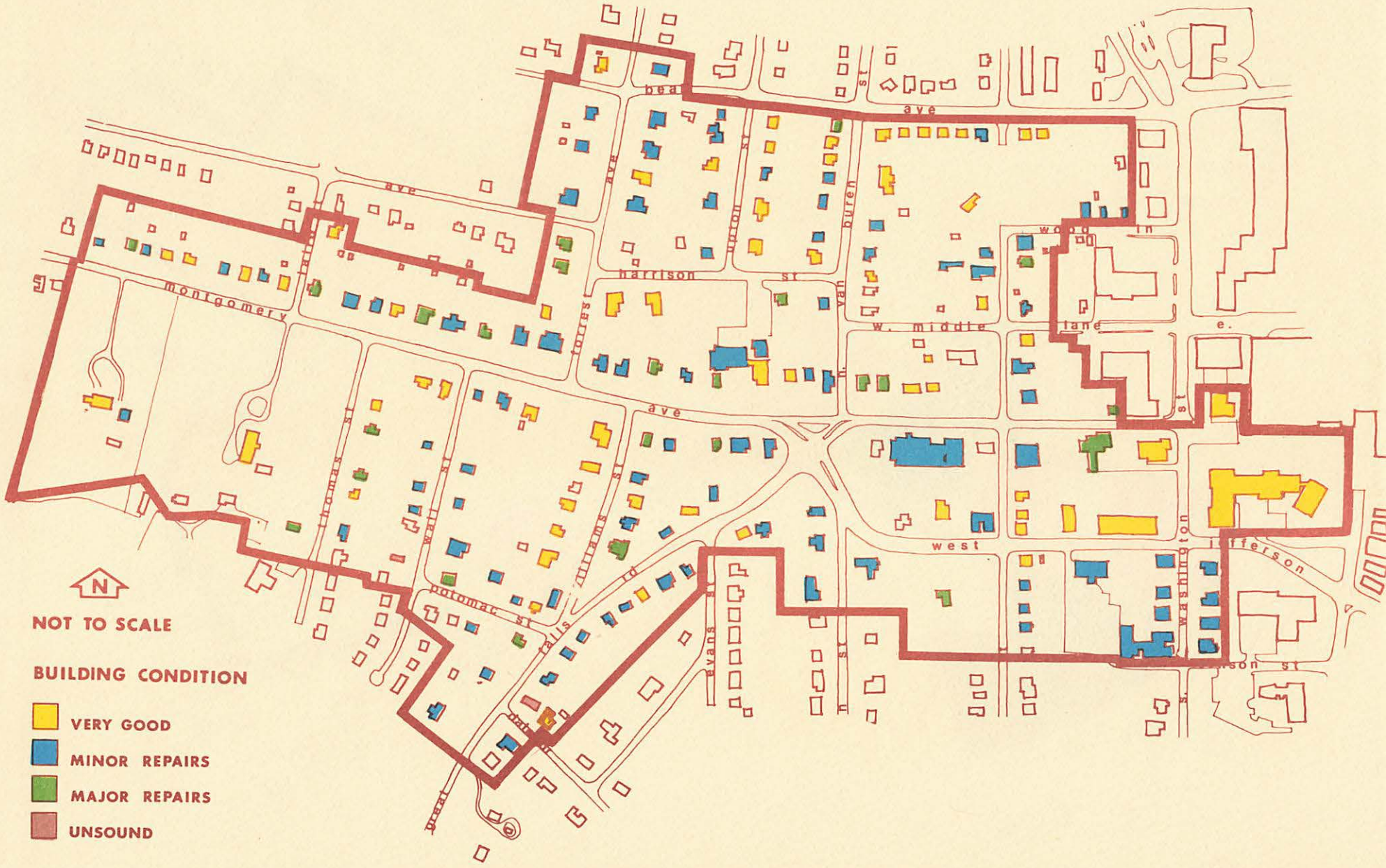


Fig. 50 - Building Conditions Map - West Montgomery Avenue Study Area

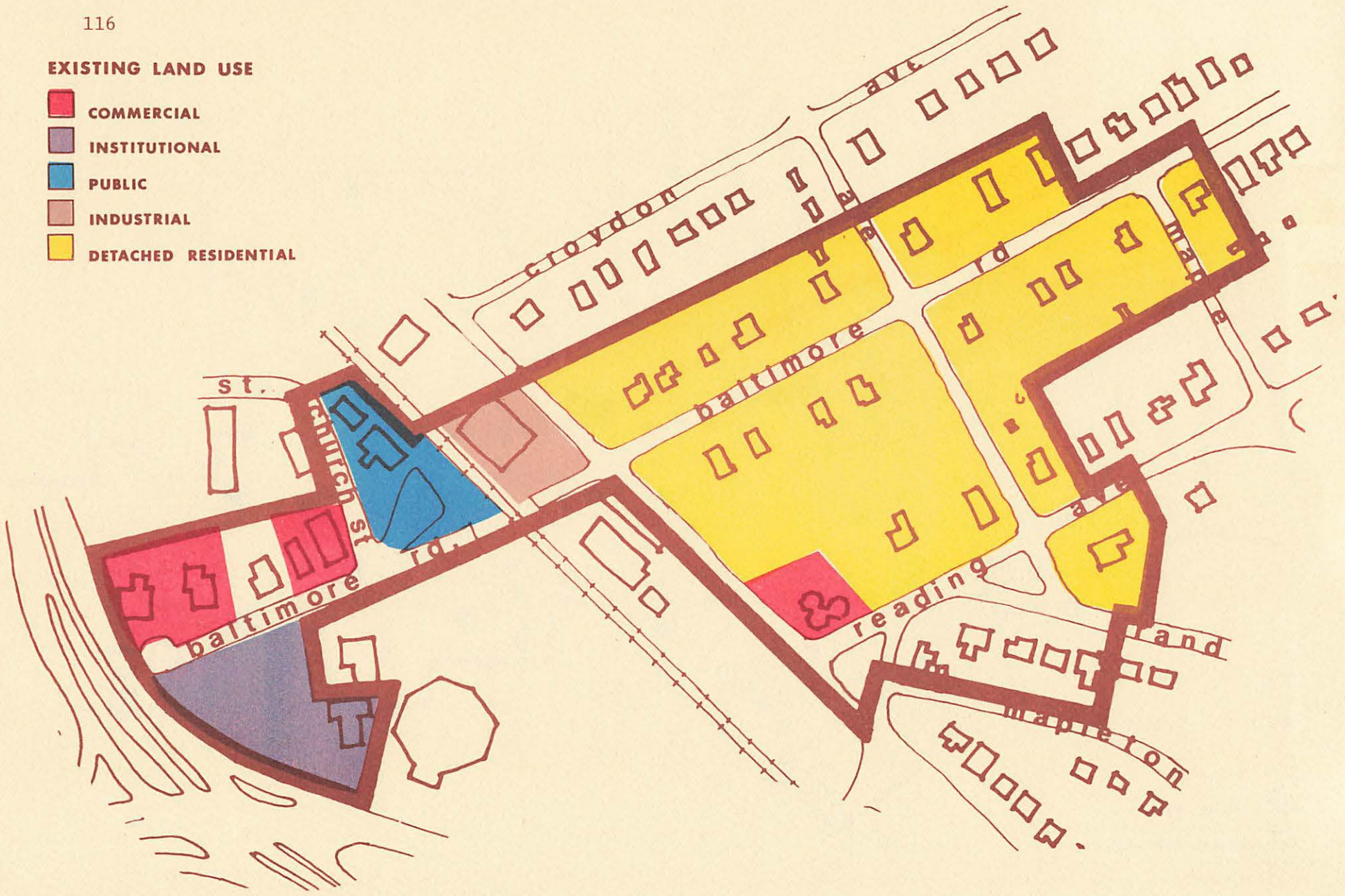


Fig. 51 - Land Use - Baltimore Road Study Area

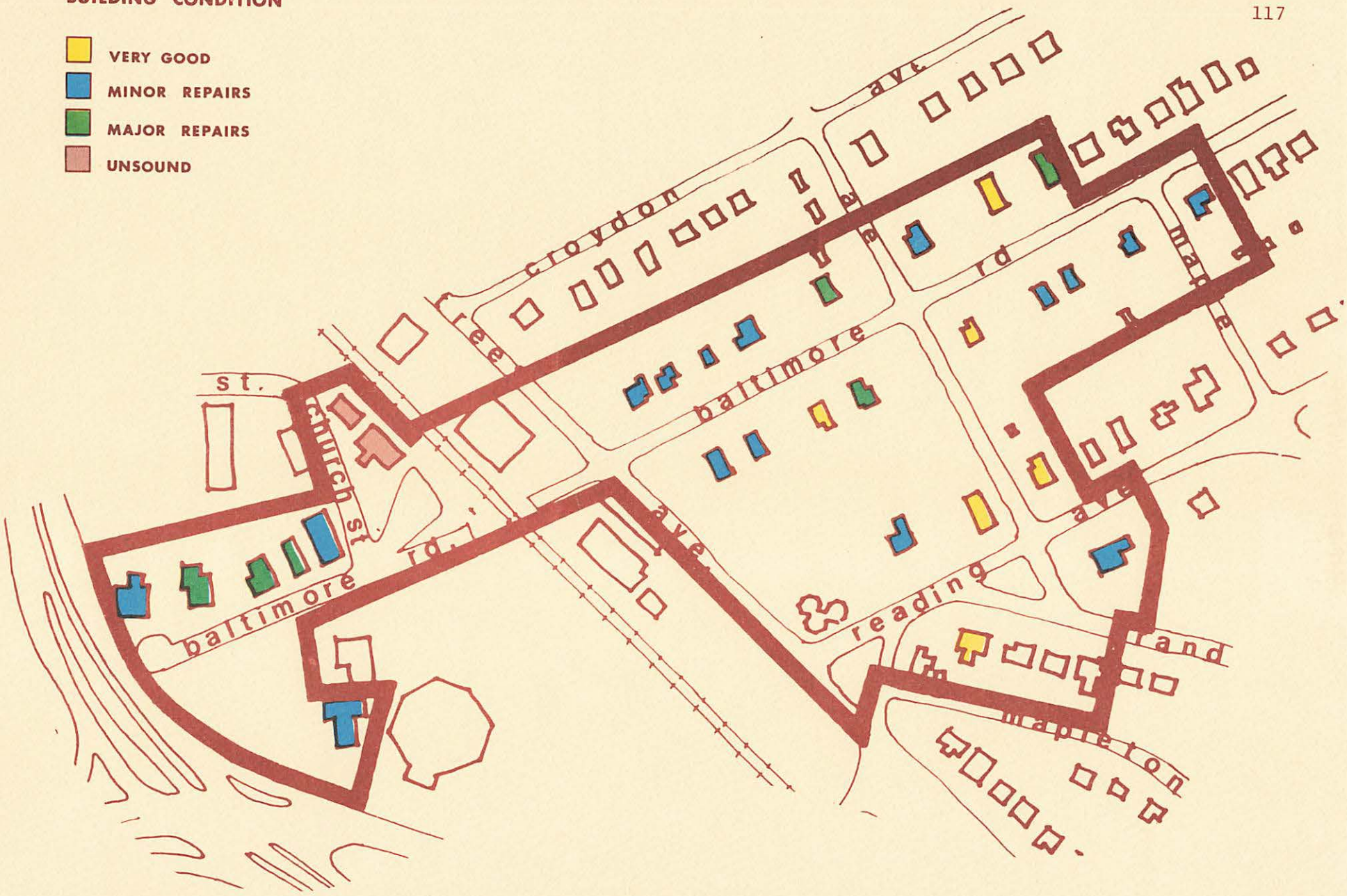


Fig. 52 - Building Conditions - Baltimore Road Study Area

In part as a response to traffic and other development pressures from the commercial and civic core, and in part through an enlightened zoning policy, several residences have been converted to law offices in the blocks just west of the county courthouse. The majority of the office conversions have occurred along South Washington, South Adams, and North Adams Streets. The concern for preservation that has led the law firms to retain historic buildings rather than replace them with modern structures is to be commended. However, greater sensitivity is needed in the future to avoid some of the more glaring alterations: improperly sized or installed artificial siding, porch carpeting, partial or complete enclosure of front porches, additions with no attempt at architectural integration with the original building, air conditioners improperly placed--in one case, midway through a shutter. Many parking lots lack fence or landscape screening; attractive exceptions are 5, 9, and 101 North Adams Street. Occasionally, there is an absence of foundation planting or inadequate maintenance of the existing landscape.

Along West Jefferson Street, between South Washington and South Adams Streets, are three office buildings that require special notice. Two of these are modern buildings of contemporary "Georgian" design; the third is a recent conversion to office use of the former Baptist Church Sunday school building. The restraint of the owners in confining the buildings to a scale that is sympathetic with the surroundings is commendable. However, the adaptive use of the Sunday school buildings hardly compensates for razing the church itself. The extensive parking lots required by city ordinance create what seems an excessive concentration of cars for the area and street system serving it and upset the balance of buildings and spaces on the north side of the street. Each of the buildings sits isolated amid asphalt, with no attempt made as yet to relate them to the surrounding area through landscaping. A more successful integration of building and site, and a positive example of the use of walls and landscape to screen parking areas, occurs on the two properties across the street, 22 West Jefferson Street and the adjoining property of 101 South Washington.

An even more disrupted streetscape in this part of the study area is the northern portion of the block just discussed--the buildings and spaces that

front on West Montgomery Avenue between South Washington and South Adams Streets. There are two fine structures on the north side of the street--39, Judge Anderson's home, and 15, a law firm. The residence is beautifully landscaped, but the law firm is crowded against the blank and uninviting rear wall of a shopping center on the one side and bordered by an unsightly parking lot on the other. On the south side of the street, the old post office anchors the corner, but from the post office parking lot west, the streetscape deteriorates; there is, first, a building with two or three vacant and neglected units, then a pothole-filled lot and one next to it that is only slightly better maintained. The one-story brick structure on the corner of South Adams Street, housing a fast-food restaurant, dry cleaner, and car rental company, is ringed with unsightly parking and service areas. Merging with the parking lots behind the West Jefferson Street buildings, the vacant lots disrupt the continuity of the entire block.

The block just discussed represents the most severe maintenance problem in this study area. On the whole, buildings in the eastern portion of the area are better maintained than the grounds. Maintenance of both buildings and grounds is generally high in the western portions of the area, with lower maintenance at busy intersections (See Figure 50). The physical condition of the buildings was assessed using the following criteria:

Excellent: Appears completely structurally sound and well-maintained.

Good: Requires only minor protective maintenance or repairs such as painting, etc.

Fair: Shows signs of neglect and need of repair.

Deteriorated: In extremely poor condition, requiring major rehabilitation and repairs.

Of the total number of buildings in the study area, 33% were rated excellent; 51% were rated good; 15% were rated fair, and 1% were rated deteriorated.

Baltimore Road Preservation Study Area

The second preservation study area is comprised of the properties fronting on Baltimore Road to the west and east of the railroad tracks (hereafter referred to as west Baltimore Road and east Baltimore Road, respectively), certain properties on Reading and Grandin Avenues, the B & O railroad station, and old St. Mary's Church and cemetery (See Figure 51). The area includes the Station Historic District which, as originally designated, encompassed all of west Baltimore Road. The preservation study area also comprises a portion of the Central Business District and Horners Lane Neighborhood Study Areas as defined by the 1970 Master Plan.

Set off from the traffic of Hungerford Drive by a cul-de-sac and shaded by large trees, west Baltimore Road is a remnant of the residential neighborhood that developed following the opening of the Metropolitan Branch of the B & O Railroad in the 1870s. It contains two commercial buildings--the WINX building in a converted residence next to Hungerford Drive, and Wire Hardware in a handsome brick structure--two residences, and one formerly vacant house recently converted to use as the office of a local newspaper. Slightly to the northeast of Wire Hardware and adjacent to the tracks is the original B & O railroad station--visible from certain points in the eastern portion of the study area. The depot, located on the Metro right-of-way, is to be moved; the question of a suitable location is discussed later in the report.

Visually related but set slightly apart on a low hill above west Baltimore Road are old St. Mary's Church and cemetery. Although the cemetery lacks the serenity it had before construction of the major arterials, it is still a charming spot with both ornate and simple gravemarkers--including those of F. Scott Fitzgerald and his family members--sheltered by ancient oak trees.

Across the B & O tracks from west Baltimore Road is the continuation of the late-nineteenth century neighborhood generated by the arrival of the railroad. East Baltimore Road and portions of Reading and

Grandin Avenues have a distinctive flavor that sets off the immediate area from the adjacent residential development. Two-story houses with expansive front porches, attic dormers, an occasional turret, slate or tin roofs, spacious yards, and mature shade trees characterize this attractive quarter. The buildings surveyed included 21 single-family dwellings and 2 multi-family structures.

A resurgence of interest in both sections of Baltimore Road is suggested by several recent restorations, although a few structures show signs of neglect. The building conditions, evaluated according to the criteria outlined earlier, are as follows: 23% excellent, 52% good, 19% fair, and 6% deteriorated (See Figure 52).

Both portions of the study area benefit from their convenient proximity to the Central Business District and the recreational facilities at the Civic Center. However, excessive on-street parking is a problem on west Baltimore Road, while traffic undermines the ambience of both St. Mary's cemetery and east Baltimore Road. The amount of traffic generated by the industrial users on Stonestreet Avenue, the traffic planning which converted east Baltimore Road into an urban collector, and plans for Metro threaten the integrity of the neighborhood.

Park Avenue

A short isolated street segment along Park Avenue was considered worthy of analysis because of its critical location at the entry to the downtown and because of the quality of the buildings along the street. Included among the four residences and the house converted to office use are striking Stick-Style Bungalow and an expressive Queen Anne house with shingled second story--a landmark seen from East Jefferson Street.

Early maps reveal that the street formerly contained several more houses. Because of the removal of these structures, the present street has an incomplete sense of definition particularly on the west side which contains only a single house at either end separated by extensive open space.

The tall oak and evergreen trees on the vacant lots and along the rest of the street are attractive components of the streetscape, however, and future development should include the existing landscape where possible. These trees, like those around St. Mary's Church and cemetery, also provide an important oasis of green in the otherwise barren transportation area created by Rockville Pike, East Jefferson Street, Veirs Mill Road, and Hungerford Drive.

Park Avenue is at present an isolated enclave of residential-scale buildings on the edge of the higher density urban renewal area. The Americana Apartments--soon to be joined by the new county courthouse-office towers--loom large across East Jefferson Street. On the other hand, there are also views of the old courthouse tower and the residential-scale buildings on

Baltimore Road which are visual links to the pre-urban renewal era of which Park Avenue is one of the few suvivors. It is this link with the earlier small-scale downtown that makes retention and enhancement of the Park Avenue environment so desirable.

Haiti

The fourth area examined in the present study, known locally as "Haiti," includes Martins Lane, North Street, and two cul-de-sac streets, McLane Court and Bickford Avenue. It is a small but cohesive neighborhood in which many of the residents are descendants of the free blacks who obtained the land from Miss Margaret Beall in 1865.[1] The land development pattern reflects the area's history in an interesting way. In between the row of one- and two-story houses along North Street and Martins Lane, with access from smaller lanes or easements, are several houses suggesting the earlier family-farm era predating the present street layout. One large parcel has been divided up over the years to a grandmother's home, her daughter's home behind it, and her grandson's modern one-story home fronting on Martins Lane. The two older homes are visible from North Street and Martins Lane

and are local landmarks. The home sites of other family members are also well-known to Haiti residents, including the home of William Wood on Martins Lane, Oscar Wood on North Street, and the house on the corner of North Washington and North Streets which was presented to their father, Edward Wood, Junior, by his father as a wedding present some 100 years ago.[2] A new resident of the area has built a tower addition onto his house at 100 North Street, and it is becoming a local landmark as well.

Architecturally, the area is a mixture of houses dating from the nineteenth century up to recent duplexes on McLane Court. Although the study area is not noteworthy architecturally, with the exception of a few buildings, its interest lies in its important place in local black history and in its continued social cohesiveness--a rarity in today's fluid society. Residents take pride in the neighborhood's history and appearance and exhibit a refreshing degree of cooperation in such projects as exterior home improvements.

The area benefits aesthetically from proximity to the landscaped Municipal Swim Center and the open space surrounding Rock Terrace High School. Threats to the area include through traffic, redevelopment plans for the drive-in theater site, the unbuffered post office parking lot, car lots, and other potential public or commercial uses encroaching from North Washington Street. As an example of the latter, the earliest surviving Wood family house is slated for demolition to make way for a pizza parlor.[3] Uncertainty surrounding the adjacent Dawson-Adams redevelopment area has also been of concern to the residents. Such redevelopment will have to be handled with care to avoid overpowering this unique community.

Lincoln Park

Lincoln Park, one of the oldest black communities in Montgomery County, has been somewhat isolated from the rest of the city because of its

racial distinctiveness and because of its distance from the central core of the city.

The surveyed portion of the area is composed predominantly of single-family homes set on deep lots with a sense of almost rural openness. The lots adjoin the Lincoln Park recreation area on the east side of Douglass Avenue, the north side of Lincoln Avenue, and the west side of Horners Lane. Lincoln Park Cemetery, on a prominent hill above Frederick Avenue, reveals the age of the community with gravemarkers going back to the mid-nineteenth century. Although still in use, the cemetery is in poor condition and is therefore of less associative and aesthetic value than it would be if better maintained.

Architecturally, the buildings surveyed are not outstanding, although there are a few noteworthy structures, such as the Victorian Cottage at 327 Lincoln Avenue. There are also several unique buildings, including the striking house at 222 Frederick Avenue, the Washington Row at 302 Lincoln Avenue, and the barber shop at 311 Lincoln Avenue.

Lincoln Avenue is subject to through traffic from the light-industrial area and public facilities on Stonestreet Avenue and Horners Lane. Douglass Avenue has less through traffic and consequently a quieter atmosphere. Metro's plans to close Frederick Avenue will affect traffic and access patterns in the area, although an analysis of the exact nature of this proposal's impact on the area is outside the bounds of this study.

Special Features

There are certain distinguishing or special features which give the preservation study areas definition and character. Among these are streetscapes, open spaces, landmarks and focal points, vistas and viewpoints, and street furniture. They work together to create amenities valued by Rockville residents.

Streetscapes

A streetscape may be defined as the effect conveyed by the groupings of buildings, spaces, and vegetation along both sides of a visually identifiable length of street. West Montgomery Avenue provides a distinctive streetscape that, to many people over the years, has conveyed the essential environmental character of Rockville. Large, well-kept two-story houses with front porches set back from the street behind deep front lawns, long brick front walks, mature shade trees and foundation planting--these are the details that make up the streetscape. There is a rhythmic alternation of houses and yards that is an important part of this picture. Other residential streets, equally distinctive in character, with shallower setbacks but often with generous sideyards or backyards that are essential components of the streetscape, are Wall, Thomas, North Van Buren Streets, parts of Laird Street, and Forest Avenue.

East Baltimore Road has a character that is similar to streets in the Montgomery Avenue area. Reading Avenue, looking toward Maple Avenue, also has a pleasant ambience. The character is composed of several fine Victorian houses, two triangular-shaped open spaces, and several large shade trees that are particularly brilliant in autumn.

West Middle Lane between North Van Buren and North Adams Streets has an especially informal, almost rural character because of the large amounts of private open space in the middle of the block. The charm of the streetscape looking east is abruptly terminated, however, by views of the commercial enterprises on Washington Street. Though the road slopes to the east, making complete screening impossible, landscaping within the commercial area and additional landscaping between the shopping center and law office parking lots on the south side of West Middle Lane would soften this abrupt change in atmosphere. It is especially important to maintain the ambience of this street because of the location of the Beall-Dawson historic house-museum there.

North Adams Street from West Montgomery Avenue to Wood Lane looking north is an attractive streetscape. It contains a graceful mixture of law offices, the Beall-Dawson house, and residences, including among them five of Rockville's oldest structures. An accretionary building process has pro-

duced an informal mix of architectural styles. The loss of the Peter house that formerly terminated the view at the north end is unfortunate; any future building on that site must be carefully designed to complement the existing streetscape. Although the serenity of the street is disturbed with some regularity by traffic shortcutting to commercial activities on Washington Street via Wood Lane, those commercial uses are visually screened from the residential ones on North Adams Street by a row of pine trees at the back of 109 North Adams Street.

Another streetscape unifying lawyers' offices, residences and a church into a coherent whole is the block of South Washington Street between West Jefferson and Vinson Streets, the South Washington Street Historic District. The two-story buildings are spaced fairly close together with short setbacks, creating a more urban streetscape than that found elsewhere in the area. The Gothic Revival Episcopal church and a stately Colonial Revival house anchor the street at the south end, while a Queen Anne and a Georgian Revival house anchor the north end. Shade trees form a canopy over the street and a brick sidewalk along the eastern side of the street completes the picture of serenity and order. There is little through traffic because of the careful placement of signals on West Jefferson Street, but the amount of on-street parking is unattractive.

The streetscape along Washington Street encounters problems to the north of this intersection. The former building balance in the block between West Jefferson Street and West Montgomery Avenue has been upset by the demolition of the Baptist Church and Masonic Temple which, together with the old post office, formerly served as counter-weights to the imposing courthouse on the eastern side of the street. The trees in front of the courthouse still suggest some of the former atmosphere. But the post office and the First National Bank diagonally across North Washington Street have become isolated from their surroundings, lonely relics from the past. To the north of these important buildings the streetscape is disorganized and lacking the definition it has on the narrower building-and-tree-lined portion farther to the south. Street trees have been replaced by a forest of utility poles and overhead wires, and instead of a definite edge on either side of the street, the asphalt continues into the shopping center parking lots. Both the

Washington Street and Middle Lane streetscapes would profit from the insertion of small landscaped islands into these parking lots and the planting of street trees.

Open Spaces

The city core contains a minimal amount of developed public open space. There are small, attractively landscaped parcels with grass, flowers, and a few benches around the public library, city hall, and courthouse, and a few landscaped islands such as Friends Park at the intersection of West Jefferson Street, Great Falls Road, and West Montgomery Avenue, the triangle formed by the intersection of Rockville Pike and Veirs Mill Road, and smaller triangles on Reading Avenue. Courthouse Square is as yet a public open space of unrealized potential. At present, the cars parked by the First National Bank greatly detract from the desired effect. The design of the proposed county courthouse-office complex needs careful integration with the spaces around the bank, post office, and Mall to create a real public square--a place where people like to stroll, sit visiting with friends, eat lunch or an ice cream cone in summer. The proposed ice skating rink should be a positive attraction in winter months.

Semi-public areas of great associative value are the three cemeteries in the study areas--the old Baptist Cemetery on West Jefferson Street, St. Mary's Cemetery, and Lincoln Park Cemetery. The first two are reduced in value by the large volumes of traffic on the busy intersections where they are located. Appropriate fencing, walls, or landscaping would make these spaces more protected and more appealing for quiet contemplation of the ornate and timeworn headstones under the spreading oak trees. The third cemetery, Lincoln Park Cemetery, has importance historically and has a park-like potential with its tall trees and hillside location, but it is sadly in need of restoration and maintenance.

Only two of the study areas contain or are located next to developed recreational spaces--Lincoln Park and Haiti. However, recreational

facilities are easily accessible for all residents of the historic core, owing to the progressive recreational program undertaken by the City of Rockville. The Municipal Swim Center, Welsh Park, Monument Park, and the Civic Center are within walking distance or a five or ten minute drive from most of the study areas. The Civic Center facilities offer an unusual variety of experiences in a delightful setting and are heavily used by the community. The City has begun a system of bicycle trails, and Lake Needwood and other regional facilities of Rock Creek Park are accessible by car.

Despite the absence of public parks within the study areas, the effect is one of great openness because of the large amounts of private and institutional open space. The most notable of these open spaces are the grounds of Chestnut Lodge Sanitarium and the adjacent veterinary clinic, the sloping site of the Rockville Academy, and the grounds of the Montgomery County Historical Society. In addition, there are many generous private yards. Especially noteworthy for their location, extent, and intensity of use are the yards in the 100 block of Forest Avenue; a yard on the corner of Thomas Street and West Montgomery Avenue; yards on the corners of Great Falls Road and South Van Buren Street, on Great Falls Road and Williams Street; those at 22 and 22A Martins Lane; the grounds of Judge Anderson's house at 39 West Montgomery Avenue; and a yard just outside the study areas on the corner of South Adams Street and Maryland Avenue. Many of the sideyards or backyards are used during summer months to grow flowers or vegetables. The sight of corn stalks and tomato plants adds considerably to the informal, rural character of the historic areas which makes them so distinctive from surrounding suburbia.

These private open spaces--the well-kept front lawns, the side and back yards with their gardens, trees for children to climb and bushes for playing hide-and-seek--are as vital to the amenity of Rockville as developed public parks. Quiet tree-lined streets framed with dignified houses where children can bicycle in safety and adults can stroll in the evening air are an important public investment that should be safeguarded. Removing trees or cutting into front yards for street widening programs allowing a greater number of automobiles is short-sighted community planning.

Landmarks and Focal Points

Landmarks may be defined as orientation points singled out for reference from the array of physical features that greet the observer. They can be buildings, landscape, or street furniture. They can have visual prominence, associative value, or a combination of the two. (See Figure 53)

The principal landmark in Rockville is the old county courthouse. It is both visually prominent and has strong associations for Rockville residents. Even for the first-time visitor it evokes a response: he knows he is in a place with historic identity, not just anywhere on the suburban strip.

Other landmarks with both visual prominence and associative value for the community are the three cemeteries; the churches, especially old St. Mary's, the Inter-denominational Church of God, and Christ Episcopal Church; the old post office; the First National Bank on South Washington Street; the B & O Railroad station; the Rockville Academy; and the town clock and confederate statue near the courthouse. The Mall and Unibank Building are fast becoming landmarks, but the associations evoked are by and large not positive.

Buildings with strong historical-associative value but not sited so prominently as to make them visual landmarks are Wire Hardware; Chestnut Lodge Sanitarium--the only survivor of the great nineteenth-century Rockville hotels--with its spacious grounds; the Beall-Dawson house and surrounding grounds and buildings including Dr. Stonestreet's office; 101 and 106 North Adams Street, the two oldest houses in Rockville, and the Daisy Magruder house at 114 West Montgomery Avenue, home of early Rockville builder Edwin West.

Certain structures are visually prominent by virtue of their location: the WINX building; new St. Mary's church; 100 Park Avenue seen from East Jefferson Street as one enters or leaves downtown Rockville; 11 Laird Street and 541 Beall Avenue, two striking Queen Anne-style houses; and a pair of buildings on opposite corners of South Adams and West Jefferson Streets--14 South Adams, a prominent Queen Anne-style house and 100 South Adams, a yellow Georgian Revival Cottage.

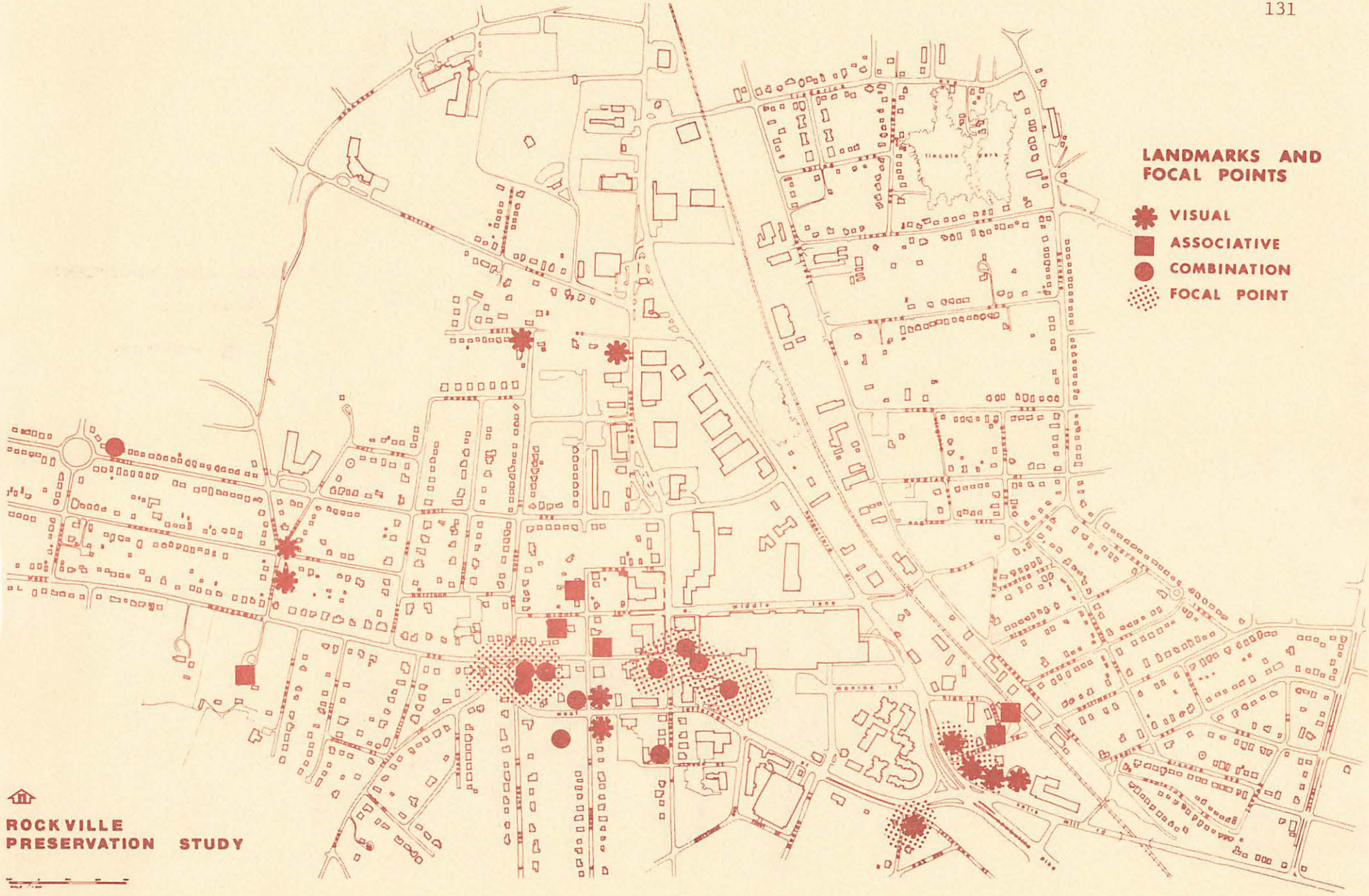


Fig. 53 - Landmarks and Focal Points

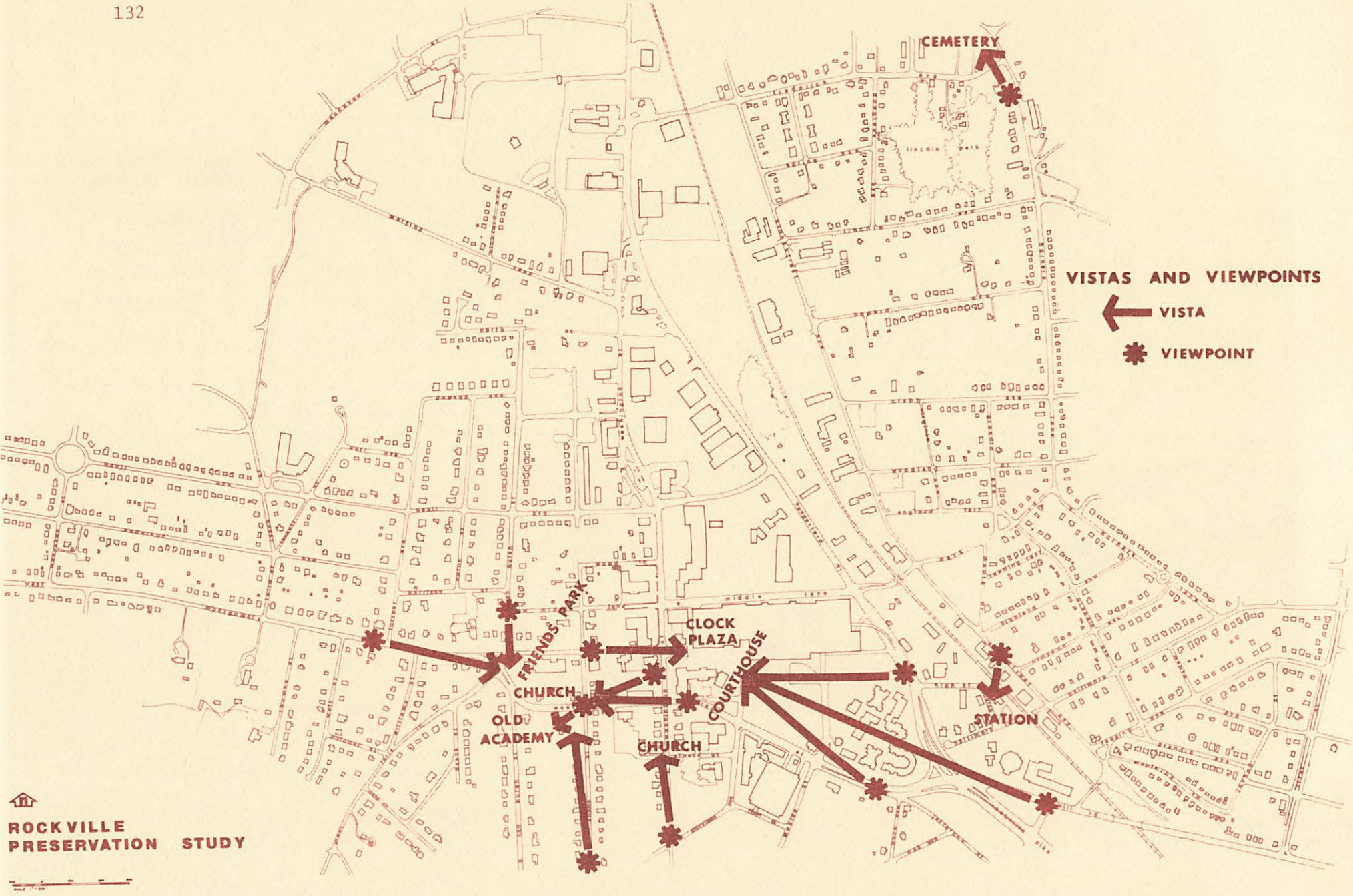


Fig. 54 - Vistas and Viewpoints

There are also several focal points or concentrations of uses and activities that should be noted. The primary focal point is composed of the county courthouse, the library, city hall, and the county office building at the intersection of East Jefferson Street and Maryland Avenue. It acts as the civic core of Rockville and the hub of the wheel for the surrounding lawyers' offices. The planned county courthouse-office complex will complete this focal point, and careful integration of old and new is, therefore, essential.

The intersection of West Jefferson Street, Great Falls Road, and West Montgomery Avenue contains several prominent nineteenth-century houses as well as the landscape provided by Friends Park, the old Baptist Cemetery, and private yards. The volume and speed of traffic make it difficult to appreciate these features and endanger their continued maintenance. Another busy intersection that contains a combination of buildings, spaces, and activities is the convergence of Veirs Mill Road, Rockville Pike, Hungerford Drive, and East Jefferson Street. The combination of urban renewal, traffic routings, and the unsightly ramp to Mall parking has greatly reduced the amenity of this node. However, prominent features, such as old St. Mary's church and cemetery, the WINX building, and the house on the corner of Park Avenue, can be used as the basis for enhancement of this focal point.

Vistas and Viewpoints

Variations in the Rockville terrain are gentle, so there is little possibility of sweeping vistas. However, there are opportunities for views of some of the major landmarks, and these should be carefully preserved. (See Figure 54) As one approaches downtown Rockville from Veirs Mill Road, just beyond the railway bridge, there is a vista of the old county courthouse--framed by the Americana apartment high-rises and the trees of old St. Mary's cemetery in the foreground. Circling around the Americana apartments on East Jefferson Street, the visitor has another vista of the courthouse. These vistas are important orientation points to the heart of Rockville after the formlessness of Rockville Pike, and it is to be hoped that in the construction of the new

county courthouse-office complex these views will not be lost. Other views of the courthouse can be obtained from Maryland Avenue looking north, from Monroe and High Streets looking west, and from several other points in town when the leaves have fallen.

A focused view of several landmarks occurs as one proceeds east on West Montgomery Avenue in the block leading to the old post office: the First National Bank comes into view first, then the west side of the Mall with the clock in Courthouse Square in the foreground, and a little further on the old courthouse tower appears. It is an important view diminished by the ragged streetscape leading up to it, and by the sign advertising the County Federal Savings Building.

There are views of the churches and institutional buildings further to the west and south. A vista of the spire of the Christ Episcopal Church can be seen as one looks north on South Washington Street from Maryland Avenue. Views of the Inter-denominational Church of God occur as one drives west on Jefferson Street just beyond the courthouse, and when looking north on South Adams Street. The Rockville Academy sited on its spacious knoll can be seen a little farther along on West Jefferson Street, and it is especially prominent when one is on foot.

Proceeding west on West Jefferson Street there is a focused view of the two houses on the corner, 101 and 105 South Van Buren Street. As one rounds the corner, the eye fastens on the mansard-roofed structure at 208 West Montgomery Avenue on the corner of West Montgomery Avenue and Great Falls Road. Vistas of the garden in back of 101 South Van Buren Street and the blue Queen Anne-style house on the far corner of North Van Buren Street at 117 West Montgomery Avenue occur as one proceeds north into the intersection from Great Falls Road, while the visitor heading east on West Montgomery Avenue has a vista of Friends Park and the Daisy Magruder house at 114 West Montgomery Avenue. All these vistas are much diminished by the volume and speed of traffic discussed repeatedly in this section: only while waiting for a light to change or when one is on foot--not a pleasant experience--can one appreciate these vistas at the present time.

Street Furniture

Rockville neighborhoods, like those of other communities, contain many amenities that combine with the buildings and spaces to create a pleasing and homogeneous physical setting. These elements may include such items as fire hydrants, street lights, drains, benches, or dependent buildings, which, when well-designed and especially when surviving from earlier eras, add to the flavor and richness of the neighborhood environment. (See Figure 55, Street Furniture, for a partial depiction of some of Rockville's distinctive street furniture.)

The brick sidewalks along the north side of West Montgomery Avenue between Forest Avenue and Laird Street, the west side of Forest Avenue north to Beall Avenue, on the east side of North Adams and South Washington Streets, and along small portions of Thomas and South Van Buren Streets are striking and viable environmental features from the past. Maintenance of the sidewalks and adjacent parking strips is uneven. Many of the houses along West Montgomery Avenue have brick walks leading to the front door as well. But certain of these have been abandoned to weeds and grass, presumably because the volume of traffic has made use of the front entrances impractical. The absence of sidewalks and finished curbs and gutters on many of the side streets adds to the informality of the streets but is dangerous for pedestrians and has resulted in a number of uncoordinated solutions by individual homeowners.

Low stone walls and steps from sidewalk to front walk are a characteristic feature of West Montgomery Avenue. Frequently, a wrought-iron railing and/or gas lights are found next to the steps or near the front door. Especially when gas lights are authentic and well-designed, they add immeasurably to the character of the street--as at the entrance to Chestnut Lodge.

There are a few wrought-iron fences in the Montgomery Avenue Preservation Study Area, such as those at 107 West Jefferson Street and 100 West Montgomery Avenue, a handsome brick wall with brick gate posts at 22 West Jefferson Street, and wooden fences scattered throughout the area--all of which are in character with the ambience of the community.

However, there are many chain link fences surrounding yards and, despite their security advantage, they are strikingly inappropriate to the area.

Graphics are both positive and negative elements in Rockville. Many of the signs on the buildings converted to law offices are attractive and in keeping with the character of the building; on the other hand, some are garish and do not blend with the building. Some of the church school signs are too large and of inappropriate design. Most importantly, there is a danger that the sheer number of public signs--"No Parking Any Time," highway directional signs, courthouse parking signs, and Mall parking signs--may cause them to lose their effectiveness as communicators. An assessment should be made in the Historic Districts of the number of signs, their location, their effectiveness, and their amenity value.

Street lighting can enhance the character of an area, as around the United States Capitol where original light standards designed by Frederick Law Olmsted are still in use or in the new Constitution Gardens and along the Mall where careful copies of these originals have been installed. However, in Rockville at the present time, light standards in the study areas are intrusions rather than complements to the historic character. Utility poles and the plethora of overhead wires seriously detract from the amenity of the district and obscure views of some of the finest structures. Many of the wires run right through the branches of the trees that are such an important part of Rockville streetscapes. Wires should be placed underground wherever there is a need for replacement or for additional wires. They will thus be free from storm damage as well as enhancing the aesthetics of the district by their absence.

The clustering of such street furniture as mailboxes, trash receptacles, and benches should be considered. Appropriately designed but functional furniture for the historic districts is in order. Even such every-day items as fire hydrants--distinctively painted red and black in Rockville--water meters, and Bell telephone manhole covers add flavor and should not be overlooked as important design elements in the street.

Several dependent buildings and features that are not properly "street furniture" evoke the rural small town atmosphere of early Rockville.

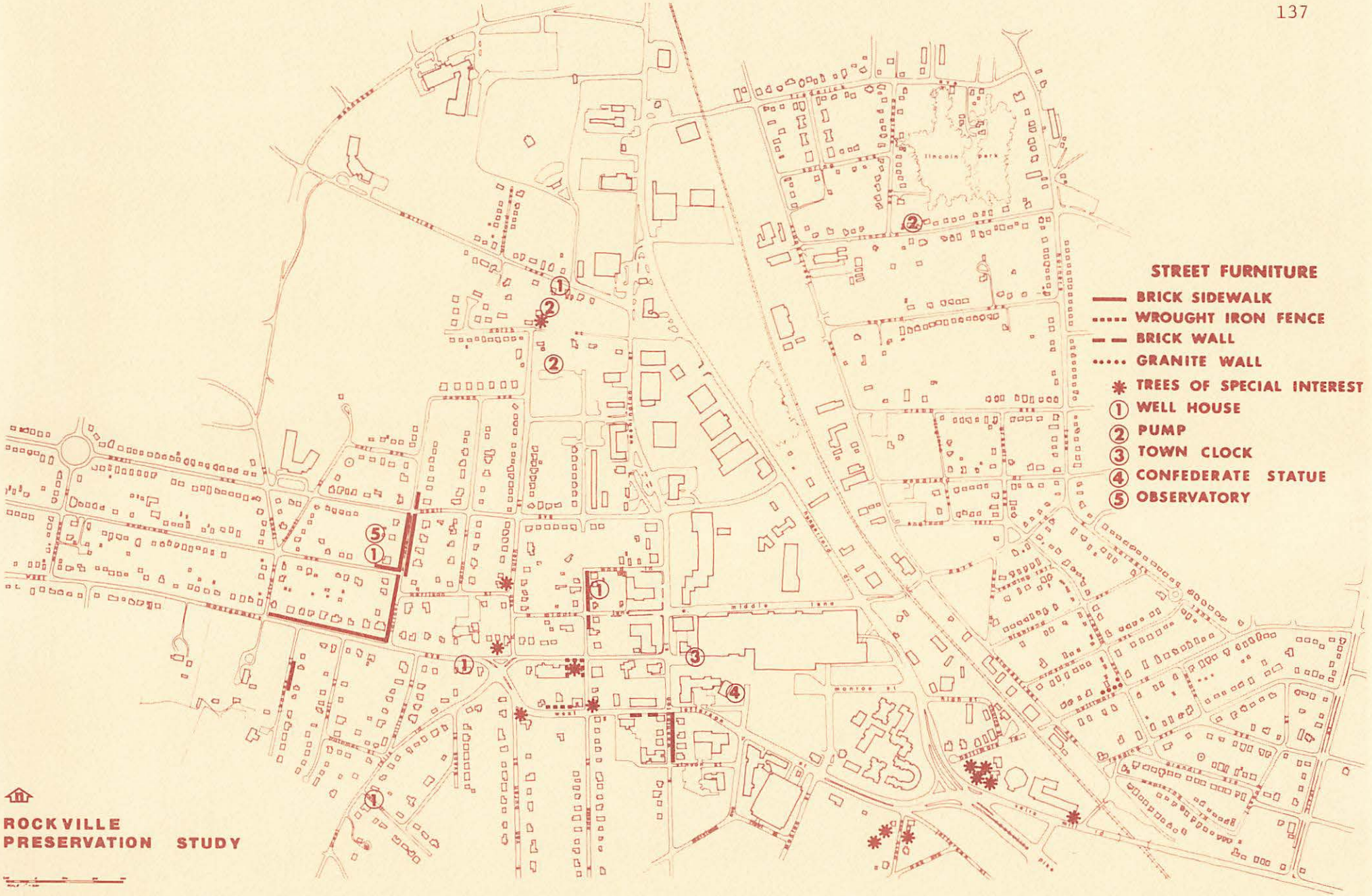


Fig. 55 - Street Furniture

There are a large number of former carriage houses, barns, and sheds; several well-houses; and three or four pumps in the Haiti and Lincoln Park areas; as well as a stone carriage step at 105 South Van Buren Street. The garage at 301 West Montgomery Avenue contains a wall of stained-glass windows and a frieze of old autos as well as a vintage gas station pump. The abandoned observatory at 108 Forest Avenue, former home of Edwin Smith, is of special historical interest. Street furniture of more recent periods, such as the stone drinking fountain across from the post office, evokes the 1930s and 1940s and also has appeal.

Development Aims and Controls

The preceding discussion has described some of the many interesting features that provide a special character to Rockville's older neighborhoods. It is essential for the community to become aware of the role these features play in creating the total environmental setting if the pleasing character of the area is to remain intact.

In order that the existing amenities may be sensitively integrated into future development, change must be controlled and directed. One of the primary mechanisms for directing change is the 1970 Master Plan which expresses the community's goals and objectives, analyzes existing and projected conditions, and makes recommendations to guide future development, both public and private. [4] A part of the Master Plan, the land use plan, designates areas for particular types of use. The legal means for enforcing the land use plan is the zoning ordinance, which regulates the uses permitted on given parcels of land and the intensity of those uses.

Master Plan

The basic goal of the planning process as expressed in the 1970 Plan is to "provide a framework for making Rockville the best possible residential community." [5] The objectives for achieving that admirable goal which are especially pertinent to this study include a balanced community, beauty and open spaces, preservation of established neighborhoods, and a strong and lively center. A "balanced community" includes a "wide range of housing types". [6] With more than 83 per cent of Rockville's total housing stock less than twenty years old in 1970, [7] the older homes in the study areas are a vital resource for ensuring the achievement of this objective. "Beauty and open spaces" includes "conservation and preservation of landmarks and features of historical and architectural importance." [8] Preceding portions of the study have attempted to identify such features and landmarks in the study areas in order to help fulfill this community objective. The 1970 Plan also recommended the establishment of historic districts as a means of preserving the remaining historic landmarks and areas of historic architectural value. [9] This proposal was implemented in 1974, and suggestions for expansion of the historic districts are contained in the present report.

The Plan repeatedly stresses the importance of the "preservation of established neighborhoods" through their "protection from the intrusion of unwarranted traffic and blighting influences of commercial, industrial, and incompatible non-residential development." [10] Suggestions are made for revisions of codes and ordinances to protect residential areas from such traffic and development, for public improvements in older neighborhoods, and for beautification projects. [11] The Transportation section of the Plan includes the principle of environmental areas in which traffic is limited by the particular needs of that area. [12] Finally, the Plan proposes the development of Detailed Neighborhood Plans. [13] Insofar as this report deals in detail with certain neighborhood study areas identified in the 1970 Plan--much of the West End and parts of the Central Business District, Horners Lane, and Great Falls Road--the analysis conducted herein complements such neighborhood planning.

Zoning

The zoning ordinance, designed to carry out the intent of the Plan, is one of the main tools for maintaining the ambience of Rockville's environment and, consequently, of the historic areas. The following analyzes the zoning provisions that apply to the study areas and attempts to focus upon existing and potential problems. Of particular concern are areas where existing zoning allows the continuation of non-conforming uses inconsistent with viable preservation objectives.

The study areas incorporate most of the basic zoning categories. These include Residential, Office, Commercial, Industrial, and the special Historic District Zones. The Historic District is an overlay zone in which the provisions are superimposed upon the foundation zoning. It will be useful to discuss the basic zoning before examining Historic District provisions.[14]

Residential Zones. The bulk of the study areas fall into three categories of one-family residential zoning: R-S or low density detached residential; R-90 or medium density detached residential; and R-60 or high density detached residential zones. The general purposes of residential zones are to provide a balanced neighborhood environment and to stabilize the latter's existing residential character. Permitted uses include detached one-family dwellings, places of worship, and certain home occupations such as professional offices. Private and public educational institutions are permitted by special exception.

Development standards are set forth in the zoning ordinance to regulate the intensity of use and thereby retain the character of the zone. There are two main types of provisions for controlling density: the regulation of lot size and the regulation of setbacks.[15] Although the provisions generally allow for the maintenance of existing setbacks and spacious lots, great care should be exercised to assure that densities in the residential portions of the study areas not be permitted to increase markedly in the future, since the present openness is so much a part of the streetscape rhythm and the semi-rural flavor of these neighborhoods.

A comparison of actual with permitted uses in the residential zones reveals the possibility of potentially incompatible non-conforming uses--especially in respect to land treatment--in the Montgomery Avenue Preservation Study Area. Certain houses, particularly at busy intersections, have been divided into several living units. One former residence has been converted into a home-occupation law office, yet appears to have a parking lot equal to those of full-fledged attorneys' offices elsewhere in the vicinity. The most apparent non-conforming use in this residential zone is the funeral parlor on the corner of West Montgomery Avenue and Williams Street. Although the main building is grander in character, its scale is not altogether incompatible with surrounding residences despite some unfortunate modifications to the original fabric of the building and its grounds are well-maintained. However, its large parking lot and unprepossessing dependent building represent significantly adverse intrusions upon their respective streetscapes. The churches and church schools in the residential zones, while permitted and desirable uses, have similarly ignored aesthetics by building unsympathetic additions and expanding parking lots with little or no attempt at landscape screening.

There are two aspects to the problem posed by parking lots in the residential areas. One is the amount of space devoted to parking. The other is the lack of screening. In the first case, it is not apparent that the parking requirements of the zoning ordinance are excessive in relation to the needs of the facilities. But a re-examination of church, school, and mortuary parking requirements should be made in order to encourage the greatest possible combination of parking spaces between adjacent facilities with overlapping peak needs. In the case of screening, the problem is admittedly more complex. For established non-conforming uses, screening is not required by the zoning regulations and therefore cannot be enforced. In such instances, the owner should be persuaded to install such screening as part of his contribution to improving the appearance of the area and community. In the case of new uses allowed by Use Permits, regulations contained in the latter clearly require the use of appropriate screening and, in the case of home occupation offices, do not permit the building of parking lots. Unfortunately, compliance with these regulations does not appear, at present, to be rigidly enforced. Such enforcement is strongly encouraged, for it would contribute significantly to the resolution of this unsightly problem. Owners of such properties should be made aware of their responsibility for contributing to the improvement of the area's and thus the community's appearance.

Office Zones. The two office zones, O-1 and O-2, are designed to provide office space for private, quasi-public, and public uses, as well as to provide a transition between commercial and residential uses. The latter aim is more specifically the intention of the O-2 Transitional Office Zone, which is intended to stabilize residential neighborhoods near the Central Business District (CBD). Preservation and conversion of previously residential structures are encouraged, and uses are confined to a low concentration of activity and a building scale characteristic of the adjoining residential zones. Thus the development standards for O-2 are to be the same as in the most proximate residential zone, or, in the case of conversion of existing dwellings, the same as existing conditions. The only uses permitted in the O-2 zone are general and professional offices; places of worship; public facilities, and off-street parking connected with any permitted use. Libraries, museums, and art galleries are permitted by special exception. For purposes of this report, the great significance of the O-2 zone is its emphasis on the retention of existing buildings or, in the case of vacant land, restricting new construction to existing density patterns.

The O-1 zone is more flexible and will permit an increase in density--either by an addition to an existing building, by removal of an existing smaller-scale building, or by building on vacant land. The development standards specify a floor to area ratio (FAR) of 3.0 and a maximum height of 75 feet with 15-foot side and rear setbacks if non-residential land is abutting, and side and rear setbacks equivalent to building height but not less than 25 feet if residential land is abutting. There are several uses permitted in office buildings in the O-1 zone in addition to those allowed in O-2, including restaurants or delicatessens selling alcoholic beverages for consumption on the premises; banks and savings and loan associations; and radio, television, or recording studios.

The ordinance attempts to minimize the impact of office uses on adjoining residential uses through screening requirements. Walls, fencing or landscape screening is required where the lot adjoins land proposed in the Master Plan for residential use or a secondary residential street. Screening of off-street parking areas is required in O-2 zones to minimize their visibility to residential zones and to public streets and walkways.

The group of properties fronting on the south side of West Montgomery

Avenue between the old post office and North Adams Street constitute uses which, though permitted by existing zoning provisions, are incompatible with the established character of the adjoining historic district and surrounding area. The brick structure at 90-94-98 West Montgomery Avenue, at the corner of South Adams Street, houses a flourishing fast-food establishment, a dry cleaner, and a car rental company. According to the zoning ordinance, these non-conforming uses are allowed to continue as long as they do not alter or expand the premises, enlarge the use, or cease such use for three months. Nor is there any provision in the ordinance regarding screening of off-street parking areas or prohibiting parking between front building line and front lot line. To the east of this parcel are two unsightly vacant lots zoned O-1 and a three-unit building with only one unit occupied--by a luncheonette-bar. The latter use is permitted under O-1 zoning. Unsightly as the present building and vacant lots are, much more intense development is allowed under O-1 standards. Clearly, this entire segment of the block deserves special treatment, particularly considering the two attractive buildings on the north side of the street, the location of the Beall-Dawson House in the block to the west, and the post office/bank/courthouse node to the east.

All of the parcels zoned O-2 are included in the Transitional District shown on the zoning map. The City of Rockville was innovative in adopting this concept several years prior to introduction of historic district zoning. The Transitional District line was drawn to include areas undergoing transition in use, appearance, or occupancy. Within this district, property owners may apply for change of zone to O-2. It has been City policy to consider cases on an individual parcel basis as change of zone requests are made, rather than to encourage conversion; understandably, the city has avoided a posture of encouraging homeowners to relinquish their homes. Indeed, the mixture of residential, office, religious, and educational uses adds to the appealing flavor of these downtown neighborhoods and so distinguishes them from their bland suburban counterparts. Unfortunately, there has often been considerable neighborhood opposition to attempted conversions suggesting that the stabilizing role of a Transitional District has not been well understood.

Typically, problems exist in sections of cities where residential neighborhoods converge on commercial districts. Residents living along such "edges" experience added aural and visual intrusions caused by the dis-

ruptive level of vehicular and pedestrian activity in the area, especially at night. Above all are the noise and fumes from traffic and on-street parking. Without some type of buffer, maintenance tends to deteriorate, causing blight to spread further into the residential neighborhoods.

Conversion of former residences to offices on the edge of the residential zone is an ideal buffer. Unlike residents, office tenants are not bothered at night by the disruptive commercial activity. Office traffic can be routed through the commercial rather than the residential area by careful traffic engineering. Parking occurs largely on weekdays; consequently, the area is quiet at those times--at nights and on weekends--when it is most valued by residents. The obtrusive impact of parking lots can be softened through screening by compatible fences or suitable landscaping; civic awards may be given as incentives to stimulate quality design and maintenance improvements. Office conversion is an economically viable adaptive re-use for older houses that otherwise might be allowed to deteriorate and be torn down. Because it is good business for firms to keep up the exterior of the buildings, building maintenance tends to be high.

In Rockville, the transitional district concept ought to be recognized for its potential as a stabilizing element. Combined with the tool of historic district zoning, it can work as a positive force to accommodate and direct change. Other sections of the city where a transitional district or buffer zone should be considered are the areas that separate Haiti and the North Washington Street corridor on the one hand, and on the other, the area where Baltimore Road and Reading Avenue residences meet the light industrial uses along Stonestreet Avenue.

Commercial Zones. There are three commercial zones in Rockville: C-1 or neighborhood commercial; C-2 or general commercial; and C-3 or Central Business District commercial. The purpose of the C-1 zone is to provide limited retail and service facilities convenient to residential neighborhoods with uses generally limited to convenience goods and services satisfying local residential needs. Its development standards, calling for a 1.0 floor to area ratio (FAR) and a maximum height of two stories or 30 feet, are designed to provide building masses similar to those in low density residential districts and to establish a lower

level of traffic than in other retail districts. The primary area zoned C-1 within the study boundaries is the corner of Reading and Stonestreet Avenues, housing a package liquor and sandwich shop and small offices. While not overly obtrusive and serving a valid function, such commercial zoning should not be extended further into the neighborhood. Such an eventuality is of special concern because of Metro's plans for the area.

The C-2 zone is designed to provide a wide range of uses and services in or near the CBD and along arterial highways and to provide quasi-public and public uses. The specified floor to area ratio is 3.0; the height limit is 75 feet. North Washington Street north of Beall Avenue is zoned C-2, including vacant parcels at the end of North Street and Martins Lane. The prime area where C-2 zoning poses a development threat that conflicts markedly with existing use and scale is the segment of Baltimore Road west of the B & O Railroad tracks. The present use is an interesting mix: commercial at either end of the block with two residences and a recent office conversion on the intervening lots. More importantly, the present uses are contained within nineteenth century structures of residential scale. It would be a great loss to the community if these structures were to be demolished and buildings of a scale allowed under C-2 zoning were erected. The streetscape has an essentially pleasant ambience despite the plethora of parked cars along the length of the road.

The C-3 zone is intended to provide a wide range of commercial activities as well as office space in the CBD. No floor to area ratio is specified. The height limit is 110 feet with 200 feet allowed in the Mid-City Urban Renewal Project area.

Although a suitable zone for the CBD, a buffer is often lacking between construction at C-3 development standards and adjoining residential areas. The General Electric high-rise building which intrudes visually into the Haiti area is a case in point. It is important to keep in mind the scale of surrounding development, apparently also neglected when C-3 zoning was granted to the former Baptist church site, fortunately being redeveloped much less intensely than the allowed C-3 densities.

Industrial Zone. The area along the B & O tracks is zoned I-1 or light

industrial and service uses. Development standards specify a floor to area ratio of .75 and a maximum height limit of three stories or 40 feet. Screening by landscape, fence, or walls is required where a lot adjoins residential streets or property.

There is a clear conflict in the Stonestreet Avenue-east Baltimore Road area between such service industrial uses and residential uses. No provision was made in the 1970 Plan for a buffer zone between these two incompatible types of use. It is difficult to insist on the provision of screening, since Stonestreet Avenue and Horners Lane are not classified as "residential streets." However, introduction of a buffer is still in order.

Historic District Zones. At present there are four areas designated as Historic Districts and thus subject to additional Historic District zoning (Figure 32): the West Montgomery Avenue District, the South Washington Street District, the Station District, the Courthouse District, and the 541 Beall Avenue District. Recommendations regarding the boundaries are contained in the final section of the present report. At this point it is important to describe the general provisions of Historic District zoning in Rockville.

The Rockville Historic District Commission, appointed by the Mayor and Council, derives its authority from State enabling legislation contained in Article 66B of the Annotated Code of Maryland. Section 8.01 declares the preservation of historically and architecturally valuable structures, together with their settings, to be a public purpose. Under this section the Mayor and Council are empowered to regulate the construction, alteration, and demolition of these significant properties. The purpose of such regulation is to safeguard local heritage by preserving a district reflecting varied elements of its history, to foster civic beauty, to strengthen the local economy and property values, and to provide for the education and pleasure of residents. Section 8.02 empowers the municipal corporation to establish Historic Districts. Section 8.03 empowers the corporation to create an Historic District Commission and specifies the number of members, their backgrounds, and terms of appointment.

The remaining sections specify the procedures for the Historic District Commission and affected property owners. Section 8.05 requires filing of an application with the Commission for permission to build, alter, reconstruct, move or demolish a structure prior to any changes that "would affect the exterior appearance of a structure visible from an adjacent public way in the district." Section 8.06 spells out the factors to be considered by the Commission in reviewing plans for construction or change. They include the historic or architectural value or significance of the structure and its relationship to the surrounding area; the relationship of the structure's exterior architectural features to the rest of the structure and its surrounding area; the general compatibility of exterior design, arrangement, texture, and materials proposed, as well as aesthetic or any other factors the Commission deems pertinent. According to Section 8.08, the Commission is not required to limit new construction, alteration, or repairs to the architectural style of any one period.

Sections 8.09 and 8.10 deal with structures whose preservation the Commission deems unusually important. Section 8.09 specifies that if an application is submitted for reconstruction, alteration, moving, or demolition of such structures, the Commission should attempt to formulate with the owner a feasible plan for the structure's preservation; unless the Commission is satisfied that the proposed change will not materially impair the historic value of the structure, the application is to be rejected. In cases where no economically feasible plan can be formulated, the Commission has ninety days to negotiate with the parties involved in an effort to find a means of preserving the building. Significantly, the provisions of Section 8.10 seem to provide a basis for revoking the provisions of the preceding section by specifying that the Commission may approve the proposed modifications if "(1) the structure is a deterrent to a major improvement program which will be of substantial benefit to the county or municipal corporation; (2) retention of the structure would cause undue financial hardship to the owner; or (3) the retention of the structure would not be to the best interests of a majority of persons in the community."

The code further stipulates that Commission meetings are to be public, any interested party or his representative has the right to appear and be heard, and records of Commission meetings are to be available for

public inspection (Section 8.11). A certificate of approval, modification, or rejection of application and plans is required to be filed with the building inspector before work on the project can commence. Failure by the Commission to act on an application within 45 days of filing constitutes automatic approval unless an extension is mutually agreed upon by an applicant and the Commission or the application has been withdrawn (Section 8.12). Ordinary maintenance is not affected by the preceding requirements in the law (Section 8.13). The right of appeal from a decision of the Commission is assured (Section 8.14).

There are two other significant provisions of the act. The first is the power granted to the Commission to purchase architectural easements for structures within or adjacent to the District to assure permanent retention of the exterior character of the structures. The other is the power granted to the municipality to enact laws requiring utility companies to relocate underground existing overhead lines and facilities in all or part of an historic district, and requiring private owners serviced by these lines and facilities to place the connections underground.

Rockville's Historic District zoning ordinance is brief, undescriptive, and essentially adapts the relevant portions of Article 66B to the Rockville situation. Section 2-301 of the zoning ordinance creates a City of Rockville Historic District Commission while Section 2-302 provides for the composition of the Commission. Section 1-315 states than an Historic District permit is required before construction, alteration, or demolition of any structure in any Historic District shall occur which would affect the exterior appearance of a structure visible or intended to be visible from an adjacent public way in the District. Sections 1-316 and 1-317 outline the application procedure, and Section 1-318 states that the Commission shall act upon the applications in accordance with the Annotated Code of Maryland. The restrictions imposed by the Historic District Commission derive from those specified in Article 66B of the Annotated Code of Maryland. They are superimposed upon the municipal zoning restrictions applicable to the residential, commercial, industrial, or office zone in which the property is located.

Traffic Circulation and Parking

In Rockville, a city that is part of a major metropolitan area, transportation is a central and complex problem involving not only accessibility from other places but also linkage of various points within the city itself. From its early days as an important tavern stop along the Georgetown-Frederick Pike, Rockville has been highly accessible as the hub of a network of local and regional roads. In fact, it would appear that the city's principal arterials, as well as its public transportation systems, are oriented to regional uses, reaching southward to Washington, D. C., and to outlying regions in the north and west, rather than to local distributions within the city itself.

With the soaring increase of population in the Washington metropolitan area since World War II has come a commensurate growth of the major regional highway system. Completion of Interstate 270 (formerly I70-S) and the Capital Beltway has linked Rockville more closely to the other nearby communities. However, the accompanying physical growth has attracted a corresponding increase in the volume of traffic carried by local Rockville thoroughfares, which now must serve not only as local streets but also as carriers for regional traffic that frequently approaches highway volumes and speeds. This condition has operated perceptibly to undermine the former cohesiveness of Rockville's urban fabric. The effect of the urban renewal program in Rockville has been to worsen rather than to improve the problem by removing a network of streets that might have furnished some systematic dispersal of vehicular traffic. Heavy-volume traffic is fed from the major highways into the heart of the city without any effective way of separating cross-county from local traffic on the one hand or distributing local traffic evenly on the other. The 1970 Plan proposed that traffic solutions for Rockville be designed along the principle of channeling through-traffic into a network of distributor roads and a circumferential highway, while enclosing "environmental areas" in which consideration for the needs of that environment--whether residential, commercial, or industrial--would prevail over traffic movement.[16] This commendable goal still offers what appears to be a viable solution to Rockville's immense traffic problem. Its implementation is to be strongly encouraged. Solutions to Rockville's traffic problems must be handled with utmost care and sensitivity--something conspicuously lacking in earlier attempts to reroute downtown traffic.

Otherwise, serious and perhaps irreversible damage is almost certain to occur to the detriment of the very environmental and historic charm whose vestiges still make Rockville a desirable place to live and work.

Rockville is accessible from six major arteries which carry heavy daily traffic flow. Two major roadways intersect one of the major study areas and pass along the boundaries of another. Much of the resulting vehicular circulation is considered disruptive to the respective areas and neighborhoods within them. The two major roadways which traverse the Montgomery Avenue Preservation Study Area from east to west--West Montgomery Avenue and Jefferson Street, feeding in from Rockville Pike/Veirs Mill Road, and West Montgomery Avenue--are designated as major highways by the State, a fact that adds appreciably to the complexity of the traffic problem in Rockville. West Montgomery Avenue, the only cross street serving to connect central Rockville to I-270, carries an average daily traffic volume of 24,000 vehicles, although it is designed to carry a nominal load of 18,000. Still, the often-suggested solution to widen the existing two-lane roadway may only compound the problem by increasing the volume of traffic and thereby further intensify congestion in the area rather than facilitate traffic flow. Too, such widening, unless handled with utmost care and sensitivity, could easily have an adverse and perhaps irreparable effect on the West Montgomery Avenue streetscape by creating a highly disruptive physical and visual separation between the houses and spacious yards that face each other across the street.

Great Falls Road, approaching Rockville from the southwest, does not carry as heavy a traffic load until it reaches Dale Street. Like the approach from the west along West Montgomery Avenue, the access along Great Falls Road provides one of the original gateways into the city. Providing an interchange from this street to I-270 could well alleviate the congested traffic flow along West Montgomery Avenue as well as revitalize its historic significance as an entry point into Rockville.

The intersection of West Montgomery Avenue, West Jefferson Street, and Great Falls Road is symptomatic of the poor quality of recent road design and planning in the city. The intense traffic activity at this intersection effectively shatters the cohesiveness of the surrounding residential area. The continual movement of cars and large trucks at this complex intersection constitutes a physical danger that discourages

pedestrians from venturing onto adjoining streets. The homes in the immediate area are threatened as well since, in a neighborhood thus fragmented, pressures may increase for converting land to other uses which would undermine the cohesive character of the historic district. The original Baptist cemetery of Rockville, located at this intersection, has suffered not only from the corrosive effects of vibrations and fumes from passing traffic but also from the taking of surrounding land for the construction of the intersection.

The high speed and volume of traffic flowing from Rockville Pike and Veirs Mill Road into Hungerford Drive provide a major source of disruption for the western edge of the Baltimore Road Preservation Study Area. The recently widened roadway, which resulted in the taking of property which had previously served as a buffer, passes too close to the WINX Building and the new cul-de-sac terminus for Baltimore Road. Even more regrettable is the particularly adverse impact upon the cemetery adjoining St. Mary's Church, which opens out directly on to Hungerford Drive. The considerable traffic noise and fumes from traffic passing along this arterial raceway do much to disrupt the sanctity and scenic appeal of one of the most historic cemeteries in the city. The adjoining major intersection, in addition, has been treated with glaring environmental insensitivity. Devised at the most historically important gateway into Rockville, this unwieldly intersection, by its sheer size and mass of paving, cuts its surroundings into three or four barren islands. The resulting visual image is hardly an inviting one with which to greet those coming into the city.

Of the urban collectors that exert a measurable impact on the study areas under discussion, Baltimore Road east of the railroad tracks poses the most apparent problem. Recently widened from two to four lanes, this collector has become the most convenient--and thus the most heavily travelled--east-west thoroughfare in eastern Rockville. Although not as heavy as on the major arteries in the western portion, the traffic flow along Baltimore Road has noticeably adverse effects on the adjacent areas in terms of noise, fumes, and danger from vehicles exceeding a safe speed limit.

On the western side of the city, Beall Avenue traffic flows along

the northern boundary of the study area and is not extremely disruptive to the neighborhood.

On-street parking, more of a problem in the central business district than in the preservation study areas, is permitted on both sides of all interior local streets. The only street on which parking is prohibited is West Montgomery Avenue. Curb parking, if controlled at manageable densities, may be accommodated fairly unobtrusively. Care should be exercised not to exceed reasonable densities in order to help maintain the visual balance between the rows of houses that face each other across a street.

Off-street parking accommodations, though relatively safer, are seldom very appealing unless handled with a great deal of environmental sensitivity and care. It is axiomatic that parking lots are seldom visual improvements over the buildings they replace. This point is illustrated by the off-street parking provided for offices along South Washington and West Jefferson Streets at the expense of the significant older structures that were demolished to make way for the lots, and at the expense of losing the intimate small-scale quality which formerly characterized this neighborhood. These requirements may in fact be excessive for the nature of the area and lead to parking facilities that, in satisfying the requirements, might produce an adverse effect on the innate environmental character of the historic districts.

Public transportation is available for residents in the study areas, though it serves chiefly to connect Rockville to Washington rather than to serve in-town needs. With the coming of Metro to Rockville in 1981, mobility within the city will not be measurably improved by the commuter-oriented rail transit, although the planned feeder bus system should prove helpful in that regard. The city will experience certain changes, the most substantial of which involve development in the immediate vicinity and changing of certain roads to accommodate the new station, supporting facilities, and anticipated traffic. There is a potential threat to the surrounding neighborhood from an overflow of traffic and on-street parking as well as from indiscriminate development in the immediate vicinity which may seek to exploit proximity to the Metro station at the expense of a more integrated scheme that harmonizes effectively with the larger setting of which it is fundamentally both a visual and an experiential part.

Population

An examination of census data reveals that, despite the postwar period of phenomenal growth in the population and land area of Rockville, the basic composition of its residents has remained relatively constant over the past three decades. [17] Rockville continues to be a largely white community consisting primarily of young adults and middle-aged people with a better-than-average education and income and a predominance of home ownership. In 1970--the latest year for which reliable statistics are available--92.5% of the population was white, and more than half were between the ages of 21 and 65. Of the total 1970 labor force of 16,853--more than double the figure for 1960--68.5% were employed in white-collar jobs in various places in the Washington metropolitan area. Significantly, although more than a quarter of Rockville's labor force was employed outside Montgomery County, only 3.6% made use of public transportation. The median level of education, always fairly high, had risen by 1970 to 12.7 years of schooling completed. The median annual income was $14,244, with 6.8% earning less than $5,000 annually. Home ownership continued to predominate over home rental, with more than half of the dwelling units in Rockville in 1970 occupied by their owners. These homes had a median value of $24,063, while the remaining units were occupied at an average rent of $168 per month.

The profile which thus emerges is one of a stable, relatively well-to-do and well-educated Rockville populace--particularly in the city's historic districts--with newcomers outnumbering long-time residents. This stability and financial wherewithal combines with the perceived appeal of residential neighborhoods in the city to indicate the presence of sufficient ability and impetus for Rockville residents to maintain their property in a way that retains and enhances the essential character of the community.

Developmental Pressures

Metro

The future Metro line, which is scheduled to begin serving Rockville in 1981, poses several particularly serious threats to the adjacent

areas. Rapid transit stations typically generate intensive development. The Rockville Metro stop is to be located within close proximity of the already burgeoning commercial strip development along Hungerford Drive. The existing development pressures will almost certainly interact with the forces created by the advent of Metro to speed up further uncontrolled growth.

The Baltimore Road area on both sides of the B & O tracks is of particular concern in this regard. Restraint should be exercised to prevent such development from assuming physical and experiential proportions--especially at the hands of environmentally insensitive designers--that will overwhelm the residential area east of the tracks. West of the B & O and new Metro lines, new development must be integrated into the larger surrounding urban fabric rather than be conceived simply to obtain maximum financial returns on the investment in the given parcels. The existing C-2 zoning on the western leg of Baltimore Road, allowing removal of the buildings and their replacement with 75-foot structures, poses a threat to maintaining a continuity of scale between both sections of Baltimore Road. There are at least two possible solutions that should be explored. One is to down-zone the block between Baltimore Road and High Street to O-2 in order to permit the viable integration of the existing structures into a viable development scheme for the area. The second solution stems from a remarkable proposal made by Professor John J. Costonis of the University of Illinois College of Law that owners of historic landmarks or buildings in historic districts be able to *transfer* their *development rights* to builders within a prescribed transfer district in return for a lower tax assessment. Costonis' Chicago Plan calls for a pooling of owners willing to transfer these rights as well as developers who would like to add several stories to new buildings beyond present restrictions, thereby averaging out the building heights to acceptable levels while, at the same time, averting the destruction of significant landmarks and buildings in historic districts. [18]

The Metro line also poses an immediate and direct threat to the Rockville B & O Station, built in 1873 with the coming of the Metropolitan Branch, which was placed on the National Register of Historic Places in July of 1974. The handsome Victorian Gothic station and storage building stand on the right-of-way for the Metro tracks and will, therefore, have to be moved if they are to be saved. Because the Metro project is a federally

assisted undertaking that will have a major adverse effect on a property listed on the National Register, Section 106 of the 1966 National Historic Preservation Act, as amended and augmented, requires both the State Historic Preservation Officer and the Federal agency involved to notify the Advisory Council on Historic Preservation of the situation. Negotiations are scheduled to begin soon among these three parties, as required by procedures for such cases established by the Advisory Council, to find some way to mitigate the impact of the station's removal to make way for the Metro tracks. The Washington Metropolitan Area Transit Authority (WMATA) has indicated that it will assume all costs for relocating the building, but not for its rehabilitation. Peerless Rockville has received a grant of $40,000 from the Department of the Interior for restoration of the station but must contribute $40,000 in matching funds from some other source in order to use those funds. Also to be determined is the ownership and conveyance of the station after WMATA acquires it from the Chessie System. The choice essentially is between whether WMATA sells the property to the City of Rockville, which in turn would sell or lease it to the eventual owner, or directly to the ultimate user.

If all three parties agree to a solution, a memorandum of agreement will be drawn up setting forth the method to be used for resolving the matter. If no agreement is reached, the case will be referred to the Advisory Council for a formal hearing. Significantly, the City of Rockville may request that it be made a party to the memorandum of agreement or to the proceedings of the Advisory Council. To that end, the Rockville Planning Department prepared a "Background Report on the Relocation and Use Potentials for the Rockville B & O Station," dated April 14, 1976, to provide sufficient background information to aid the Historic District and Planning Commissions to review and develop recommendations to the Mayor and Council on the final location, orientation, conveyance, use, rehabilitation, and maintenance of the Station.[19]

The question of the site to which the B & O Station should be moved by WMATA, though now evidently resolved in an auspicious manner, bears brief review. Although six sites were originally proposed, only the two along the railroad tracks were given serious consideration: Site 1, immediately south of the present location of the building on the existing B & O property within the right-of-way of Old Baltimore Road, and

Site 2, at the corner of Church and High Streets on Metro property adjacent to the proposed Kiss-and-Ride facility. On April 15, 1975, the Historic District Commission submitted its initial memorandum to the Mayor and Council recommending the use of Site 1. The basis for this recommendation was the Commission's expressed belief that this site would enable the Station to re-acquire its National Register designation after being moved, would reduce the cost of moving the building by reducing the distance between old site and new, and would provide a vital opportunity to enhance the economic potential for Wire Hardware and the adjacent properties and thus help preserve the Station Historic District as a whole. The memorandum explained: "Whether the Station is leased commercially or retained as a museum or public building, it will attract people and be an asset to the area. Conversely, if it is removed and the lot left undeveloped or developed insubstantially, a further decline in the area could be anticipated." [20] The Planning Department background report, produced a year later, concluded that "the potential for economically successful reuse of the structure increases as it is moved closer to the Metro station, but that the potential for revitalization of the Historic District increases as the station is moved closer to the District." [21] The reasons cited for a possible reduced economic potential of Site 1 stemmed from a lack of adequate parking in the area and the inability of the building to be used as a restaurant selling alcoholic beverages at that site because of its close proximity to St. Mary's Church and School. [22]

On May 3, 1976, the Historic District and Planning Commissions submitted a joint report to the Mayor and Council, recommending Site 1 for relocation of the Rockville B & O Station. It indicated that sufficient demand for commercial or office space exists in order at least to cover operating and maintenance expenses, plus offset a portion of the debt service for renovating the building. The report also recommended that some solution other than the Site 1 option be pursued to compensate St. Mary's Church and School for the loss of parking that it would experience by having to give up part of its present parking lot to the Metro right-of-way. [23] At a special session convened on May 6, 1976, the Mayor and Council endorsed the relocation of the Station to Site 1 and to turn the building around to orient toward Wire Hardware Store. At the same time, it made the relocation of the Station to that site contingent on the successful accommodation of the needs of St. Mary's Church and School in a way that would

be acceptable to the church. [24] Negotiations have since been under way toward that end, and results thus far point to the successful resolution of the problem and so in favor of relocating the Station to Site 1.

After careful study of the matter, the consultant concurs that Site 1 is preferable to Site 2 for relocation of the station buildings. This is due, in part, to the fact that this site would best provide for reestablishing the station's historic orientation and immediate setting, as required by rules adopted by the Department of the Interior for moving registered structures in a way that would not jeopardize their continued listing in the National Register. Built on its present site in 1873 with the coming of the Metropolitan Branch of the B & O Railroad, the Rockville station quickly stimulated development of the adjoining property which is substantially reflected in physical pattern of the same property today. For this reason, the opinion expressed by the Maryland State Historic Preservation Officer that the historic significance of the Rockville station lies in its proximity and orientation to the railroad tracks and not to the surrounding neighborhood is not fully consistent with the actual circumstances of this immediate area's historical development. [25]

Perhaps the most compelling reason for selecting Site 1, however, stems from its conforming to sound principles of area preservation planning, which focus on the importance of preserving a significant structure not in isolation, but in a setting made viable through a compatible interrelationship of buildings, open spaces, environmental amenities, and functional relationships. In this regard, however, it is imperative to view the context to which the station buildings should relate in terms not only of its current, but of its *anticipated* aspect as well. Final decisions to orient the relocated station to a physical pattern which may be subject to imminent change by future development might conceivably undermine the ultimate integrity of the station's new location. At the same time, although it is necessary to develop some economically viable new uses for the station in order to assure its continued maintenance and use, determination of such uses may be difficult without reference to any existing or anticipated development plans for the surrounding property--especially the block between Baltimore Road and High Street. For this reason, developers contemplating such projects should be encouraged to become involved in the

process of developing viable new uses for the station, with a view toward utilizing such a venture as a catalyst for the integral and sympathetic revitalization of this historically and environmentally important area as a whole. Approaching the latter venture in this manner might ultimately yield an eventual owner or occupant of the rehabilitated station. It could also help assure a coordinated formulation of development objectives that could both satisfy the interests of the various parties involved and enhance the prospects for an imaginative and sympathetic development scheme that could complement the established character of this outstanding historic and environmental area of Rockville.

Urban Renewal

The legacy of urban renewal in Rockville has been mixed. Conceived in a positive spirit in 1961, the Mid-City Urban Renewal Project aimed to transform 46 blighted downtown acres into a center for government, shopping, entertainment, and urban living. The newspapers from that era, read from the vantage point of the 1970's, reveal a mixture of optimism and poignancy with such headlines as "More Old Buildings Bite Dust as Renewal Tempo Quickens" [26] and "Two Old Timers Reminisce As Bulldozer Wreaks Havoc." [27]

The planning process has deliberately remained flexible, in order to accommodate changing market conditions. The first phase of the project, construction of the shopping Mall and Americana Apartments, has been completed. The phases remaining to be built include over 100 units of housing for the elderly between the Mall and the apartments, construction of the Montgomery County Courthouse-Office Complex on land to be purchased by the County from the City, and a locally-financed redevelopment project for the Dawson-Adams area between Haiti and the residential neighborhoods to the south. [28]

Unfortunately, the lack of sensitivity shown in the first phase of Urban Renewal causes justifiable anxiety about the phase yet to come. By constructing the Mall in order to compete with suburban shopping centers, Rockville ignored its unique identity that had evolved over a century

and a half as the county seat. The very amenities, worn though they had become, that made Rockville a town rather than a suburb were wholly eliminated in favor of transplanting a complex which is indistinguishable from the bland suburban shopping centers in scope, character, and architectural expression. Perhaps this dichotomy may serve partially to explain the financial difficulties that the Mall has experienced since its opening. The design of the Mall fails to provide a visual invitation to the shopper, with its poorly designed entrances and forbidding exterior, making it less than competitive with surrounding shopping centers that offer more congenial physical settings. Moreover, as the symbol of the razing of the old downtown and its replacement with something less personal, the Mall has been unpopular with an appreciable segment of local residents from the outset.

The Americana Apartments, although a significant improvement in the handling of building forms, do not represent an appreciably more sensitive response to their surroundings. Although the design called for a combination of mid- and high-rise structures which contrast favorably with the massive undifferentiated Mall, the Americana is equally suburban in its general orientation, isolated from its surroundings by rivers of traffic and by the absence of significant avenues of pedestrian access to adjoining areas and activities. The effective result of such orientation has been to cut off the new Town Center, consisting of mall and apartments, from its surroundings, in striking contrast to the situation that existed before.

The final phase of the Mid-City Urban Renewal Project offers an opportunity to fulfill the positive spirit of the program while avoiding earlier pitfalls. The proposed County Courthouse-Office Complex, now in the design stage, may knit together the fabric of the civic core if careful attention is paid to environmental and pedestrian features. The amount of traffic that will be generated by this expanded employment center will add to the existing traffic problems unless carefully controlled. An outdoor ice skating rink provided in the complex and the pedestrian links from the new county complex to the old County Office Building, Americana Apartments, Mall, and Courthouse Square can help integrate this important focal point.

The site for the proposed complex is a grassy field with a few trees,

providing pedestrian routes, a vista of the courthouse, and an attractive prospect from West Jefferson Street. Although high density redevelopment is appropriate at this stage in the urban renewal process to revitalize the downtown core, it would be desirable to retain some of the present park-like character. No structure is proposed in the current design for the portion of the site overlooking West Jefferson Street. However, long range plans propose using the space for the erection of additional buildings when there is a demonstrated need and available funds. Such future development would be unfortunate and should be discouraged in order to retain this portion of the site as open space. Furthermore, retention of the existing one-story buildings along Maryland Avenue in the name of historic preservation serves no valid purpose. They will not be well integrated into the site, and their removal in order to ensure the vista of the courthouse across the open space would be more aesthetically satisfying.

An urban renewal program financed by city and county funds is the revised Dawson-Adams Redevelopment Plan, approved by the Mayor and Council in January, 1976. The Dawson-Adams Redevelopment study area is bounded by North Street, North Washington Street, Beall Avenue, Dawson Avenue, North Van Buren Street, and a line running behind the properties on North Adams Street. The redevelopment area was the site of Rockville Gardens, acquired by the City and razed three years ago after the extreme rate of physical deterioration and concommitant social problems had made the complex a source of community concern.

General objectives of the Redevelopment Plan include elimination of blight, incompatible uses, and environmental deficiencies in the area; provision of a transition from the high density CBD to the adjacent single-family residential area; encouragement of a high quality design relating to the diversity of planned and existing scales in the surrounding area, and provision of a durable and pleasant environment.[29]

Specific objectives for the Redevelopment Area include provision of housing for the elderly, for low and moderate income families, and for smaller families; provision of a balanced mix of housing types and scales; and adequate usable open space. Plan objectives also include medical facilities, convenience-commercial uses, and other uses that would add to the vitality and style of the community. The plan aims to restrict

traffic passing through the project area so as to prevent neighborhood disruption and to provide a system of pedestrian ways connecting the area with the CBD.[30]

The planning objectives are commendable, but so, it must be pointed out, were those of the Mid-City Urban Renewal Project which were written in very similar language. It is the design and implementation, not the stated objectives, that will hopefully distinguish this project from earlier ones. If the design successfully links existing development in the cohesive Haiti community to surrounding development in a positive way, it can serve as a successful model for future in-fill development.

Private Development

Like public urban renewal development, private development can threaten the amenities of the established Rockville neighborhoods that have been studied in this report unless a conscious attempt is made to coordinate such development with its surroundings. Although none of the Preservation Study Areas is located within the commercial sector defined by Hungerford Drive and North Washington Street, the physical character and activities generated along these roads strongly affect the study areas to the east and west. Rather than forming a bridge between eastern and western study areas, a continuation of the highway-oriented strip development north from Rockville Pike threatens to separate the two residential areas of the central city still further.

The nature of the strip development that has occurred to date along Hungerford Drive and North Washington Street is uninspiring. Individual buildings, frequently of mediocre design, have too often failed to harmonize with or to make positive gestures toward the larger setting in which they were built. As a result, the physical pattern and appearance of this array of buildings is visually chaotic and unsatisfying. Among the few exceptions is the shopping center with the new People's Drug Store, where some attempts have been made to unify and enhance the visual appearance of the structures--although the negative impact of the unlandscaped parking lot on the streetscape has been ignored. Owing to the prevailing strip development aspect, downtown

Rockville has lost its positive distinguishing characteristics as the distinctions between town and commercial strip development have become blurred.

A portion of the core area that suffers from a different type of development threat is the block bounded by West Montgomery Avenue, South Washington, West Jefferson, and South Adams Streets. Included within the Montgomery Avenue Preservation Study Area, the block has been discussed as both an aesthetic and a zoning problem. If conditions along the south side of West Montgomery continue, they will threaten the adjacent office and residential areas. However, the redevelopment of the South Washington-West Jefferson Streets corner and the conversion of residences to law offices on South Adams Street indicate considerable interest in this valuable and important block. The block, therefore, represents an opportunity to integrate remaining development with new in-fill development in order to strengthen the transition between civic areas to the east and residential areas to the west.

Redevelopment needs to be handled with the utmost sensitivity. The loss to the community of the historic Masonic Temple and the First Baptist Church after concerted attempts by public bodies and private individuals to find an adaptive re-use was unfortunate. The C-3 zoning of the parcel permitted much more intense development than has in fact occurred, and the owners deserve recognition for their restraint. But the calibre of design in the bank--a two and one-half story Georgian Revival structure--which will replace the church is disappointing.

In redeveloping the block, a combination of new zoning tools, enforcement of existing regulations, and public-private cooperation is called for. A plan should be prepared for the entire block, similar to a planned unit development, that could suggest to land owners suitable uses and modes of treatment. These might include low-rise offices of compatible design served by an underground parking garage for the entire block with a surface level park or a more modest scheme of upgrading existing parking areas with walls, terracing, and extensive use of landscape. A pedestrian way through the center of the block could be explored, providing convenient access to the courthouse and other county and city buildings for the law firms and their clients. Hopefully, upgrading of this block would serve

as a spur to landscaping of the parking spaces on adjoining corners at 100 South Adams Street, 101 West Jefferson Street, and 100 and 15 West Montgomery Avenue.

Conclusion

The City of Rockville is at a very important crossroads in its development, with attempts being made to revitalize the old and resuscitate the new. The historic districts, rather than being enclaves of old buildings set in formaldehyde, can be among the most appealing places to live. More importantly, they can and should be viewed as dynamic rather than static areas whose retention can be used creatively as springboards for guiding continued urban revitalization and development of the city as a whole. Under no circumstances should the guidance provided by the historic districts assume the regressive character apparent in such places as Alexandria, where contemporary design is stifled by restrictions that it conform to a particular style. Rather, the historic districts may be seen as suggesting physical patterns, textures, scales and, not least, sequences in the experience of the city that can be incorporated into new construction. Just as the historic districts should not lose sight of their relationship to the larger environment in which they exist, areas such as the urban renewal and commercial sectors in Rockville should be equally mindful of their physical, aesthetic, and experiental relationship to the city as a whole.

Perception of historic districts in a more creative sense than is usually the case is especially crucial in Rockville, where so much physical dislocation and disorientation has occurred. Although reports in the press have tended to stress the negative aspects of recent development--and these are many and real--it should be pointed out that the problem is far from irreversible. Central and fundamental to this report is the contention that serious and creative attempts to integrate the more positive elements of Rockville's existing environment with future development will be an important step in achieving the kind of revitalization that the city requires and deserves.

Footnotes

1. *Chronological Record of Rockville Development*, Draft 1/5/68, Montgomery County Historical Society files, entry for 1865.

2. Information about the Wood family based on conversations with Mr. William Wood, Mr. Oscar Wood and Mrs. Frances Crutchfield during area survey, October 5 and 7, 1976.

3. Information supplied by Mr. Oscar Wood, October 7, 1976.

4. The City of Rockville Planning Commission, *The Master Plan for the City of Rockville, Maryland*, The City of Rockville Planning Commission, July 29, 1970. A recent study, *Existing Goals for Rockville*, Department of Planning, September, 1976, reviews existing adopted goals from a number of sources including the Master Plan. The report recommends a comprehensive program to restate and reaffirm city-wide goals and objectives.

5. *1970 Master Plan*, p. 2.

6. *Ibid.*

7. *Ibid.*, p. 33.

8. *Ibid.*, p. 2.

9. *Ibid.*, p. 11.

10. *Ibid.*, p. 2; see also p. 7.

11. *Ibid.*, p. 38.

12. *Ibid.*, pp. 82-83.

13. *Ibid.*, p. 7.

14. The discussion that follows is based on a detailed analysis of the Zoning Ordinance in the *Laws of Rockville*, Chapter 6, Zoning and Planning, especially Articles 1, 2 and 3.

15. The development standards in Article 2, Division 3-301, specify minimum lot areas for a given zone in square feet. The allowable dwelling units per net acre figures used here are based on the number of lots of the prescribed square footage that could be found in one acre. The Master Plan dwelling units per acre figures are gross acre figures, allowing for roads and other public improvements.

16. *1970 Master Plan*, pp. 82-84.

17. Population data used in this discussion are drawn from the following sources: United States Bureau of the Census, *Block Statistics: Washington, D.C., Maryland, Virginia* (Washington, D.C.: GPO, 1970); USBC, *1970 Census of Population: General Population Characteristics*, Part 22, Maryland (Washington, D.C., 1971); and USBC, *United States Census of Population: 1950, Vol. II, Characteristics of the Population*, Part 20, Maryland, Chapter B (Washington, D.C.: GPO, 1952).

18. A detailed account of the concept and its various applications is contained in John J. Costonis, *Space Adrift: Landmark Preservation and the Marketplace* (Urbana: University of Illinois Press, 1974). An abbreviated discussion is Costonis, "The Chicago Plan: Incentive Zoning and the Preservation of Urban Landmarks", *Harvard Law Review*, vol. 85 (1972), pp. 574 ff. Cf. also Costonis and Shlaes, *Development Rights Transfers: A Solution to Chicago's Landmarks Dilemma* (Chicago Chapter of the American Institute of Architects and National Trust for Historic Preservation, 1971). For a case in Washington, D.C., involving the old Heurich Mansion, see Wolf Von Eckardt, "Getting Charm and Height", *Washington Post* (February 27, 1971).

19. Rockville Department of Planning, "Background Report on the Relocation and Use Potentials for the Rockville B & O Station" (April 14, 1976).

20. Rockville Historic District Commission, "Preservation and Relocation of the B & O Railroad Station" (April 15, 1975), p. 5.

21. Rockville Department of Planning, *op. cit.*, pp. 11-12.

22. *Ibid.*, p. 16.

23. For a summary of the report, see "Minutes of Mayor and Council Meeting" No. 18-76 (May 3, 1976), pp. 13-16.

24. *Ibid.*, pp. 18-21. Cf. also Minutes of a special session of the Mayor and Council, Meeting No. 31-76 (May 5, 1976), and the Letter of May 19, 1976, from Mayor William E. Hanna, Jr., to James P. Gleason, Montgomery County Executive, and Norman L. Christeller, President of the Montgomery County Council.

25. Rockville Department of Planning, *op. cit.*, pp. 9-10. According to the report, the SHPO, John Pearce, also indicated that a location anywhere along the tracks would be acceptable because of its proximity to the railroad.

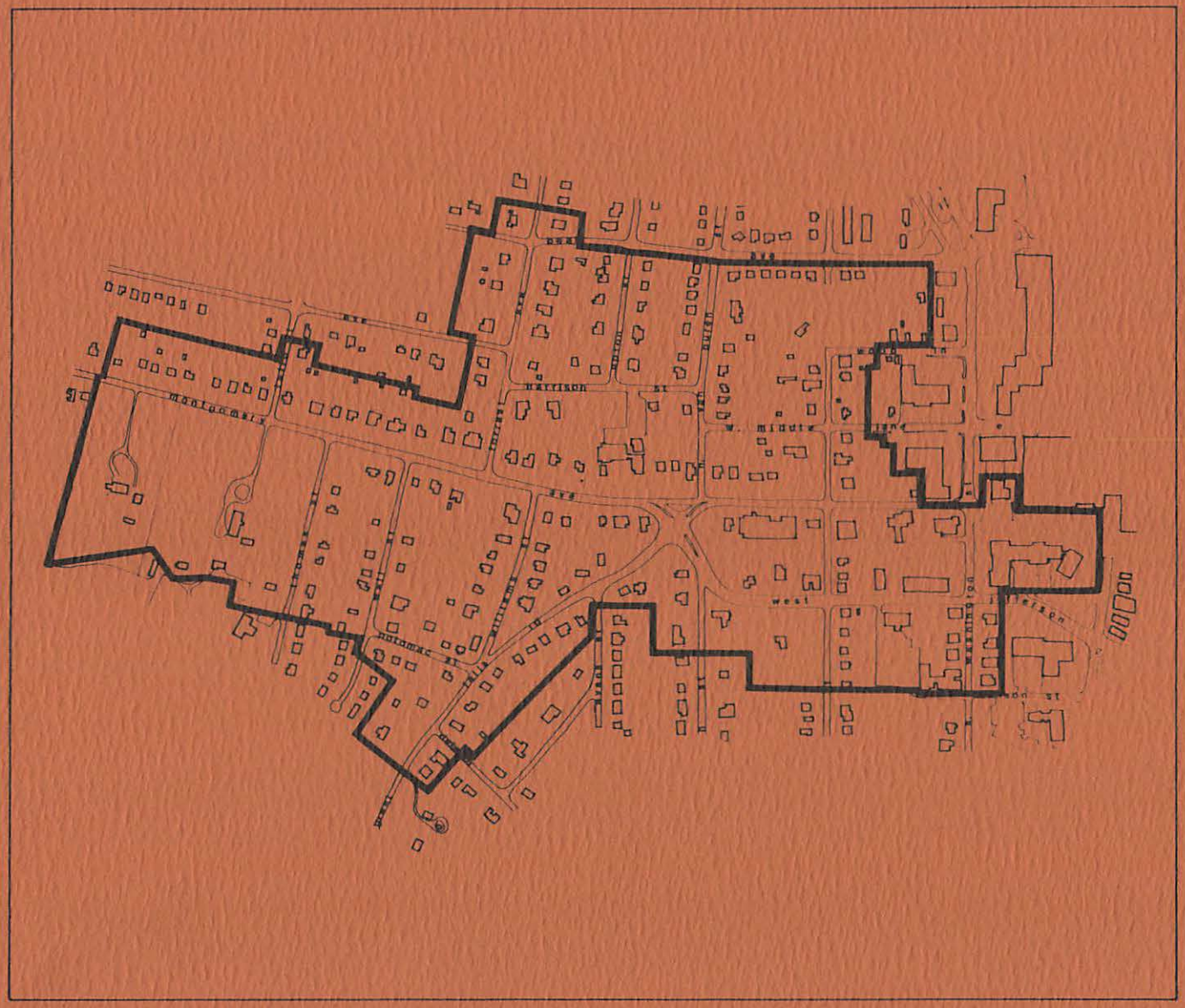
26. Penny Zweigenhaft, "More Old Buildings Bite Dust as Renewal Tempo Quickens", the *Montgomery County Sentinel*, no date: cf. Montgomery County Historical Society Vertical Files: "Rockville-Urban Renewal."

27. J. Pinoake Browning, "Two Old Timers Reminisce As Bulldozer Wreaks Havoc," *Montgomery County Sentinel*, August 25, 1966.

28. Conversation with Edward Duffy, City of Rockville Community Development and Housing Assistance Department, November 9, 1976.

29. City of Rockville, Mayor and Council, *Revised Dawson-Adams Redevelopment Plan* (January 19, 1976), p. 5.

30. *Ibid.*, pp. 5-6.



HISTORIC DISTRICT RECOMMENDATIONS

HISTORIC DISTRICTS RECOMMENDATIONS

Introduction

Historic districts, which range from older sections in cities to entire villages and their environs, exemplify the growing recognition of the need to preserve that portion of the culturally significant built environment which gives a particular community its innate sense of identity and character. Such districts, which are living parts of communities, have been and continue to be legally defined under federal, state, and local laws.

At the federal level, the 1935 Historic Sites Act, which allows for the designation of historic districts as National Historic Landmarks, provided the initial impetus. More recently, historic districts have been entered in the National Register of Historic Places as defined in the 1966 National Historic Preservation Act. Significantly, the criteria for nominating and entering historic districts in the National Register were broadened appreciably to include areas with cohesive concentrations of buildings and their original environs that are not only of national importance, but of state and *local* significance as well. More than 1,000 such districts are presently listed in the National Register, including Rockville's West Montgomery Avenue Historic District, which was added to the Register on May 29, 1975. In addition to federal legislation, more than twenty-five states have passed enabling legislation authorizing local government bodies to enact historic preservation ordinances creating historic districts. The State of Maryland was among the first to enact such legislation, granting municipalities and counties the power to establish, define, and regulate historic districts through Section 8 in Article 66B of the Annotated Code of Maryland.

It is the local level, however, that has generated both the rationale and the need for creating historic districts as a viable planning tool for integrating significant concentrations of buildings and environs creatively into the living fabric of the modern city and thus assuring the perpetuation of a community's innate social and physical character. Many cities throughout the country have created historic districts as a

result of state enabling legislation or under the general zoning power. In 1931, Charleston, South Carolina, adopted historic district zoning regulations to protect and enhance a major concentration of significant buildings. New Orleans followed in 1936 with the creation of a separate Vieux Carre Commission to fulfill similar purposes. Following World War II, other cities, led by Alexandria, Williamsburg, Winston-Salem, and Georgetown began to develop similar laws and controls. In Maryland, several communities have made significant strides in creating viable historic districts. The first historic district in the State was enacted in 1964 in Chestertown, the picturesque seat of Kent County that was an important port serving the northern counties of the Eastern Shore in the eighteenth century. Later in the same year Baltimore, Maryland's largest city and one still rich in urban architectural complexes, established the Commission on History and Architectural Preservation, which was empowered to create historic districts and to develop a special list of buildings and sites outside of any historic district. Annapolis, Frederick, New Market, Uniontown, and Rockville have followed suit in establishing historic districts that reflect the rich array of built environments to be found in Maryland's towns and cities.

Criteria

Creation of historic districts has evolved out of the concept of area preservation, which recognizes that entire areas within a community, as well as individual structures, can have aesthetic as well as historic value worthy of preservation. The concept of area preservation gained strong support in this country as a result of the restoration of Colonial Williamsburg and subsequently of other museum villages, where not only individual buildings but the entire physical structure of a community was recreated. In such efforts, an area as a whole was transformed into an outdoor museum reflecting not only the architectural values of individual structures but also the views of a given period about the relationships among structures and community functions.

In recent years, concern for area preservation has broadened from an interest in museum villages to concentrate almost exclusively on preserving

older areas, or neighborhoods, as part of the *living* fabric of a town or city--be they residential, commercial, industrial, or a combination. Many such districts have now been created in cities throughout the United States through adoption of historic district zoning regulations that seek to protect and enhance a major concentration of significant buildings in their original, everyday surroundings. While the provisions of these local regulations vary to meet local conditions and the requirements of state enabling legislation, all are based on the premise that community appearance is an important dimension of the public welfare, and that there are significant aesthetic as well as cultural and educational benefits to be derived by a community from the preservation of such areas as historic districts.

Historic districts have proven most successful when they have been established in those areas that evoke a strong sense of place through a concentration of homogeneous buildings, streetscapes, and landscaped open spaces that, taken together, contribute to this sense and create the definitive quality of the area and the community in which it exists. Important new historic district preservation concepts and techniques have been developed to deal with this amplified definition of area preservation. Those which are particularly useful and relevant to the situation in Rockville are briefly described below.

Produced in 1957, *College Hill: A Demonstration Study of Historic Area Renewal* was the first major preservation study to suggest that historic districts possess intrinsic aesthetic as well as historical significance that derives out of the succession of architectural styles, rather than those of any single preferred period.[1] It was also the first to advance the notion that contemporary architecture, conceived to exploit the visual and experiential attributes of such areas, can relate successfully to existing historic structures without undermining the vitality of either old or new design.

The most persuasive demonstration of the viability of these important new concepts of area preservation was developed in the seminal preservation planning document entitled *Plan and Program for the Preservation of the Vieux Carre*, published in 1968.[2] The purpose of this comprehensive

study was to provide the public and private sectors in New Orleans with a systematic framework for preserving the identity and character of the Vieux Carre, an area encompassing the original grid-iron city plan of 1718 and immediately adjoining the central business district. The significance of this plan for the Rockville situation stems from its conceptual emphasis on the unique quality and importance of the area as a whole, or the *tout ensemble*, rather than on any single aspect. Expanding the theme put forth in the College Hill study, the Vieux Carre plan recognizes that the character of the entire area derives not only from the "kaleidoscope of styles and periods expressing its highly diverse cultural evolution,"[3] but also from the ways in which buildings and other elements combine to create a whole that is greater than the sum of its parts, thereby establishing a visual image unique to the Vieux Carre. The report explains:

> The interrelationship of buildings has more significance to the concept of the tout ensemble than the individual buildings themselves. The Vieux Carre possesses relatively few structures of outstanding architectural quality. But architectural combinations, like the Jackson Square complex and street facades such as those along Royal Street, create a series of strong visual images that contribute greatly to the Quarter's vivid sense of place.[4]

The *tout ensemble* concept, which recognizes the importance of background buildings as well as landmarks in defining the surroundings, proved fundamental not only to the definition of the essential character of the Vieux Carre but also to its chances for preservation as a *living* district. For the preservation of landmark buildings alone would invariably have destroyed the very character and image that makes this distinctive historic district unique and pleasing to residents and visitors alike.

The Vieux Carre plan also advances a second vital preservation planning concept by defining historical continuity not only as the innate source of the *tout ensemble's* vitality and character, but as a fundamental planning process for its viable future development as well:

> Though harmful change must be avoided, the necessity of change, even in a historic district, should be understood and accepted. Change acts on the tout ensemble in a multitude of ways, subtle and otherwise, and the product of this interaction over time may or may not create historical continuity. Public action in the Vieux Carre can be viewed as an attempt to guide change in order to preserve the tout ensemble by insuring that its historical continuity is not broken.[5]

The plan makes a great contribution by analyzing with great clarity and depth the pressures for change in the context of two and a half centuries of gradually shifting architectural and life styles. Preservation planning thus becomes, according to this model, a dynamic process for reconciling preservation values with the requirements for necessary and compatible change, not of halting further development.

A more recent, though far less comprehensive, study has applied the salient concepts of the Vieux Carre plan to the problem of preserving a residential neighborhood that, considerably smaller and less diverse than the Vieux Carre, is rather similar in scope to the Rockville situation. Entitled *Old West Side, Ann Arbor, Michigan*, the 1971 study focuses on a residential area, consisting primarily of modest but expressive single-family dwellings, that is adjacent to Ann Arbor's central business district and about a mile from the main campus of the University of Michigan.[6] Pressures for change in this neighborhood have come from apartment house and office tower developers responding to the boom of industrial research firms, the expansion of the University, and the housing needs of those employed in the nearby cities of Dearborn and Detroit. The concept evolved for guiding the environmental survey and evaluation of Old West Side revolves around the conservation of the total environment of the residential neighborhood, consisting of the array of buildings, amenities, and other features that make up what the report terms its "entire ecology." The rationale for this concept is described in ways very similar to the language of the Vieux Carre study, though applicable to the specific situation:

> It is immediately apparent that in the Old West Side the whole is greater than the sum of its parts. Its character is due to certain landscape open-space qualities; its tree-lined streets, the large number of small one-family houses; the few large houses and mansions; and the very small number of commercial and industrial structures. To concentrate on the few outstanding structures would fail to establish the total quality of the neighborhood with its many small homes in their park-like setting.[7]

Describing Old West Side as homogeneous in age, architecture, historic interest, landscape, and streetscape, the report also advances another significant neighborhood preservation concept by suggesting that the resulting total environment is worthy of consideration by the City of Ann Arbor not only as an historic district but as a "residential park," to be accorded "the same protection given other city parks."[8]

The 1973 study, *Marshall: A Plan for Preservation*, its scope lying somewhere in between those of the Vieux Carre and Old West Side studies, has also advanced a number of interesting notions that have certain applicability to the Rockville situation. Focusing on the entire town of Marshall in south-central Michigan rather than on a single neighborhood, the plan documents the community's unusually high degree of total environmental unity and visual continuity, described as stemming from the complete integration of styles and periods "which express the entire developmental background of the city's evolution."[9] The report's conclusion that all parts of the city, proposed as an historic district, merit protection in order to retain the community's high degree of environmental integration leads to the formulation of two significant concepts and techniques that can have application in less cohesive environments as well. The first stems from the perceived need to provide protection to the newer buildings interspersed in the historic district; although lacking the historical or architectural values of the older structures, they are still part of the same unified environment:

> Structures situated in the midst of historically and architecturally important buildings which are not in themselves historic or of architectural value, still are part of the environmental entity and therefore must be treated with the same concern . . . and regulatory law.[10]

The second concept represents a significant contribution to preservation planning. It stems from the recognition of the fact that the town, though proposed to be treated as a single historic district, is composed of areas of different character and uses and thus with differing preservation concerns. For this reason, the Marshall plan recommends the establishment of different "Treatment Areas" to take these variations systematically into account:

> Each Treatment Area is developed to gain the control necessary to assure, in the best manner possible, the level of preservation recommended as well as the gradual but continual upgrading of all areas in a manner compatible to the overall character of the community.[11]

The scope of treatment areas ranges generally from those deserving the highest level of preservation and protection to those for which no specific jurisdiction over new construction or the alteration, demolition, or moving of old buildings should be imposed, but for which review prior to the issuance of a permit for same should be established.

Such are the salient historic area preservation concepts, formulated by leading preservation planning studies in recent years, that have helped mold the more viable and progressive historic districts in the country. Although each plan was carefully developed to apply to the specific aspects of the local situation, all have emphasized the aesthetic and environmental as much as the more traditional historical significance of their respective areas. This may be explained, in part, by the fact that entire areas tend to be less susceptible than individual buildings to association predominantly with an important person or event. Too, the Vieux Carre study makes clear--and the other studies discussed above underscore the fact in their respective contexts--that the manifestations of historical and cultural significance have to be visually meaningful to be ultimately appreciated. Thus, the buildings, the spaces between them, the streetscape, and street furniture that may comprise an historic district can, individually or collectively, have important historical or cultural associations. However, they tend ultimately to be perceived and appreciated through their aggregate aesthetic qualities. And it is these essentially visual qualities, albeit with intellectual underpinnings, that both convey and symbolize the feeling of time and place evoked by the given district as a whole.

It is essentially such a conception of historic districts that led to the recent formulation by the Keeper of the National Register of a series of criteria for historic district recognition.[12] According to this evaluative framework, which seeks to define those areas that give man a sense of place and give recognition to the individual elements that collectively contribute to this sense, historic district significance can be ascribed to a collection of buildings, sites, objects, and spaces that possess integrity of location, design, setting, materials, workmanship, feeling, and association. Taken individually, these seven determinants have been defined as follows:

1. Location. Areas with linkages of buildings, structures, sites, objects, and spaces, a majority of which continue to exist where they were first created in traditionally accepted relationships.

2. Design. Areas that convey a sense of cohesiveness through the similarity and/or dissimilarity of their detail relatedness (architectural or otherwise). Based on the abstracts of aesthetic quality, these include scale, height, proportion, materials, colors, textures, rhythm, silhouette, etc.

3. Setting. Areas that are readily definable by man-made or natural boundaries and/or contain at least one major focal point.

4. Materials. Areas that convey a sense of cohesiveness through the similarity and/or dissimilarity of their material relatedness, based on traditional material use that contributes to a sense of locality.

5. Workmanship. Areas that convey a sense of homogeneity through the high quality of aesthetic effort of the periods represented by the majority of the units composing the district.

6. Feeling. Areas that impact human consciousness with a sense of time and place.

7. Association. Areas that are related--on a national, state, or local level--to the lives of individuals or events and/or have visual aesthetic qualities that convey a feeling of time and place.[13]

This evaluative framework recognizes, as did the Vieux Carre study, that the special character of an historic district must derive from an interrelationship of focal buildings and anonymous, or background structures, together with the spaces between them and street furniture that combine to create the definitive quality of the district. It likewise assumes that the overall character of the historic district must produce the impression of cohesiveness and homogeneity. Such cohesiveness, however, need not be the product of similar or identical elements, but can be obtained as well in an assortment of structures of varying eras, styles, and materials, providing they relate in one or more of such basic design qualities as scale, height, proportion, material, color, texture, or rhythm. Parenthetically, the evaluative framework also notes that compatible land uses tend to increase the cohesiveness of a district by reinforcing the spatial relationships in a neighborhood.

In view of its having adapted the best current thinking and practice on the subject, this evaluative framework has generally been used to develop the boundaries of the historic district and historic buffer zones whose designation is recommended below.

Recommended Historic District and Historic Buffer Zones

It is apparent that community appearance is an important dimension of the public welfare, and that Rockville possesses older residential neighborhoods of considerable architectural, historical, and environmental interest, which makes them indispensable to the city's image and physical pattern. In addition, these neighborhoods provide much needed housing for those families that value older, centrally located areas. Thus, these residential neighborhoods are not merely historic relics. It is within the public purpose to protect and enhance those portions of these neighborhoods indicated below for their contribution to the diverse, pleasant, and convenient living environment of the city, both now and in the future.

Hence, there are two broad public purposes to be served by the proposed zoning. The first is to preserve a portion of the city's architectural and environmental heritage. The second is to improve the quality and

economic viability of the living environment in these older residential neighborhoods in Rockville. Implicit in these purposes are several more tangible public benefits. Since continued economic viability and maintenance of property values relate to physical condition and character, it should be the intent of these regulations to preserve the visual character of these neighborhoods, to prevent the needless destruction of valuable old buildings, to insure that new construction and remodeling do not adversely impact the existing character of the neighborhoods, and, consequently, to protect and increase property values and the property tax base. It should also be their intent to maintain and encourage a pleasant and convenient mixture of uses, to keep inappropriate commercial and institutional uses out of the residential environment, to insure that neighborhood commercial and new residential uses fit conveniently into the character of the neighborhood, to encourage the adaptive reuse of old buildings, and to control parking and ease circulation.

Based on the detailed analysis in the preceding sections of this report of the historical development, land use, building patterns, and architectural and environmental amenities contained in Rockville's older residential neighborhoods, a number of areas are recommended for historic district and historic buffer zoning (see Figure 56).

The areas recommended for designation as historic districts (HD) are those which have been found to be the most homogeneous in age, architecture, historic interest, and interrelationship of buildings and environmental amenities.

The recommendations for designating historic buffer zones (HB) are predicated on the concept of establishing transitional or "buffer" areas to protect historic districts from potentially adverse environmental impact from surrounding areas. In such districts, changes in density and land use, though subject to some control in order to assure compatibility with the established character of the historic district, can usually be accommodated more discreetly than within the historic district itself, thereby achieving an effective transition between the integrity of the historic district and the development potentials of surrounding areas. Regulations and restrictions

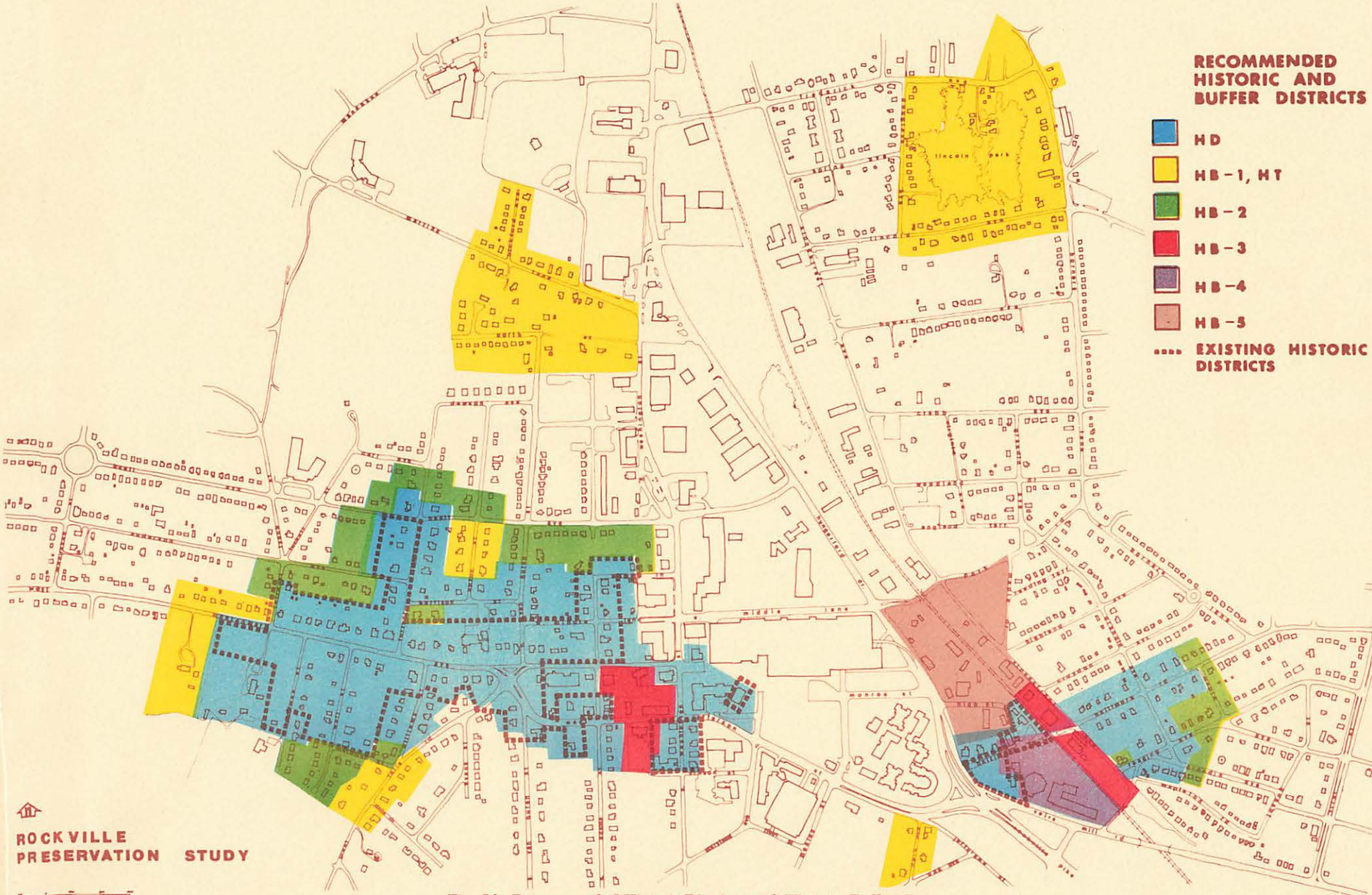


Fig. 56 - Recommended Historic Districts and Historic Buffer Zones

governing such areas should be based on the character of the specific area. As devised for the Rockville situation, such historic buffer zones would consist of the following:

1. (HB-1). Areas whose architectural homogeneity and environmental strengths, though noteworthy and compatible with those of the adjoining historic district, are not themselves of sufficient quality to merit designation as a full-fledged historic district. Regulations governing such a buffer zone should be less restrictive than those for the historic district, but should guard against intrusion of incompatible or non-conforming land uses. Careful restoration or sympathetic rehabilitation should be encouraged but not required of the most significant structures in the zone. Plans for reconstriction or modification should be reviewed on an individual building basis. Comments and recommendations by the Historic District Commission which could lead to an increased compatibility with the established character of the historic district and buffer zone should be encouraged. The intent would be to seek an upgrading of the buffer district, with the possibility that, in time, it might be included in the historic district if sufficient improvement is obtained to enhance the cultural and environmental significance of the area.

2. (HB-2). Area of similar density and land use that are physically and visually related to the adjoining (or surrounding) historic district, but whose buildings possess little or no architectural significance and/or are incompatible with those in the district. Such buildings may be considered for reconstruction or modification if their owners so desire, but plans for new construction or modification would be reviewed for compatibility with the established character of the historic district and surrounding area. The intent would be to upgrade the buffer district by encouraging modifications to existing buildings that would render them more compatible with the established character of the adjoining or surrounding historic district.

3. (HB-3). Areas with land uses that have the potential of creating an adverse environmental and experimental impact on the adjoining historic district. Such uses would be classified as non-conforming uses. As such, they would be allowed to continue indefinitely and

to make normal maintenance and repairs. Reconstruction, structural alteration, and expansion would be controlled by Use Permit; designs for same would be reviewed for compatibility with the established character of the historic district and surrounding areas. Should more than 50% of a nonconforming use be destroyed, or should such use cease for a period of at least three months, the owner could not reestablish a nonconforming use. The intent would be to prevent the buffer zone's being subjected to extensive commercial or institutional uses that are incompatible with the established character of the historic district and surrounding area.

4. (HB-4). Areas whose present density and land uses are essentially compatible with those of the adjoining historic district, but whose importance in terms of immediate physical and visual relationship to the district merits reasonable efforts to see that any future sale or change to another use would remain compatible with the district in density, land use, and character. No specific jurisdiction over new construction, alteration, demolition, or moving should be imposed beyond the Use Permit, but review during issuance of same should be established to assure environmental compatibility with the established character of the historic district and surrounding area.

5. (HB-5). Areas whose land use is in a transitional stage and/or which are, or are fairly likely to be, subject to substantial redevelopment in the foreseeable future. Here,too, no specific jursidiction over new construction, alteration, or demolition should be imposed beyond the Use Permit, although review during issuance of same should be established to assure the environmental compatibility with the historic district and surrounding area. In these areas, every effort should be made to encourage development in the direction not simply of retaining surviving vestiges of the past unchanged, but of capitalizing on their physical patterns and amenities to produce a creative synthesis of existing environmental resources and enlightened contemporary design values--as was true in the best of the earlier buildings in Rockville.

Implicit in this proposed framework of historic buffer zones is the concept of establishing and maintaining both visual and experimental interrelationships among historic areas and those undergoing renewal and redevelopment, reasserting in the process the historical continuity and environmental integrity of Rockville's urban fabric.

Two areas are being recommended for designation as historic district (HD) and historic buffer (HB) zones. Both areas encompass, and represent certain proposed amendments of the three historic districts currently in existence. They are grouped according to the proposed historic district names and described below:

A. Montgomery Avenue Historic District (HD-1A)

The essential character and merits of the West Montgomery Avenue Historic District have already been well documented. Suffice it to say that the district encompasses the oldest and most distinguished residential neighborhood in Rockville. The majority of structures dates from the last two decades of the nineteenth century, with a few older homes and somewhat more from later periods. The predominant character of the district is one of rich architectural diversity of numerous compatible architectural styles that create considerable interest through variation and personalization within a fairly uniform environmental scale. Rows of picturesque Victorian and Colonial Revival houses interspersed along tree-lined streets help fix the visual image of the district. While the majority of structures in the district are residences, also included are attorney's offices--many in converted older houses--churches and parsonages, and a former hotel (now a sanitarium). The proposed expansion of the boundary would add important examples of bungalow and period houses, discussed in the architectural background section of the present report, as well as an outstanding group of extant Rockville public buildings, including an art moderne bank and post office and fourth courthouse. The nature of the modifications and expansions of the present historic district boundaries in the area are discussed below:

1. The properties removed from the Montgomery Avenue district by the Mayor and Council at its meeting of December 16, 1974, have been proposed for reinstatement into the district. After much careful study, it is felt that retention of these properties is vital to maintaining the viability and integrity of the historic district as a whole. Chestnut Lodge, once Rockville's grandest resort hotel, is one of the city's most significant landmarks and is widely recognized as such by the city's residents. The current 200-foot easement extending across the length of the property along Montgomery Avenue does nothing to integrate the complex as a whole into the fabric of the district or to afford the historic structure the kind

of protection it deserves and should obtain from historic district zoning. Similarly, the entire Rockville Academy property has been reinstated to regain its integral environmental integrity. In both instances, fragmentation of property, though perhaps politically expedient, runs contrary to sound historic district planning. Rear property lines have been widely used and accepted as valid and legally defensible edges to a district, especially when it is the intent of the ordinance to control the character of development within the property as a whole.[14] The property belonging to the Rockville United Methodist Church has likewise been proposed for reinstatement; its exclusion not only creates a technical void in the fabric of the district, but also runs contrary to the very reason for creating an historic district. Placing a significant concentration of geographically compact and *contiguous* properties in an historic district is intended to provide protection to surrounding properties against possible developments within as well as outside the district that could have an adverse effect on the surrounding area. Exclusion of a property from an historic district for purposes of circumventing control or restrictions over such development contravenes the very intent of historic district zoning ordinances to provide uniform protection to the area as a whole.

2. The existing South Washington Street Historic District has been proposed for inclusion in the expanded Montgomery Avenue district. Given the close proximity of the two districts, their separation seems both to negate their physical and experiential relationship and to reduce the level of control placed on the property in between. The latter is being recommended as an internal buffer zone, as discussed below.

3. The "single-landmark" courthouse district is also proposed for inclusion in the Montgomery Avenue district, with its boundaries expanded to include the later courthouse, bank, and post office that frame the intersection of Montgomery Avenue and Washington Street. This provides another vital link between the existing Montgomery Avenue and Washington Street districts. The inclusion of these significant buildings is warranted on the basis of their considerable architectural and historical significance, as well as

of their strong environmental interrelatedness, which serves to focus on one of Rockville's more important and symbolic intersections.

4. Addition of the east side of Forest Avenue from Harrison Street to Beall Avenue is also being proposed. Inclusion of this segment is justified by its architectural and environmental homogeneity and importance in completing the definition of the quite distinctive Forest Avenue streetscape. Also proposed for inclusion here are the first properties north of Beall on either side of Forest Avenue, consisting of a striking bungalow and period house, since they serve effectively to terminate the Forest Avenue streetscape.

5. Also proposed is the addition of the first five houses on the east side of South Adams Street, just south of Jefferson Street. These houses were judged to be significant examples of the Georgian Revival Cottage and Bungalow, as well as homogeneous with the established character of the Montgomery Avenue district.

6. Inclusion of properties on both sides of Williams Street is also proposed. This streetscape contains fine examples of the Arts-and-Crafts period house, at 12, 17, and 19 Williams, together with the handsome shingled Bungalow at 16 Williams, the former Montgomery County Club erected in 1916. This block is quite compatible and homogeneous in character with, and therefore merits inclusion in, the historic district.

Several historic buffer zones, delineated on the basis of the previously discussed criteria framework, are proposed to be established in conjunction with the historic district (HD-1A):

1. *HB-1 Buffer Zones*

   a. *HB-1A Buffer Zone*, consisting of a group of properties facing both sides of Great Falls Road which form the southwest *boundary area* for the historic district. This area contains a number of significant buildings, including the former Brewer House at 307 Great Falls Road (1820) and the house at 304 Great Falls Road,

built by Edwin West. Although the area has deteriorated to an extent that militates against its inclusion in the historic district at the present time, it is judged to have considerable potential for substantial revitalization through sympathetic rehabilitation of existing buildings and sensitive enhancement of their environs. Such efforts should be strongly encouraged in view of this area's great significance as one of the oldest and now most visually coherent gateways into Rockville. If efforts at revitalization succeed in making the area compatible with the established character of the historic district, consideration should then be given to including it in the district.

b. *HB-1B Buffer Zone*, consisting of the group of properties facing both sides of West Montgomery Avenue which forms the western *boundary area* for the historic district. This area exhibits significant area and neighborhood strengths whose preservation and enhancement should be encouraged. Doing so is especially important because of the area's strategic importance as the most visually prominent gateway into the western end of Rockville. The property to the south of Montgomery Avenue, though its structures are of no particular significance, possesses one of the finest privately-owned landscaped grounds in Rockville; they likewise enjoy considerable visual and environmental continuity with the grounds of Chestnut Lodge immediately to the east. Consideration should be given to obtaining a scenic easement on the property to assure its preservation in perpetuity for the community. The houses situated along the north side of Montgomery Avenue, though not of equal architectural treatment or significance, nonetheless exhibit a collective uniformity of scale and environmental homogeneity whose preservation and enhancement should be encouraged. Doing so is especially important in order to reinforce and improve visually the experience of entering Rockville and the historic district, and thereby to enhance the significant vistas to and from the historic district and so bolster the visual image and identity of the area as a whole.

c. *HB-1C Buffer Zone*, consisting of the properties facing both sides of Upton Street, at the northern edge of the historic district. Although of more modest scope than those in the surrounding historic district, these attractive period houses combine to create a treelined streetscape of notable charm and appeal through the relative uniformity of spacing, setback, and scale. Their sympathetic maintenance should therefore be encouraged.

2. *HB-2 Buffer Zones*

a. *HB-2A Buffer Zone*, consisting of two adjoining properties along the southwest corner of Harrison Street at Forest Avenue, surrounded on all four sides by the historic district. Special efforts should be made to encourage the upgrading of these properties in view of their glaring incompatibility with those surrounding it in the district.

b. *HB-2B Buffer Zone*, consisting of the three adjoining properties forming the northeast corner of Williams and Potomac Streets; it is flanked by the historic district (HD-1A) to the north and a buffer district (HB-1B) to the south. Every effort should be made to encourage the upgrading of these properties in view of their location at a visually prominent corner edge of the historic district, one visible from Great Falls Road.

c. *HB-2C Buffer Zone*, consisting of the group of properties along the east side of Thomas Street and both sides of Wall Street which forms a southern *boundary area* for the historic district.

d. *HB-2D Buffer Zone*, consisting of properties along either side of Great Falls Road, as well as of Evans, South Van Buren, South Adams, and South Washington Streets which form the principal southern *boundary area* of the historic district. Special effort should be made to encourage the upgrading of the properties situated along and/or visible from Great Falls Road in view of their prominent location not only in relation to the edge of the historic district but, equally important, along one of the more historic and visually coherent--though not very pleasing--entryways into Rockville.

e. *HB-2E Buffer Zone*, consisting of the assortment of properties fronting Wood Lane, the south side of Beall Avenue from the second property west of Washington to North Van Buren Street, and along both sides of Van Buren, forming the northeast *boundary area* of the historic district.

f. *HB-2F Buffer Zone*, consisting of a group of properties along Beall and Anderson Avenues that forms the northwest *boundary area* for the historic district.

3. *HB-3 Buffer Zones*

a. *HB-3A Buffer Zone*, consisting of a group of properties fronting on Montgomery Avenue from the post office to South Adams Street, on Washington Street from the post office to Jefferson Street, and on Jefferson Street between Washington and the row of properties facing Adams Street. This buffer zone is surrounded on the west, north, and east sides by the historic district (HD-1A), and on the south side by a buffer zone (HB-2D). This area contains a variety of land uses and architectural treatments whose glaring inconsistency appreciably undermines the established character and appeal of the surrounding area on all sides. Considerable efforts should be made to establish uniform development and high design standards for this key area, as well as to encourage the upgrading and enhancement of property through a sympathetic rehabilitation of structures and appropriate screening and landscaping of lots.

The second historic district being proposed is described below:

B. *Baltimore Road Historic District (HD-1B)*

The proposed historic district consists of the present Station District before the reduction of its boundaries in December 1974 and the surviving nucleus of the residential neighborhood east of the B & O tracks. The properties located in the vicinity of the Rockville B & O Station were brought into being by the construction of the station. Its opening in May 1873 ushered Rockville into a new era as a popular resort and attractive residence for commuters from Washington. The station, Wire Hardware, and four late nineteenth-century houses (two of which have been converted into commercial and

office use) combined with the picturesque St. Mary's Church and cemetery, sitting on a gentle knoll above Baltimore Road, to create an atmosphere that evokes an earlier, distinguished era in Rockville's history. Across the B & O tracks, Baltimore Road--which once crossed the tracks--serves as a spine for a distinctive residential neighborhood whose surviving nucleus dates essentially from the late nineteenth and early twentieth centuries. The predominant character of this neighborhood is established by the varied styles of handsome houses with spacious yards that front Baltimore Road, together with the attractive triangular green at the intersection of Grandin and Reading Avenues, its intimate setting framed by a pleasant grouping of picturesque houses. Although Baltimore Road no longer connects these two adjoining neighborhoods, a sense of continuity as well as neighborhood and environmental homogeneity still operates to weave the two areas together into a discernible and effective whole. Their vivid affirmation of the historical continuity and visual coherence of this extant part of Rockville's historic urban environment merits designating these two areas as a single historic district, including an easement of appropriate width across the tracks to reestablish suitable physical and visual links between them.

As noted above, it is recommended that the boundaries of the present Station District--which is included as part of the larger historic district being proposed--be expanded to the boundaries originally developed and adopted. The argument for reinstating the properties removed from this district by the Mayor and Council at its meeting of December 16, 1974, is substantially the same as the one applied for similar reasons to the Montgomery Avenue district. It is felt that the retention of these properties is even more crucial here for maintaining the contextual viability and environmental integrity of the historic district as a whole. Elimination from so small a district of what amounts to half the properties contained within it undermines the very neighborhood historical and environmental strengths that recommended the establishment of the historic district in the first place. Removal of these properties in favor of anticipated developmental interests, deemed at that time to supersede the essential integrity of the district as a whole, may have serious implications for the future not only of the district but of this area of the city as well; for it has

the potential of leading to the demolition of these significant structures and to the development of a complex that might lack significant visual and physical interrelationships with its surroundings.

It is believed that retention of these properties can work to the mutual advantage not only of the district and the physical appearance of the city, but also of the development interests in the affected properties. Indeed, the problem should properly be seen as focusing on no less than the entire block bounded by Baltimore Road, High Street, and Hungerford Drive. If any development is to occur in this area, it would logically be conceived for the block as a whole. At the same time, preservation of the structures in question is compatible with such an approach to development; for it provides a natural edge to the existing environment along Baltimore Road, assuring successful integration with it. Notleast, retention of the considerable environmental assets which these structures have in common as a group could well suggest creative design solutions that would capitalize on the unique ambience of the area and thus help the complex establish critical visual and physical links to the larger urban fabric of the city. Thus, there appears to be great opportunity in this area for making preservation and development interests mutually supportive and genuinely compatible through the joint and cooperative efforts of all parties involved. It is strongly recommended that the developers in question and the appropriate city departments and commissions work closely together to establish viable, creative guidelines for development options that would both preserve the existing properties through appropriate adaptive reuse and accommodate legitimate development interests. Failure to do so may lead to the needless loss of the significant buildings in question and so undermine the contextual integrity of the surviving structures--especially if what is built in the immediate vicinity is conspicuously incompatible with them. Not least, the demolition of these buildings may lead to the development of a project made less appealing by failure to take advantage of significant urban design opportunities.

Several historic buffer zones are proposed to be established in conjunction with the historic district, in accordance with the previously discussed criteria framework. The buffer zones are as follows:

1. *HB-2 Buffer Zones*

   a. *HB-2G Buffer Zone*, consisting of properties along both sides of Grandin Avenue, Reading Avenue, and Baltimore Road which form the eastern *boundary area* of the historic district.

   b. *HB-2H Buffer Zone*, consisting of the parcel at the northwest corner of Reading Avenue and Stonestreet Avenue, set into the southwestern edge of the eastern portion of the historic district.

2. *HB-3 Buffer Zones*

   a. *HB-3B Buffer Zone*, consisting of the strip of properties bounded by Stonestreet Avenue and the B & O tracks, from the footbridge up to the northernmost edge of the historic district, less the easement connecting the east and west legs of Baltimore Road.

3. *HB-4A Buffer Zones*

   a. *HB-4A Buffer Zone*, consisting of the St. Mary's Church property, less that included in the actual historic district.

4. *HB-5 Buffer Zones*

   a. *HB-5A Buffer Zone*, consisting of the property fronting the south side of High Street which forms the northern *boundary area* of the western portion of the historic district. It includes that portion of the block bounded by Baltimore Road, High Street, and Hungerford Drive not contained in the historic district.

   b. *HB-5B Buffer Zone*, consisting of that parcel of land bounded by Stonestreet Avenue, Maple Drive, Park Road, Hungerford Drive, and High Street (extended) that is to be developed by WMATA for the Metro Station.

Recommended Historic Treatment Areas

In addition to the historic district and historic buffer zones, which are recommended to have the strength of zoning ordinance protection, three other areas in Rockville deserve consideration for special attention in any future development plans (see Figure 56). Because these areas have not been judged to be sufficiently homogeneous in architectural or environmental character to merit designation as full-fledged historic districts but yet possess sufficient historical or environmental significance to be noteworthy, they have been placed in a category termed *historic treatment areas (HT)*. These areas are, in effect, comparable in scope to the HB-1 historic buffer zones described above. They are as follows:

1. *Park Avenue Historic Treatment Area (HT-1)*, consisting of the block-long streetscape along Park Avenue. As noted earlier in the study, this area contains a number of significant structures and has retained a pleasant streetscape that make it worthy of retention and enhancement. Equally significant is the strategic position of its northern edge along Jefferson Street, which enables it to combine with the historic district across the sea of highways to establish a sense of gateway, albeit tenuously at present, at a vital entryway into Rockville. It is recommended that this opportunity be explored further and that the area be retained and enhanced and its structures be sympathetically rehabilitated.

2. *Haiti Historic Treatment Area (HT-2)*, consisting of a complex of properties on Bickford Avenue, Martins Lane, and North Street. Although the area admittedly does not possess the architectural significance or environmental homogeneity to warrant its designation as an historic district, it is rich in Rockville black history; it has been and continues to be the home for generations of descendants from the freed slaves to whom Miss Margaret Beall conveyed the northern portion of her property in 1865. In view of its extraordinary social cohesiveness and profound sense of community, every effort should be made to preserve and protect the integrity of this community and its residents, and to assist them in upgrading and rehabilitating their homes and environs.

3. *Lincoln Park Historic Treatment Area (HT-3)*, consisting of the inner perimeter of properties (their rear property lines bordering on Lincoln Park) along Lincoln Avenue, Horner's Lane, Frederick Avenue, and Douglass Avenue. Lincoln Park has a long and significant history as one of the first and most prominent black communities in Montgomery County. Unfortunately, the area has been subjected to uneven development in recent years, so that it, too, now lacks the requisite architectural consistency or environmental homogeneity to warrant its designation as a full-fledged historic district. There are a number of noteworthy structures, such as the rather simplified version of the brick Washington Row at 302 Lincoln Avenue, and a scattered grouping of interesting houses further east on Lincoln, though interspersed with some rather bland vagaries that weaken the strength of the streetscape. In addition to Lincoln Park itself, situated at the core of the block under discussion, the most significant cultural and open space amenity is the Community Cemetery on the northwest corner of Horners Lane and Frederick Avenue, showing signs of overall lack of adequate maintenance but conspicuous efforts to maintain individual graves. Every effort should be made to preserve the integrity of this historic community in any further development plans, and to encourage and assist residents in enhancing and rehabilitating their houses and yards in a sympathetic fashion.

Historic Area Preservation Objectives for Rockville

In addition to the establishment of the proposed historic districts and buffer zones, together with the historic treatment areas, five fundamental objectives can be defined to promote both viable and creative historic area preservation in Rockville. Though broad and general in scope, they are intended to articulate the essential ingredients and conceptual touchstones of a viable historic districts preservation program for Rockville.

A. Preservation and enhancement of the physical and environmental character of the respective historic districts as a whole.

This objective recognizes and deals with the preservation of the aggregate of architectural, physical, and environmental amenities that establish the unique character of an historic district. Component objectives include:

1. Preservation, maintenance, and enhancement of the character of the public and semi-public spaces.

   The extensive and mature landscape along the street system is one of the key features in defining the basic character of the respective historic districts. This should be protected. At the same time, the impact of the streetscape, as defined by the interrelationships of buildings, side yards, and landscape along a street, is significantly more important than the visual impact of any single building; relationships are more important than single features. The components of the various streetscapes in the respective historic districts, set forth in the design rehabilitation guidelines prepared in conjunction with the present study, must be recognized and respected in any rehabilitation or new construction work undertaken by the private and public sectors alike.

2. Guidance and design of new development to fit within the established character of a given historic district as a whole.

   New construction should be encouraged to fill any existing gaps or those which may be created. It is neither feasible nor desirable to copy styles of the past. Contemporary design of high quality can fit with the old if various design criteria, indicated in the design rehabilitation guidelines accompanying the present report, are respected and assimilated creatively in the new design. Addition of compatible contemporary buildings will enhance the architectural variety and reaffirm the historical continuity that are major assets to Rockville and the respective historic districts. New design should be encouraged not to ape or stylize older styles in mindless fashion, but to create honest expressions of current values which capitalize on the inherent environmental features and strengths of a given setting--as was true in the best of the earlier buildings in Rockville.

3. Prevention of the addition of features disruptive to the established character of an historic district as a whole.

   This relates to insuring the compatibility of new construction. It also relates to the eventual removal of existing structures and other features that are objectionable. Continued standards of maintenance will also be required to prevent disruption by deterioration through neglect.

4. Reinforcement of those characteristics unique to the respective districts.

   The physical and environmental character of the historic districts varies with respective area. Differences which are notable should be reflected in the proposed controls, as is recommended by the introduction of the various historic buffer zones proposed above. The identity of a particular district should be enhanced, not homogeneity of the area as a whole.

B. Preservation and enhancement of the individual and contextual integrity of single structures.

This objective recognizes that, though the character of an area as a whole is most important, it is made up collectively of the particular features that distinguish individual as well as groups of houses that combine to define the larger setting. The significance of these features, detailed in the design rehabilitation guidelines accompanying the present report, should be recognized, respected, and retained in any rehabilitation work.

1. Preservation and maintenance of existing structures of architectural significance.

   Though the historic districts contain few structures of national or state significance, they do contain a significant number of buildings that are of great importance to the Rockville scene and which, in the future, may achieve a broader scale of recognition and significance. These include--but are not restricted to--such buildings as those designed by Edwin West, 117 West Montgomery Avenue, and the Rockville B & O Station.

Such buildings should be preserved in active use and should be subjected to the highest level of preservation in order to retain their full architectural integrity.

2. Preservation and maintenance of existing structures of value as contributing to the established character of the district as a whole.

The historic districts contain numerous structures which, though not individually important, are integral parts of the respective area as a whole. As the Vieux Carre plan has clearly established, removal or drastic alteration of such structures would disrupt both the continuity and the character of the respective historic districts. Such buildings, too, should be preserved in active use and should retain their architectural integrity.

3. Respect and enhancement of the architectural integrity of the original structure in all rehabilitation and restoration work within the historic districts.

Changes in materials, window dimensions, roof lines, or other individual architectural elements can destroy the building integrity that is fundamental to the innate character of the districts as a whole. Rehabilitation must respect the style and construction of the original building, at least insofar as its appearance from all public ways is concerned; this applies not only to the facades that actually front on streets, but also those which may be seen in substantial parts from adjacent or nearby public ways. Design criteria and guidelines for rehabilitation work have been developed in a document accompanying the present report. Quality workmanship must be encouraged throughout.

C. Accommodation of the functional needs of the present without disrupting the environment of the past.

The basic fabric of Rockville and so of its historic districts was established in the past. To survive, however, the districts must also accommodate the needs and life styles of the present and future, albeit in a way that is compatible with and supportive of their established character. Component objectives here relate to the functional requirements of the area:

1. Encouragement of adaptive uses where continuation of the original use is no longer economically feasible.

Many of the older Rockville houses now located in the historic districts were originally large single-family dwellings. Continued single-family uses may, in some cases, no longer be feasible or practical. Adaptive uses for them should be found within the limited range of permitted uses in the respective districts which will not destroy the architectural integrity of the buildings; conversion to attorneys' offices is a notable example in Rockville of such adaptive re-uses. The predominant character, however, should remain that of established in-town residential neighborhoods as determined by the particular mix of compatible uses in each of the districts. Changes in density must be carefully controlled to avoid undesirable effects, such as overloaded parking capacity and the like.

2. Improvement and enhancement of the vehicular circulation system.

It is recommended that a thorough review of traffic impact on the areas studied in this report be conducted, with a particular view toward implementing the enlightened concept, articulated in the 1970 Master Plan, of establishing "environmental areas" free from extraneous traffic to the historic neighborhood. Speed and volume of traffic on major arterials and collectors traversing historic districts should be controlled and reduced wherever appropriate by suitable traffic design methods other than simply the widening of roads. Road widening, it is becoming increasingly recognized, tends more often to increase rather than reduce volume by making the road faster and more convenient to use. Use of appropriate and compatible traffic control techniques should be encouraged to increase the cohesiveness of critical focal point areas rather than allow traffic to fragment them further. Such focal point areas include the old post office link across Washington Street with the First National Bank and Courthouse Square; the major gateway intersection of Veirs Mill Road, Hungerford Drive, Rockville Pike, and West Jefferson Street, and the other major gateway intersection of West Montgomery Avenue, West Jefferson Street, and Great Falls Road.

3. Improvement of provisions for parking without disrupting the established character or continuity of the historic districts.

Excessive on-street parking in residential neighborhoods should be discouraged, and perhaps even prevented, around such areas as the proposed Metro stop. Some off-street parking will be required to meet the needs of the present and the future. These needs, however, should be subordinated to the need to retain the basic and established character of the respective historic districts. Some parking lots (appropriately developed, landscaped, and screened) should be permitted, but not in locations which disrupt the continuity of the streetscape. Group parking lots should be encouraged, especially when the hours of use by different interests are likely to be complementary rather than to overlap. Reduction of parking requirements within office and commercial zones should be considered in return for tangible contributions to mass transit and pedestrian objectives. In that light, development of a local bus system should be encouraged and explored to serve activities within Rockville, especially the Metro stop and county complexes. Other techniques such as staggered work hours for city and county employees and extension of car pool incentive programs should likewise be encouraged and explored in order to reduce traffic volumes at rush hour and parking demand during business hours, with their accompanying impact on the historic district neighborhoods.

4. Maintenance and enhancement of the pedestrian circulation system.

The historic districts are scaled to the pedestrian, and greater amenity reinforcement should be provided the pedestrian through continued improvements to public spaces that are compatible with the established character of the respective historic districts. The use of brick sidewalks, laid up in herringbone pattern, should be continued along residential sidestreets and other places where they now exist or are known to have been used.

D. Preservation and enhancement of the landscape and open space character of the historic districts.

The verdant openness of the historic districts is recognized by a vast

majority of Rockville residents to be one of the greatest environmental charms and amenities of Rockville. The open quality derives largely from landscaped private yards, although there are some important public and private spaces which are equally significant and which should be preserved and enhanced. Component objectives relating to the enhancement of these existing open spaces include:

1. Preservation, maintenance, and enhancement of the essential landscaped character of the historic district streetscapes.

   The collective impact of Rockville's streetscapes owes much to the magnificent trees which have been planted at fairly regular intervals along both sides of most streets in the historic districts. Development of a street-tree planting program should be encouraged for sections of the core area where trees are missing because of street widening or other improvements, especially along North Washington Street north of the old post office and along West Jefferson Street. Landscape screening should be added to enhance the visual termination of such streetscapes as West Middle Lane at the point where commercial development begins, and to create a buffer between residential and other uses in the historic districts. Creation of a landscaped park on the site of the existing unsightly courthouse parking lot fronting on Jefferson Street should be encouraged once official cars can be accommodated in the new county complex.

2. Enhancement and revitalization of the major gateways into Rockville and the historic districts.

   Development of large-scale landscape massing (which does not infringe upon traffic visibility) should be encouraged to improve the blighted southern entrance to Rockville at Veirs Mill Road and Rockville Pike. Integration of Friends' Park with the old Baptist Cemetery, and the appropriate screening of the Methodist Church parking lot, should be encouraged to form a more visually coherent and imposing focal point at this crucial western and southwestern entrance into Rockville and the historic district.

3. Restoration and enhancement of the city's historic cemeteries.

Restoration of St. Mary's and the old Baptist Cemeteries in the two historic districts, as well as of the Community Cemetery in Lincoln Park, should be greatly encouraged, with public and private cooperation. Construction of appropriate retaining walls and wrought iron fences should be pursued to set off these cemeteries from traffic and other intrusions.

4. Preservation and enhancement of the landscaping of private and public yards.

Attractive use of landscape by offices, stores, and churches should be encouraged not only in the historic districts but also throughout the city, perhaps through some appropriate form of civic recognition as citations or awards. Public recognition of the considerable community benefit to be derived from the institutional open spaces at Chestnut Lodge and the Rockville Academy should also be promoted. At the same time, loss of the appealing visual character of the spacious yards in the historic districts should be avoided by discouraging such development pressures as road-widening or in-fill that may serve substantially to impair or destroy the established environmental strengths of a particular area in an historic district.

E. Establishment of compatible visual and functional relationships between the historic districts.

The historic districts do not and cannot exist in isolation. They must be considered in the context of their relationships to surrounding areas. Their proximity to downtown and to the emerging town and governmental centers point up their advantages as in-town residential neighborhoods. Preservation of these districts may be seen as fitting fundamentally within the broader objectives of Rockville's urban revitalization program by providing both the concept and the reality of historical continuity as a vital planning process and tool. Component objectives for relationships between the historic districts and their environs include:

1. Development of complementary features, in both use and design, in transitional areas adjacent to the historic districts.

   Visual and functional relationships at the edges are important to preserving the essential character of historic districts as a whole, and at the same time to connecting and relating them to development beyond their confines. Such links help to establish and maintain the living character of historic districts.

2. Provision of physical linkages between the historic districts and major nearby areas.

   Specific connections that will continue to be important are those with downtown Rockville and the town and governmental center. Of particular importance in this regard will be the re-establishment of pedestrian circulation routes to and through the new town center that were eliminated with the removal of the interior streets in this area.

3. Development of appropriate visual buffers where higher density may relate specifically to the residential areas.

   These can, as appropriate, be both visual definitions of edges which enhance area identity, and spaces which provide linkages between the historic districts and their neighboring areas. A good example is the need to provide some visual transition between the western portion of the proposed Baltimore Road Historic District (now the Station District) and the Americana Center and Rockville Mall across Hungerford Drive. There is a similar need to retain open space along West Jefferson Street rather than commit it entirely to future development.

The accomplishment of the above objectives will promote the general welfare in important ways. In and of themselves, the objectives seek to retain and enhance those amenities that are widely perceived by Rockville residents to be the most desirable attributes of the community as a pleasant residential environment. The implementation of these objectives will add significantly to those relatively intangible but vital qualities that make for a more attractive and memorable place in which to live and work.

Footnotes

1. *College Hill: A Demonstration Grant Study of Historic Area Renewal* (Providence, R.I.: Providence City Plan Commission, 1959; 2d ed. with Part IV added, May 1967).

2. *Plan and Program for the Preservation of the Vieux Carre* (New Orleans: Bureau of Governmental Research, 1968).

3. *Ibid.*, p. 3.

4. *Ibid.*, p. 43.

5. *Ibid.*, p. 3.

6. *Old West Side, Ann Arbor, Michigan. A Report on the Environmental Survey of a Neighborhood* (Ann Arbor: Old West Side Association, 1971).

7. *Ibid.*, p. 75.

8. *Ibid.*, p. 12.

9. *Marshall: A Plan for Preservation* (Marshall, Mich.: Marshall Historical Society, 1973), p. 55.

10. *Ibid.*

11. *Ibid.*, p. 56.

12. William J. Murtagh, "Aesthetic and Social Dimensions of Historic Districts," *Historic Districts: Identification, Social Aspects and Preservation* (Washington, D.C.: National Trust for Historic Preservation, 1975), pp. 9-16. These guidelines were first presented in a paper delivered at the 1972 North American International Regional Conference.

13. *Ibid.*, pp. 9-11.

14. "Factors in Delineating Edges of Historic Districts," *A Guide to Delineating Edges of Historic Districts* (Washington, D.C.: Preservation Press, 1976), p. 16.