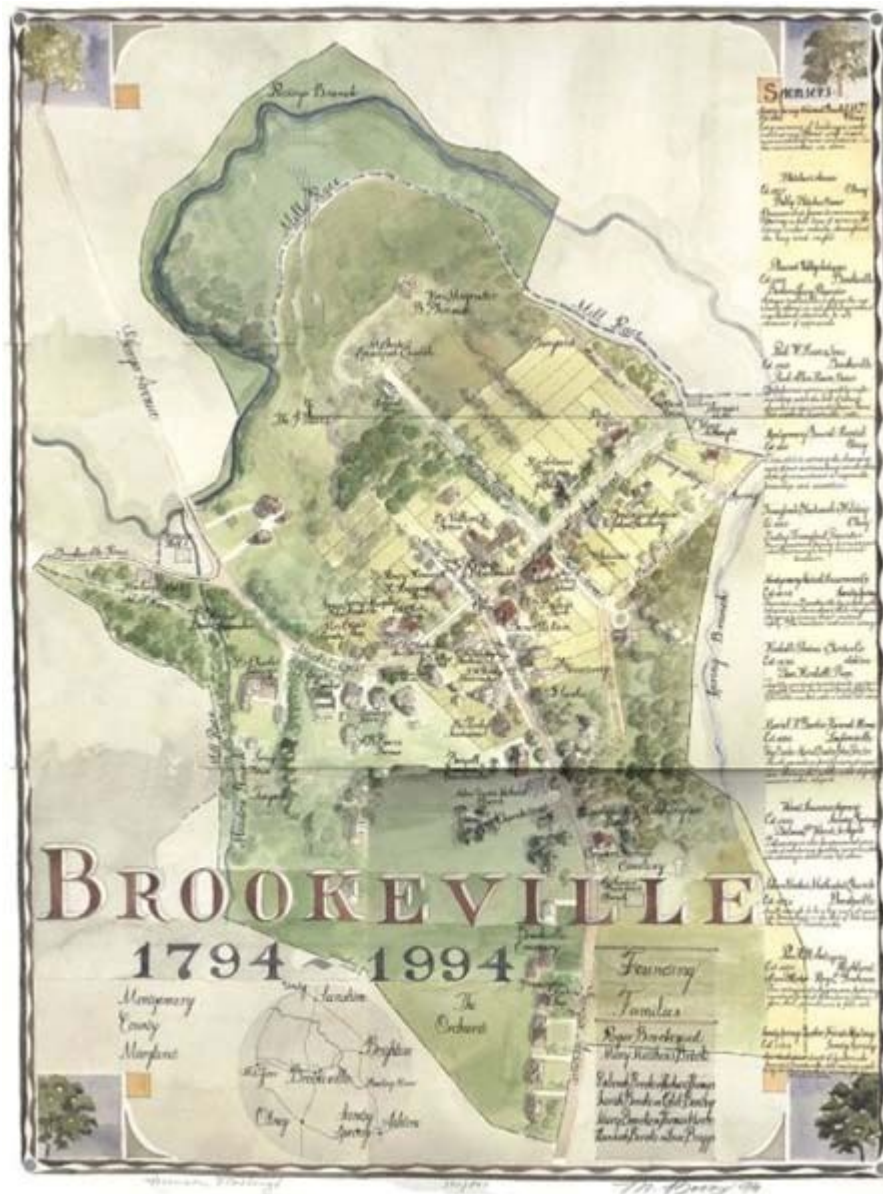


Comprehensive Plan

Town of Brookeville

Montgomery County, Maryland



Updated
September 2022

**The Town of Brookeville
Resolution**

On this day, January 9, 2023, the Town of Brookeville Commissioners resolves to adopt the 2022 Town of Brookeville Updated Comprehensive Plan.

Whereas, the Commissioners of the Town of Brookeville have determined that the updated Comprehensive Plan complies with the laws and requirements of the State of Maryland and that the Comprehensive Plan was prepared with the assistance of the Town of Brookeville's Planning Commission and the residents of the Town of Brookeville.

Mark A. Davis

Mr. Mark Davis, President

Cate McDonald

Cate McDonald, Town Clerk

The Town of Brookeville Commissioners

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I. The Comprehensive Plan – Brookeville’s Vision

The Town of Brookeville is a historically significant 19th-century rural settlement in Upper Montgomery County, Maryland. Drawing on the values of the Town’s Quaker founders, residents of Brookeville have long fostered neighborliness, hospitality, industriousness, and charity toward others in their daily lives and work. This Comprehensive Plan, which describes in detail Brookeville’s vision for itself, intends to preserve and foster these values for all residents, neighbors, guests, and visitors of the Town.

Mindful of preserving the Town’s historic integrity, livability, and environmental impacts, the Plan also implements and is consistent with Maryland’s Twelve Planning Visions as enacted by the 2009 Maryland General Assembly.

The **Twelve Visions** are:

1. **Quality of Life and Sustainability** - A high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment.
2. **Public Participation** - Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals.
3. **Growth Areas** - Growth is concentrated in existing population and business centers, growth areas adjacent to those centers, or strategically selected new centers.
4. **Community Design** - Compact, mixed-use, walkable design consistent with existing community character and located near transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources.
5. **Infrastructure** - Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sound manner.
6. **Transportation** - A well-maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods and services within and between population and business centers.
7. **Housing** - A range of housing densities, types, and sizes provide residential options for citizens of all ages and incomes.
8. **Economic Development** - Economic development and natural resource-based businesses that promotes employment opportunities for all income levels within the capacity of the State’s natural resources, public services, and public facilities is encouraged.
9. **Environmental Protection** - Land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural

systems and living resources.

10. **Resource Conservation** - Waterways, open space, natural systems, scenic areas, forests, and agricultural areas are conserved.
11. **Stewardship** - Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.
12. **Implementation** - Strategies, policies, programs and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, State, and interstate levels to achieve these visions.

On a practical level, Brookeville’s comprehensive plan endeavors to provide a policy context and parameters for addressing issues related to development that will affect the Town of Brookeville for the foreseeable future. The plan intends to provide an overarching framework within which residents, through their governing bodies – the Brookeville Town Commissioners and the Brookeville Planning Commission – can base decisions concerning both the Town’s development and the Town’s response to changes outside of its borders. The Town encourages community participation and input during the Comprehensive Plan process and the Subdivision Development process.

II. Brookeville’s Past

Brookeville is a historically significant 19th century rural town located in northeastern Montgomery County, Maryland. Approximately 18 miles north of the District of Columbia, the Town was founded in 1794 by Richard Thomas on land inherited by his wife Deborah Brooke from her father Roger Brooke IV, son of James Brooke, an influential Quaker settler and the largest land holder in what was to become Montgomery County. The community originally consisted of 3 houses: the Caleb Bentley House, now known as the “Madison House”, the “Blue House,” and the “Valley House.” To this core, Thomas laid out an additional 56 quarter-acre lots sited along two major streets (Market and High) and two side streets (North and South). Brookeville was initially incorporated in 1808 by an Act of the General Assembly.

By 1813 the community had a constable and had grown to fourteen houses, two mills, a tanning yard, two stores, a blacksmith, a post office, and a private boys’ school - the Brookeville Academy. The Town continued to flourish in the ensuing years as shops and services expanded to include a girls’ school - Mrs. Porter’s School for Young Ladies, two physicians, two shoemakers, a seamstress, a carpenter, and a watchmaker. Brookeville had become a center of commerce and education in an area which played an important role in the development of the science of agriculture. Several of its citizens, including Thomas Moore, were part of a network of progressive agronomists who initiated a number of improvements in farming methods that were practiced both locally and nationally. Moore, whose farm Longwood was immediately adjacent to the Town, was responsible for a number of technical advances in commercial agriculture, most notably the development of refrigeration for the transportation of produce. The Town itself was an important way station on the Westminster Pike (Georgia Avenue), a major route for the transporting of agricultural products to the District of Columbia.

It was in the home of one of these progressive farmers, Brookeville Postmaster Caleb Bentley, that President James Madison and his staff sought refuge following the British invasion of Washington during the War of 1812. Bentley’s wife, Henrietta, was a friend of Dolly Madison. Over two days during the British burning of the White House and occupation of the Capital in 1814, President Madison conducted

the business of the government from the Bentley home, joined by Attorney General Richard Rush and Secretary of State and Secretary of War James Monroe.

Following its historic role as the nation's "Capital for a Day," Brookeville continued to prosper. By 1880 the Town's population had reached 250. With the advent of the automobile in the early 20th century, however, changed mobility patterns and markets led to the demise of the Town's commercial businesses. Despite their loss and the encroachment of the 20th century suburban development and sprawl encouraged by the automobile, the Town today remains a unique collection of a variety of period structures existing in the same relationship to one another and to the roadways as they were when they were originally constructed in the 18th, 19th, and early 20th centuries.

III. Addressing the Present and Future

As Brookeville has entered the 21st century, the potential for unregulated change both from within and around the Town has been deemed to represent a threat that could ultimately compromise the Town's historic character and quality of life. The dramatic increase in commuter and truck traffic on the Town's major artery, State Highway Route 97 (Georgia Avenue), has clearly become one such threat. Similarly, increased intensity of land use in Montgomery County's Olney Planning Area coupled with the land use plans and development of neighboring counties currently present potentially negative impacts on the Town. Within the Town itself, the pressure for in-fill development has presented an increased likelihood for congestion and the possibility of compromising the Town's historic character. Concern over these issues led the Town Commissioners to exercise Charter-authorized planning and zoning authority to develop its first comprehensive plan and continue to motivate the Town to address these concerns. In an initial key step in preparing the Town's first comprehensive plan, the Town developed a series of goals and objectives in a public process.

Purpose of the 2022 Plan Update

Two substantive events have led to the need for an update to the Transportation, Pedestrian Networks & Streetscaping Elements of the Town of Brookeville Comprehensive Plan:

- First, after more than 50 years of work with local, state, and federal agencies, the Brookeville Bypass is nearing completion. Once open to the public, the Bypass will eliminate more than 10,000 vehicles per day that currently pass through the Town, allowing for High St. and West Market St. (now MD 97) to be designated as a local street instead of a minor arterial highway. Designation as a local street has the potential to allow for narrower vehicle travel lanes and lower speed limits and thereby increasing pedestrian safety and access with less impact from right-of-way acquisitions and substantial regrading and retaining walls that otherwise would be required.
- Second, the Town has received a State of Maryland grant to help fund improvements to the Town-maintained portion of Market Street (referred to as East Market St.). Before making any substantive improvements to the road, the Town would like to explore alternative road configurations that provide for traffic calming and streetscape changes that enhance the aesthetics of the Town while maintaining its rural, village character.

Since the 2010 decennial Census, the population of the Town of Brookeville has increased by 23.8 percent. The town has grown from 134 persons in 2010 to 166 persons in 2020. This calculates to an average growth-rate of 2.4 percent per year. The housing stock has also increased from 57 units in 2010 to 59 units in 2020 within the municipality.

The plan amendment also offers an opportunity for the Town to update their goals that originally envisioned the Bypass and to reclaim their streets for local traffic and pedestrians in a manner consistent with its listing on the National Register and designation as a local Historic District.

IV. Identifying Community Goals

In December 1986, the Town of Brookeville was designated as a Historic District and subject to the protections afforded under the provisions of the Historic Preservation Ordinance, Chapter 24A of the Montgomery County Code, adopted in 1985 by the Town Commissioners. In having the Town designated as a Historic District, Brookeville was acting by ordinance to protect its integrity as a relatively unaltered 19th century rural town by providing enforceable historic preservation requirements for property owners. This action also supplemented and enhanced the Town's inclusion on the National Register of Historic Places in 1979. The Brookeville Comprehensive Plan was established by the Town in the year celebrating the Bicentennial of its founding, 1994, and as subsequently revised, proactively seeks through the planning process to preserve Brookeville's existing buildings, natural features, open space and density.

The importance to the community of preserving its heritage is evident in the Town's initially adopted goals and objectives. Although these goals address a number of social and community issues, they reflect an overriding concern that the community response be appropriate and sensitive to its stewardship of this historic town. With the Bypass set to open, the Town has developed more context sensitive concepts for the design of its streets and sidewalks that serve to reinforce the preservation goals. Revisions to the goals and objectives reflect the opening of the Bypass and its and related opportunities:

Goal # 1

Preserve and enhance Brookeville's historic rural village character

Objectives

- Protect Brookeville's integrity as a designated historic district through the administration of the Town's Historic Preservation Ordinance.
- Continue, in collaboration with the Montgomery County Historical Society and Sandy Spring Museum, to document and preserve archival materials of Brookeville's historical, architectural and archaeological resources to increase knowledge and understanding of the Town's history and prehistory.
- Apply cultural conservation objectives and design criteria in the execution of Town capital improvements such as "streetscaping." Coordinate with the State and County to develop and implement plans that recapture High and Market Street as local streets, reconnect a network of sidewalks and trails, and restore Brookeville's public streetscape and its historic sense of place.
- Work with the State and County to identify and implement appropriate road improvements that would slow vehicular operating speeds through town and increase pedestrian and bicycle safety in a context sensitive manner.

Goal # 2

Direct land use in a manner that will reinforce Brookeville's historic, rural village character

Objectives

- Provide for the integration of residential uses with present and future home occupations, agricultural use and social/civic uses.
- Enforce zoning and development standards that reflect the Town’s built environment as it has evolved over time, with appropriate consideration for modern health and safety concerns.
- Utilize natural and man-made buffers to reinforce the Town’s boundaries and help to distinguish its village settlement pattern from the more contemporary suburban development patterns of the surrounding area.

Goal # 3

Protect Brookeville’s natural environment

Objectives

- Identify environmentally sensitive areas and emphasize this sensitivity in establishing the appropriate kind, density, and design of land use.
- Enforce regulatory measures such as a tree preservation ordinance, steep slope and stream buffer restrictions to protect air and water quality.
- Identify and adopt regulations that protect critical habitat of rare, endangered or threatened species of flora and fauna .
- Preserve a sense of green space within the community by retaining those environmentally sensitive areas that have historically been undeveloped as public and private open space.
- Establish a program to acquire or protect open space through easements or other means on the Meadow Branch and Spring Branch tributaries of Reddy Branch to augment the M-NCPPC’s stream valley protection program for this portion of the Patuxent watershed.

Goal # 4

Identify and provide for the Town’s long-range public facility, capital improvements and service needs and meet those needs in a manner sensitive to the historic nature of the community

Objectives

- Survey the community to determine unmet facility and service needs.
- Participate in Montgomery County’s Capital Improvements Program (CIP) to budget and plan for needed facilities and improvements.
- Explore State and County funding sources for capital improvements.

Goal #5

Provide and implement mechanisms and programs that will assist the Town in preserving its historic, rural village character

Objectives

- Encourage fulfillment of the Town’s stated goals and objectives by providing appropriate incentives such as tax credits and adopting necessary ordinances and regulations.
- Monitor effectiveness of adopted regulations in achieving stated goals.
- Explore and implement where possible memoranda of understanding with State and County agencies and with academic resources such as the University of Maryland and other institutions to secure technical assistance for implementing conservation and preservation strategies.

Achieving these goals is a significant challenge to a town the size of Brookeville, particularly as traffic, one of the adverse effects of growth most directly threatening to the historic character of the community is largely beyond the Town’s ability to control. Utilizing the framework provided by these goals and objectives and the Twelve Visions, the balance of the Comprehensive Plan presents strategies for directing development and formulating Town policy on those issues within the Town’s jurisdiction and ability to control.

V. Developing the Comprehensive Plan

The Town of Brookeville has been aggressive and effective in preserving its wide range of period architecture and original rural settings as well as documenting its history. In this regard, the Town has undertaken a number of important initiatives and measures to ensure the protection of its historic assets. These measures have included achieving inclusion of Brookeville on the National Register of Historic Places in 1979; publication of Brookeville, Maryland: A Future for the Past, a planning report based on an independent study by the University of Maryland School of Architecture in 1982; establishment of a Citizen’s Planning Committee and its subsequent Planning Report to the Town Commissioners in 1984; the adoption of the Montgomery County Historic Preservation Ordinance (Chapter 24A of the Montgomery County Code) in 1985; and the Town’s subsequent designation in 1986 as a Master Plan Historic District to be protected under that Ordinance.

In 1989, in response to the increasingly adverse impact of vehicular traffic through its core, the Town requested that Montgomery County and the State Highway Administration conduct a feasibility study for the construction of a Georgia Avenue Bypass of the Town, a road project as recommended and identified in the transportation element of the Olney Master Plan. The resulting Bypass Study identified a number of serious and complex planning issues that had both immediate and long-term implications for the Town’s future. The Town Commissioners recognized the need to deal with these issues and to anticipate and responsibly respond to the more general development pressures both from within and outside the community.

The Town Commissioners selected Preservation Resources Group (PRG), a multi-disciplinary consulting firm specializing in historic preservation planning, to organize and assist in the development of a comprehensive plan. PRG undertook a two-phase process in order to achieve this goal. The first phase

involved baseline data collection, an archaeological pre-survey and assessment of the Town, a survey of environmentally sensitive areas, and an inventory of existing land use and zoning within the Town.

The second phase of the planning process, funded by a grant from the Montgomery County Historic Preservation Commission (HPC), consisted of an identification and analysis of issues facing the community. Further, a set of goals and objectives were developed in order to address those issues. In-depth discussions with the Town Commissioners as well as a series of informal community meetings were held in the spring of 1990 to further refine the goals and objectives that had been identified. Building on these open community dialogues, the Town Commissioners established and appointed a Brookeville Planning Commission in 1991. The new Planning Commission further reviewed and refined the document through additional public work sessions. Based on comments received during the public hearings and from written submissions from outside governmental agencies and its own review of the plan, the Planning Commission asked PRG to prepare a Final Draft Plan that could be recommended to the Brookeville Town Commissioners for adoption. The preparation of the Final Draft Plan was assisted by additional grant funds from the Montgomery County HPC.

The Final Draft was transmitted by the Brookeville Planning Commission to the Town Commissioners in late 1991 for consideration and adoption. The document was subsequently adopted by the Brookeville Town Commissioners in 1994 as amended and revised to provide for consistency with the statutory requirements of the 1992 Maryland Economic Growth, Resource Protection, and Planning Act with respect to local planning and growth management and the Visions (§1-201) of Land Use Article of the Annotated Code of Maryland. This document (2009) reflects the work and actions of the Planning Commission and Town Commissioners in 1999 and 2000, primarily the adoption of Subdivision and Zoning Ordinances and a Zoning Map in 2000. Additionally, it acknowledges the action by the Montgomery County Planning Board that terminated, at the request of the Town Commissioners, a 1959 agreement between the Town and the M-NCPPC regarding land use jurisdiction and authorities, thereby restoring to the Town Commissioners zoning and subdivision rights. Editorial revisions from the original plan also reflect changed conditions and facts and text reorganizing.

In 2021, with the completion of the Bypass imminent, the Town hired Lardner/Klein Landscape Architects to work with the Planning Commission, Town Commissioners, and the residents of Brookeville to develop overall concepts for slowing vehicular operating speeds, reconnecting a network of sidewalks and trails, and restoring Brookeville's public streetscape and its historic sense of place. Concepts were developed through a public walking tour, an on-line questionnaire, and a virtual public brainstorming session. The concepts were then refined and reviewed at an in-person public meeting, all conducted over a period of three months. The resulting plan amendment reflects both the expressed needs and desires of the community, as well as the importance of preserving and enhancing Brookeville's rural and historic character.

VI. Implementing the Plan

This Comprehensive Plan presents permissible types and densities of land use and a zoning plan for the Town. Zoning is implemented by the Town Commissioners through the adoption of a Zoning Ordinance and a Sectional Map Amendment. The Ordinance defines the standards of development permitted in the Town and the Sectional Map Amendment indicates where the zoning will physically be applied to the land. The Ordinance and Sectional Map Amendment undergo the same formal hearing and adoption process as the Comprehensive Plan. A Zoning Ordinance and Sectional Map Amendment have been developed and enacted.

In addition to the Zoning Ordinance and the Sectional Map Amendment, this Plan provides for the protection of the natural and historically significant built environment. Implementation requires the adoption of subdivision regulations and site plan review procedures. Such regulations and procedures have been developed and enacted. Used in conjunction with chapter 24A of the Montgomery County Code (the Historic Preservation Ordinance), these measures assist the Town in preserving its historic, rural village character and achieving the goals and objectives of the Planning Act's eight Visions.

VII. Land Use Element

The purpose of the land use plan is to identify an appropriate type and intensity of land use for all land within the Town and thereby implement the eight Visions to the extent relevant to Brookeville in accordance with §1.01, Article 66B. This plan therefore provides direction for those properties that can support additional development under enacted land use controls and zoning for the Town and will determine the status of those uses which do not conform to the Town's land use policy.

Historical Patterns of Land Use

Land use within the Town of Brookeville has been predominantly residential with the majority of land having historically been zoned R-200 under the Montgomery County Zoning Ordinance. Under Montgomery County Code, the R-200 zone permits single-family detached homes on 20,000 square feet (approximately ½ acre) lots. The balance of the Town was zoned RE-2 which permitted residential development on 2 acre lots.

Historically, Brookeville's downtown contained a number of different commercial enterprises. However, over time, these have largely given way to residential uses. While most houses within Brookeville are primarily residences, a number of dwellings in Town have ancillary uses that are non-residential in nature. Depending on the size of these operations, these would be permitted under the County's R-200 and RE-2 zones either as a "by right" use or as one subject to the County's "special exception" process.

In addition to residential uses, the Town has two commercial buildings – a plumbing company and an accounting firm housed in the former Brookeville Post Office. There are additional buildings with civic/institutional uses – the Brookeville Academy Community Center that houses the Town office, the Salem United Methodist Church (which includes a parsonage and Orndorff Fellowship Hall), and the one-room Brookeville Schoolhouse/museum. These non-residential and ancillary uses suggest that the Town has a more diverse land use pattern than is immediately apparent. That pattern is one that integrates home with "cottage industry," agricultural use and social/religious institutions in a manner typical of 19th century rural villages.

Land Use and Zoning Under This Plan

Establishing the appropriate type and intensity of land use requires consideration of a number of factors. A major consideration for Brookeville is the historical importance of the Town's built environment. Environmentally sensitive areas (i.e., suitability of soils, steep slopes, 100-year flood plains, streams and stream buffers, habitats of threatened and endangered species) and potential archaeological resources are other important factors. North-south traffic on Georgia Avenue (High Street) and east-west traffic on Market Street, already seriously compromising the Town's quality of life, are other significant constraints that impact land use. This Plan limits, to the extent possible, further diversification and density of land

use in order to minimize deleterious impacts on cultural or environmentally sensitive areas. Land use within the Town under this Plan shall continue to be comprised of single-family detached residences at the less intense density of 1 unit per acre of land. [Exhibit 1]

Areas of extreme environmental sensitivity, that is, those areas of multiple limitations or environmental concern, are identified in [Exhibit 2] as public/private open space. This exhibit illustrates the land use and zoning plan for property within the existing Town limits.

In order to protect its historic village nature, the Town adopted a zoning ordinance instituting the Historic Village Residential (HVR) zone with the goal of requiring all new development to conform to standards meant to preserve the Town's character. Because of the long-term importance of compatible in-fill development and potential advantages to the Town, the HVR zone encourages the clustering of development on smaller lots preserving the remaining area of subdivided tracts as private or public open space parcels as appropriate. While maintaining a density of one dwelling unit per acre for developable properties, clustering under the HVR zone allows flexibility in creating an in-fill plan that can be wholly integrated into the Town's historical pattern of development.

Impact on Existing Lots and Non-Residential Uses

Adoption of the HVR zone brings the majority of residential lots in Town into greater conformity with the development standards of the Town's adopted zone as most of the Town's existing lots had been inconsistent with the requirements of the previous County R-200 residential zoning. Those lots in existence prior to the adoption of the HVR zoning and legal or "grandfathered" under the County's previous R-200 zoning would be grandfathered (legal) and therefore buildable under the new regulations. Additionally, the three civic and religious uses in Town would be permitted "by right" under the Town's proposed HVR zoning.

The existing commercial uses – a plumbing concern and an accounting firm, are conforming uses under the Historic Village Commercial zone and shall be permitted to continue. Should the plumbing or accounting businesses cease to exist, the HVC zone permits other commercial uses to continue in those locations provided the use is of equal or less nuisance with regard to traffic generation, noise, visual impact, and related factors.

With regard to the few ancillary uses in Town that are non-residential in character, their status is more problematic. As noted, depending on the size of these operations, the use may either have been permitted "by right" or by "special exception" under the County's previous R-200 zoning. As there is no record with either the County or Town of any special exception applications, it shall be assumed that those uses began at a scale, which permitted them "by right" under the R-200 zoning. As a practical matter, the Town Commissioners shall take no exception to current ancillary uses at present scales of operation by owners of record providing that such uses are otherwise in accordance with local and State laws. Any future changes of existing uses or any proposals for new ancillary uses shall need to conform to the requirements of the HVR and HVC zoning districts.

VIII Transportation Element

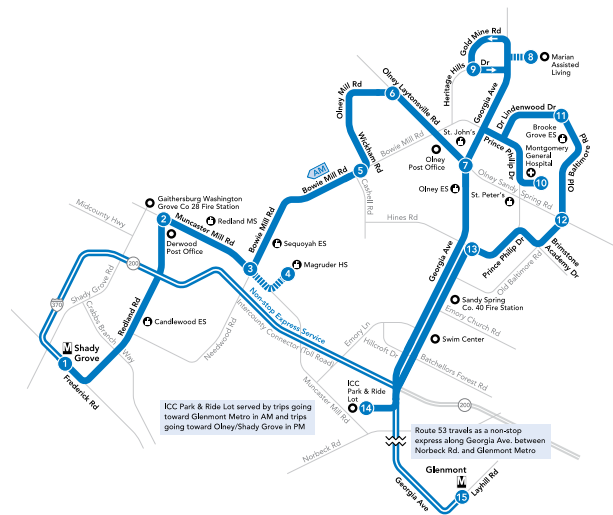
The purpose of the transportation element is to address concerns related to State and County roads within the Town. Further, the transportation element of a comprehensive plan examines the existing transportation infrastructure and any deficiencies that could potentially arise due to additional development. Finally, the relationship between current and future land use and necessary transportation improvements is examined. Since Brookeville has limited capacity for growth over the duration of this plan, existing transportation infrastructure within the Town is anticipated to be adequate. However, the Town’s main objective resides in taking best advantage of the opportunities created with the 2021 opening of the Brookeville Bypass. The opening of the Bypass will allow the Town to preserve its historic character as well as provide opportunities for slowing vehicular operating speeds, reconnecting a network of sidewalks and trails, restoring Brookeville’s public streetscape and its historic sense of place, and further enhancing non-motorized linkages to areas south along Route 97, such as Olney

Town Transportation Network

With the opening of the Brookeville Bypass, the Town’s transportation network will be dramatically changed from one where MD 97, Georgia Avenue, dominated and divided the historic town to a more appropriately scaled and traveled network of local streets—High Street, East and West Market Street, and its town-maintained streets (Figure 1).

Public Transportation Network

Public transportation in Montgomery County is provided by the Washington Metropolitan Area Transit Authority (WMATA) and the Montgomery County Ride On system. WMATA operates Metrorail transit and bus service across the Washington region, while Ride On operates bus service within Montgomery County. However, neither transit operator directly serves Brookeville. The closest Ride On bus stop is at Gold Mine Road and Dubarry Lane, nearly a half mile beyond the southern town limit. That stop is served by the 53 bus. This bus line connects the Olney area to both the Shady Grove and Glenmont Metro Red Line stops.



More information on all senior/ADA transit services for County residents can be found on the county’s website: <https://www.montgomerycountymd.gov/dot-transit/seniors.html>.

Existing Conditions

Maryland 97 (MD 97) is known as Georgia Avenue outside the limits of the Town of Brookeville. Within the Town it is known as High Street and West Market Streets. Maryland 97's current functional classification is "Minor Arterial." MD97 is within the federally classified "Washington, DC--VA--MD Urbanized Area" with implications for funding eligibility. The Maryland Department of Transportation is currently responsible for the maintenance of MD 97.

Brookeville is within the jurisdiction of the National Capital Region Transportation Planning Board, the Metropolitan Planning Organization (MPO) that serves Montgomery County.

The Town of Brookeville is responsible for the maintenance of its local streets. Town rights-of-way include East Market Street, North Street, South Street, Water Street, a portion of Race Street and a portion of Church Street. The Town also owns right-of-way for unpaved streets (referred to as "paper streets") including Back Street, and Spring Alley.

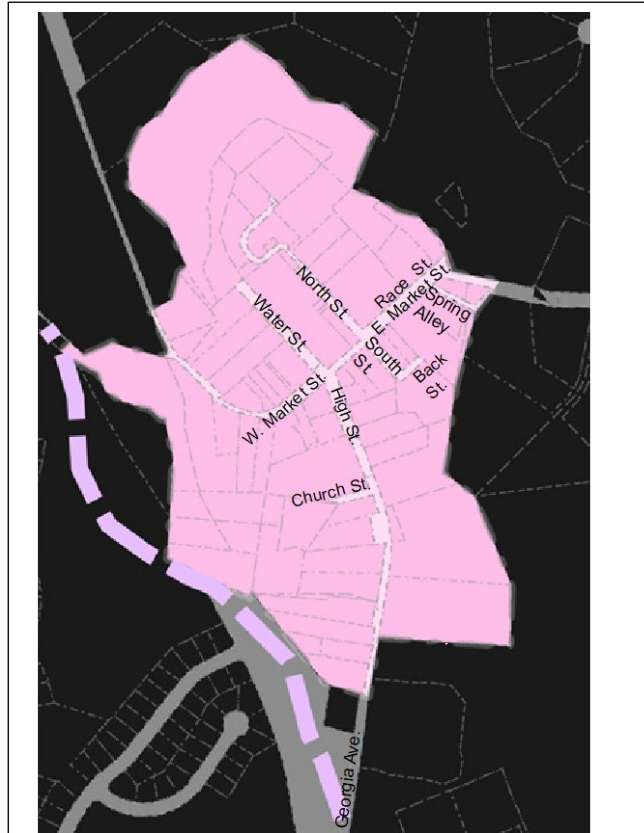


Figure 2 - Existing public rights-of-way in Brookeville



Figure 1 - Brookeville Historic District Boundary

Historic Significance

The listing of the Town of Brookeville on the National Register of Historic Places (NRHP) and its designation as a local Historic District in Montgomery County ensures that any modifications to public rights-of-way will require a Historic Area Work Permit from the Montgomery County Historic Preservation Commission. If federal funding or approval is involved, Section 106 of the National Historic Preservation Act of 1966 (NHPA) requires federal agencies to consider the effects of projects they carry out, approve, or fund on historic properties. Section 106 review ensures that preservation values are factored into federal agency planning and decisions.

One of the key factors in determining whether a project is consistent with Section 106 and is often used by local historic district reviews, is the statement of significance that led to a listing on the NRHP or designation as a local Historic District. The Brookeville Historic District’s nomination includes the following statement of significance:

“Brookeville is a unique town in Montgomery County because of its collection of unaltered early and mid-19th century architecture and its pristine setting. Montgomery County is under great development pressure, and new development has encroached upon many of the county's earlier towns, e.g., nearby Olney. Brookeville remains untouched, with its narrow, curving streets and great trees. The houses represent most periods of architecture from the late 18th century to the 20th, but predominantly the Federal and mid-19th century, with Victorian touches. These are typical examples of these styles, in largely unaltered condition.”

Character of Existing Roadways

The Town’s character defining features provide another basis for developing “context sensitive solutions” for modifications to the transportation network as envisioned in this plan amendment.

The character defining features associated with each of the Town’s public streets is different, depending upon the period of significance of its contributing resources. The nominating document for Brookeville’s listing in the National Register of Historic Places identifies the periods of significance, which has been recreated in Figure 3. For those areas identified as primary resources, any transportation

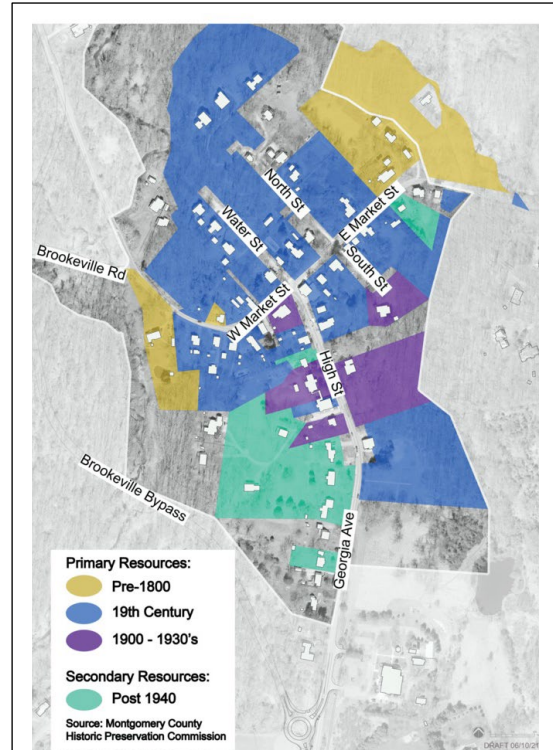


Figure 3 - Periods of Significance



Figure 4 - Distinctive 19th Century character of High Street at the Brookeville Academy



Figure 5 - Post 1940's character of the southern end of town

related enhancements will need to fit within that historic context, and to the extent practical, reduce contrast through the selection of appropriate materials for curb and gutter, sidewalks, crosswalks, lighting, and related infrastructure.

The secondary resources noted as “Post 1940” in the southern part of town may provide the greatest opportunity for inserting measures to slow traffic that rely upon high visual contrast to capture the attention of drivers and encourage them to slow down (such as splitter islands, pinch points, and other measures that change the horizontal alignment of the roadway).

Sidewalks and Pathways

Figure 6 illustrates the locations of existing sidewalks and pathways and the materials that are used to construct them (brick, concrete, or asphalt).

Brick sidewalks are located along both sides of East Market Street and on the north side of West Market extending west of the High Street/East Market Street intersection. Brick sidewalks extend on the east side of High Street and then switching over to the west side in front of the Salem United Methodist Church. The Church parking lot also serves as an informal overflow parking lots for events at the Brookeville Academy, but no marked crosswalk is available between the two walkways. A concrete sidewalk is found on the southeast corner of High and Market Street.

A shared use asphalt path is found on private property extending along the east side of High Street south of the Salem United Methodist Church cemetery along the frontage of the Manor at Silo Falls.

There is a formal walking path connecting North and Water Streets on Town of Brookeville property. Informal walking paths are utilized by many residents that connect to adjacent parkland.

Utilities

A major factor in the restoration of Brookeville’s public streetscape and its historic sense of place is the presence of overhead electric utility lines as shown in Figure 7. The utility lines dominate the view along Georgia Avenue approaching town and limit the ability to plant street trees in the space available. Certain kinds of trees can be planted under overhead electric lines, but they are limited in size and growth characteristics.

Projected Traffic Volumes Post Bypass

As the basis for the County’s approval of the project, with conditions, Table 1 from the “MD97 Brookeville Bypass, Mandatory Referral No. 2016030” (prepared by Montgomery County in 2016), noted a shift in forecasted volumes to the Bypass (13,025) from High Street (down to 900) and Market Street (down to 600) with current volumes on the left in vehicles per day.

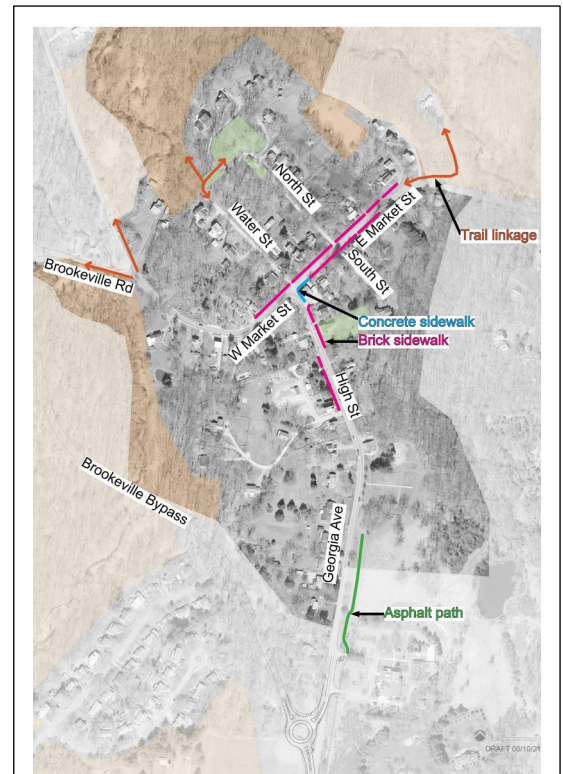


Figure 6 - Existing sidewalks and pathways

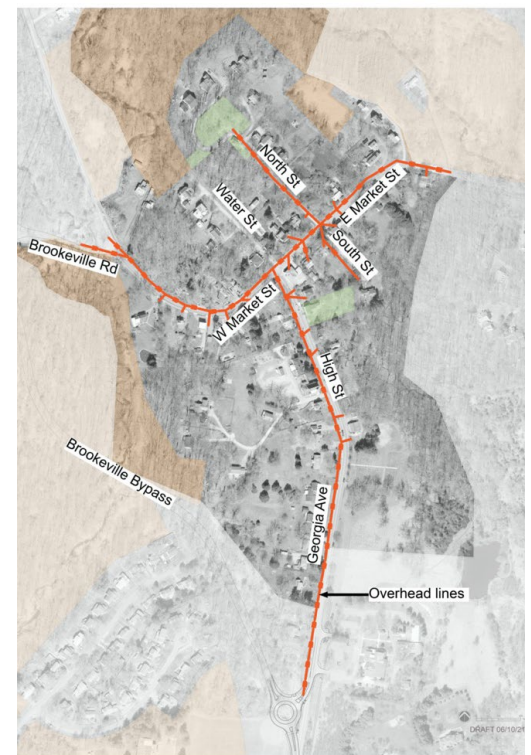


Figure 7 - Existing overhead electric lines

Traffic Volumes (vehicles per day) / Road Name	Existing Traffic Volume	Forecast 2040 Volume for No-Build Condition	Forecast 2040 Volume for Alt 7M Adjusted (Proposed Project)	Forecast 2040 Volume for Alt 8B Adjusted (Long Bridge Alternative)
High Street	10,400	13,725	900 (a 93% reduction)	1,225 (a 91% reduction)
Market Street (between High Street and Georgia Avenue)	10,275	13,575	600 (a 96% reduction)	925 (a 93% reduction)
MD97 Bypass (south of Brookeville Road)	0	0	13,025	12,700

Table 1 - Project traffic volumes from https://montgomeryplanningboard.org/agenda/2016/documents/MD97BrookevilleBypassMandatoryReferral2016030_staffreport.pdf accessed on April 26, 2021

The significant reduction in traffic volumes anticipated when the Bypass opens for traffic will allow the Town to request that the Functional Classification be changed from “Minor Arterial” to “Local” serving the needs of the community, rather than for through travel. In addition, the design standards for streets with lower traffic volumes are typically reduced to match those volumes. Streets with lower traffic volumes, but designed for higher volumes, often result in higher operating speeds when traffic capacity opens. Traffic calming measures will be needed to reduce higher operating speeds and better match local street functions (rather than through travel).

MDOT SHA Sidewalk Concept

MDOT SHA prepared a sidewalk plan to extend the sidewalk from the southern terminus of the Bypass (a roundabout) to the existing sidewalk at the Salem United Methodist Church. The sidewalk plans also included existing shoulders to address MDOT’s bicycle policy which requires that accommodation for bicycles be incorporated into all state projects. The policy states, “No project shall reduce an existing shoulder width to less than the mandatory conditions of these guidelines on roadways where bicycle are permitted without an approved bicycle design waiver.” Should MD 97 continue to be maintained as a Maryland State Highway, then a waiver will be required to reduce the

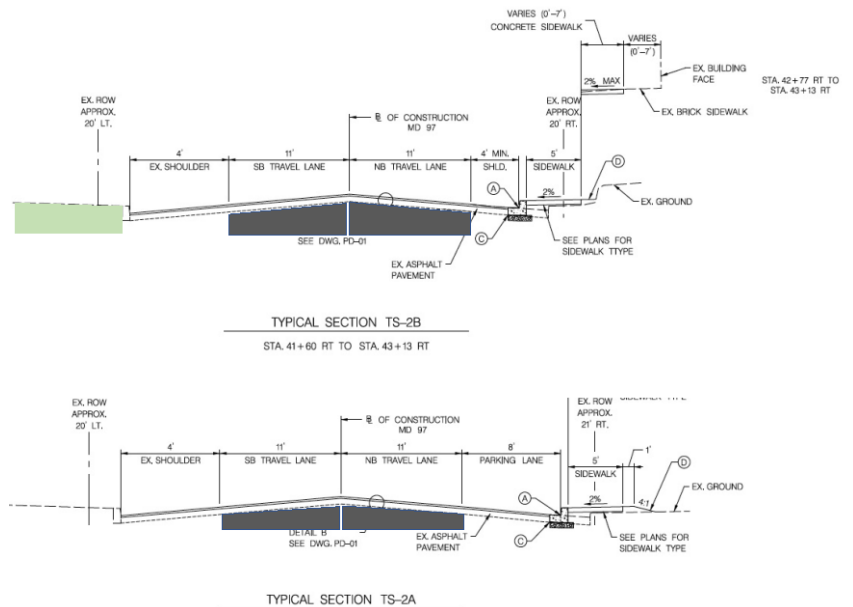


Figure 8 MDOT SHA sidewalk concept typical sections (May 2018)

shoulder widths to accommodate sidewalks on both sides of the street within the existing right-of-way.

Community Vision

As part of the planning process, residents responded to an online questionnaire to gain a better understanding of preferences and priorities. About half of the households responded to the questionnaire. The full results are included in Appendix 1. Figure 9 depicts the most utilized words from respondents when asked to describe what they liked best about Brookeville and what are the streetscapes most distinguishing characteristics.

Respondents identified the following as the most frequent daily use patterns:

- I drive through Brookeville to run errands.
- I drive through Brookeville to get to other destinations.
- I use it to drive to work.
- I walk or jog in Brookeville for exercise or enjoyment.

Respondents identified the following as the features that they would most like to see changed:

- Create more sidewalks
- Narrow travel lanes and use space for sidewalks or trees
- Bury utility wires to reduce visual impact.
- Insert traffic calming measures to slow operating speeds.



Figure 9 - Most used words to describe what respondents liked best about Brookeville and its most distinguishing characteristics

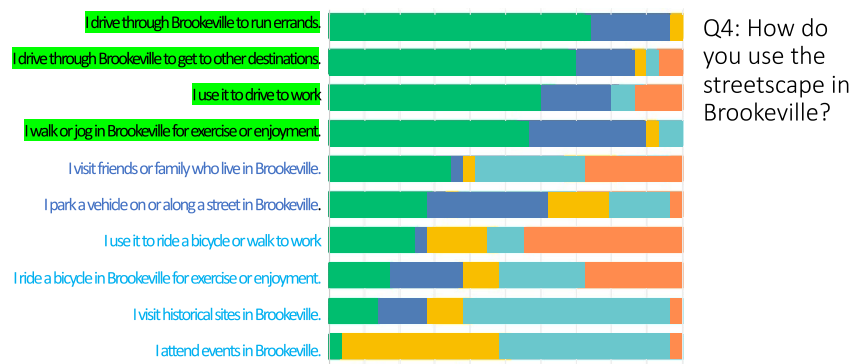


Figure 10 - Most used words to describe what respondents liked best about Brookeville and its most distinguishing characteristics



Figure 10 - Features respondents would like to see changed

Transportation, Pedestrian and Streetscaping

Based upon the input provided during the initial Town tour, by those that attended the two public meetings (one virtual and one in person), and those that responded to the questionnaire, the overall vision and goals for the Comprehensive Plan should be updated to reflect the following transportation related goals:

- **Recapture** High and Market as local streets.
- **Reconnect** a network of sidewalks and trails.
- **Restore** Brookeville’s public streetscape and its historic sense of place.

Recapture High and Market as Local Streets

To recapture High and Market Streets as local streets, traffic calming measures will be needed to give stronger visual clues to drivers that they are entering a settled place and they need to slow down. Traffic calming measures appropriate for a Historic District listed on the NRHP need to rely upon the context of the street to give drivers the necessary visual clues, rather than inserting distinctive measures that shift the horizontal or vertical alignment of the roadway.

To achieve the stated goal of recapturing High and Market Streets as local streets while retaining the character defining features of this historic community, traffic calming measures need to be geographically structured as drivers come into town into three distinct character areas:

Gateway (large pink circles)

- Provides a distinctive entrance to town clearly stating that drivers are entering a settled place
- The road character changes from a highway (MD 97) to a street (High Street)

Transition (yellow)

- Provides for the gradual narrowing of the look and feel of the street

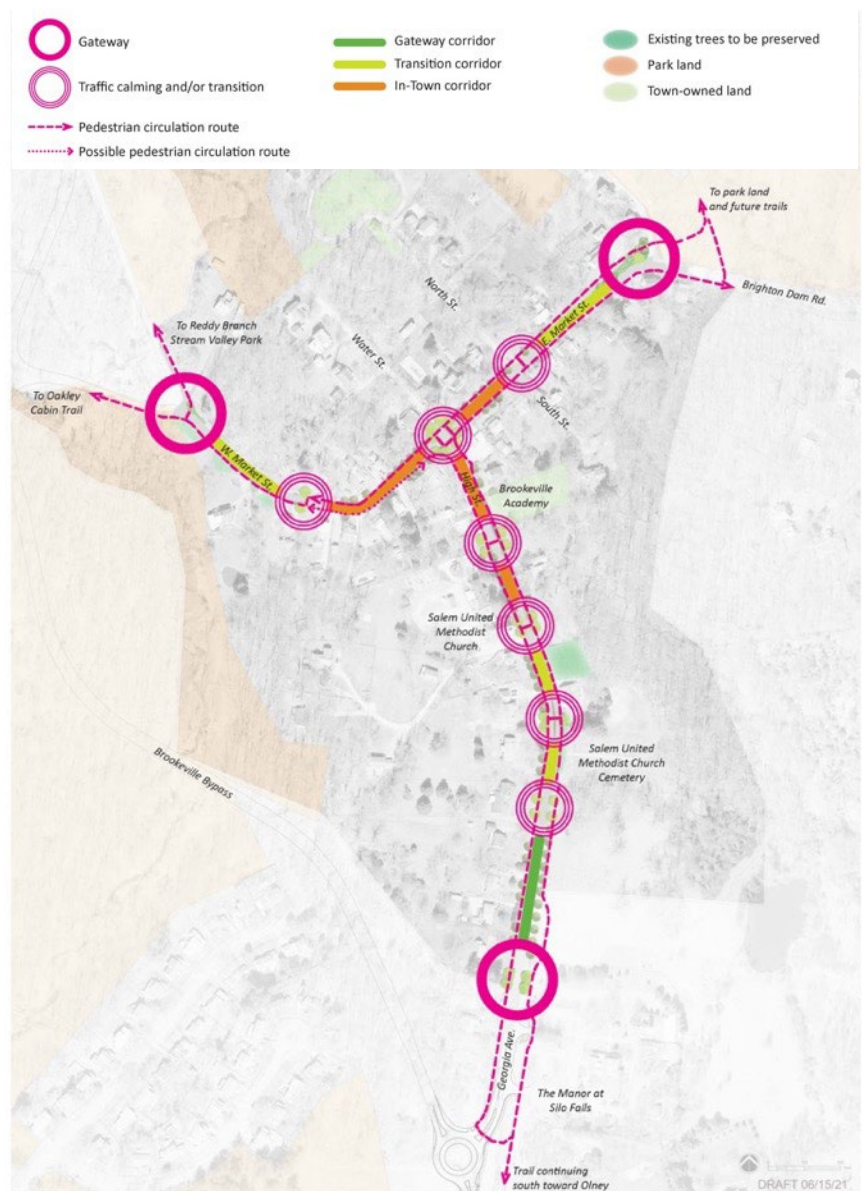


Figure 11 - Overall traffic calming concept

- On Georgia Avenue at the south end of town, where the contributing historic features are secondary and from the mid-20th century, one horizontal shift in alignment can be accommodated and engineered at the desired speed limit (preferably 25 mph).

In Town

- Within the core area of the Town (orange), sidewalks are wider and located on both sides of the street with on-street parking. Streets are part of the public spaces and pedestrian are the primary users, with vehicles secondary.
- Placemaking

Systematic Safety

An organizational construct for increasing vehicular and pedestrian safety in Brookeville are five underlying principles of the Vision Zero movement referred to as “Systematic Safety.”¹ Each of the five principles is applied differently depending upon the context:

1. Speed control and separation - either provide more separation at higher speeds or use self-enforcing speed reduction measures
2. Functional harmony - avoid incompatible functions
3. Predictability and Simplicity - visual clarity of each function is readily apparent
4. Forgivingness and Restrictiveness - people make mistakes and they should be anticipated
5. State awareness - what people do when they walk, ride or drive (e.g., distractions)

The systematic safety principles can be utilized to organize the measures needed to transform Georgia Avenue/High Street/W. Market Street from a minor arterial to a local street. The use of self-enforcing speed reduction measures is critical to the overall goals. Based upon these principles the following operational measures should be considered as traffic calming and pedestrian safety measures are implemented over time:


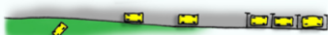














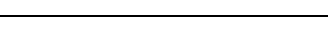
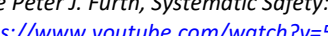

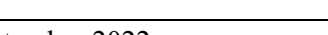

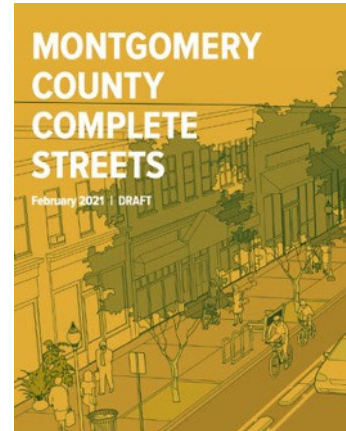
Rural	Transition	Village	Element	Gateway	Transition	In-town
			Curb/ Shoulder	Open Flush	Curb and Gutter Pan (concrete)	Header Curb (granite)
			Parking	Off-street	Off Street	On-street
			Sidewalks/ Pathways	Separated asphalt shared use path	Sidewalk with continuous planting strip	Wide sidewalk with tree pits
			Lane Width	12'	11'	10'
			Lighting	Overhead at intersections	Ornamental roadway	Historic roadway and sidewalk
			Street Trees	Wider Spacing, full broad crown	Decreasing spacing, species vary at measures	Close spacing, enclosed canopy
			Placemaking	Visual Features within gateway	Tactile features along sidewalks	Focal features in public spaces

Figure 12 Self-reinforcing details organized to provide predictability and simplicity along with visual clarity for each functional element (Diagram Source: Route 50 Traffic Calming Design Manual, Lochner, LKLA, Glattig Jackson et al)

¹ See Peter J. Furth, *Systematic Safety: The Principles Behind Vision Zero*: <https://www.youtube.com/watch?v=5aNtsWvNYKE&feature=youtu.be&t=72>

- Reduce the posted speed limit to 20-25mph (20mph is preferable from a pedestrian safety perspective) in Town and reinforce the speed limit reductions with a splitter island on Georgia Avenue south of the cemetery coupled with narrowing the travel lanes from 12' to 11'(transition) to 10' or 11' (in town).
- Reduce shoulder widths approaching town to provide more room for sidewalks separated from traffic. In transition areas and in town, bicycles can coexist with motorized traffic when speeds are below 25mph, and traffic volumes are very low. A waiver from State Bicycle Policy may be needed if the route continues as a state highway.
- Structure details related to the roadway cross section to provide clear and predictable patterns associated with the transition from state highway to local street (as shown in Figure 12).
- Provide clear and visible crosswalks at desire lines and incorporate those crosswalks into traffic calming measures.



Montgomery County Vision Zero and Complete Streets Policies and Planning

The recommendations contained in this plan amendment are consistent with the draft Montgomery County Complete Streets Design Guide currently under review by Montgomery County Planning Board and Council. Although there are no specific street types for “rural historic village,” the neighborhood street most closely matches the standards that would be appropriate for Brookeville, post bypass.

According to the revised Planning Board Draft of Chapter 2 dated February 2021:

“Neighborhood Streets serve predominantly residential areas with low volumes of motor vehicle traffic. Pedestrian and bicycle activity are common along these streets. Neighborhood streets should have sidewalks on both sides of the street, though in retrofit applications, a sidewalk on one side of the street may be an interim objective in existing neighborhoods with limited right-of-way. Most, but not all, Neighborhood Streets in Montgomery County offer on-street parking. Design for

MONTGOMERY COUNTY COMPLETE STREETS

G. Neighborhood Streets

Neighborhood Streets serve predominantly residential areas with low volumes of motor vehicle traffic. Pedestrian and bicycle activity are common along these streets. Neighborhood streets should have sidewalks on both sides of the street, though in retrofit applications, a sidewalk on one side of the street may be an interim objective in existing neighborhoods with limited right-of-way. Most, but not all, Neighborhood Streets in Montgomery County offer on-street parking. Design for Neighborhood Streets should focus on encouraging slow speeds, pedestrian safety, healthy street trees, and well-defined routes to nearby parks, transit, and schools.

- MB** Maintenance Buffer
- SW** Sidewalk
- SB** Street Buffer
- P** Parking Lane
- TV** Travel Lane

Key Features:

- » **Development intensity:** Moderate- to low-intensity residential development
- » **Pedestrian and bicycle activity:** Moderate
- » **Vehicle activity:** Low volumes of personal vehicles
- » **Transit service:** Typically, limited or none
- » **On-street parking:** Varies/ context-dependent
- » **Other key features:** Frequent curb cuts/driveways, street trees

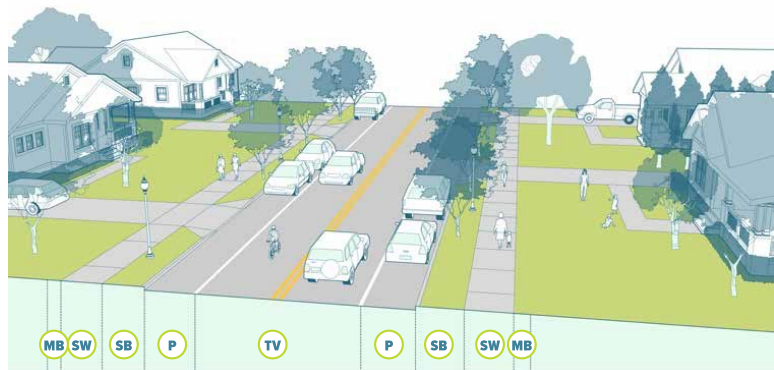


Figure 13 - Excerpt from Montgomery County Complete Streets Design Guide for Neighborhood Streets

Neighborhood Streets should focus on encouraging slow speeds, pedestrian safety, healthy street trees, and well-defined routes to nearby parks, transit, and schools.”

MDOT has developed a similar approach for state roads entitled “Context Driven: Access and Mobility for All Users.” The recommendations in this plan amendment are also consistent with those in the MDOT approach². However, the MDOT approach does not appear to address state controlled local streets.

Regardless of whether the Town of Brookeville, Maryland DOT and Montgomery County come to a future agreement about maintenance responsibilities and modifying the classification from Minor Arterial to Local Street for Market and High Streets, the Town should work with Montgomery County and/or MDOT/SHA to use the Complete Street Design Guide to implement the plan amendment recommendations.

Table 2 - Comparison of Design Guidance for MDOT and MOCO Complete Streets Draft (February 2020)

	MDOT	MOCO Complete Streets DRAFT
TARGET SPEED	<40mph	20-35mph
LANE WIDTH: Secondary Highways with a posted speed of 40 mph or less	11' Minimum	11' Minimum
LANE WIDTH Neighborhood Street	NA	10.5' Minimum
Curb and Gutter	Type A in kind only Type A combination	
Intersection Turning Radii (minor road)	30' minimum	15' (typical)
Sidewalk	5'	6'

Assumptions

The following assumptions are guiding the recommendations for the plan amendment:

- Traffic on High Street will be reduced from 10,400 to 900 (ADT)
- High Street and Market Street reclassified as a local street
- Request reduction in posted speed limit to 25 mph
- Montgomery Complete Streets Draft preferred guidance

² <https://experience.arcgis.com/experience/3476e680584c49e48303fe6d52ceeda9>

Traffic Calming Elements

Figures 14, 15 and 16 provide examples of the types of traffic calming measures that can be inserted into the gateway and transition areas approaching Brookeville. The splitter island is only appropriate in the area south of town identified with secondary historic resources from the mid-20th century.

Along Georgia Avenue the detail transition from the asphalt path to brick sidewalks should begin at the proposed splitter island. The sidewalk to be replaced by as part of Parcel 770 should be located and have a similar character as Figure 16 with a wider planting street and street trees creating the transition toward the in-town details that start at the proposed splitter island.

Lighting along Georgia Avenue should follow a similar transition with roadway lighting and higher illumination levels at the roundabout transitioning to lower historic streetlamps and standards starting at the splitter island. Illumination levels should gradually change from the higher speeds at the edge of town to the lower speeds in town to avoid high contrasts in lighting levels. Lower illumination levels (but closer together) in town are appropriate to slower desired operating speeds. The higher illumination levels for the standard cobra light fixtures should be removed and replaced with lower pole mounted light standards appropriate to an historic area as part of the utility undergrounding effort.

Within the Core Area, the primary traffic calming measure is to make the Town look and function more like a village with wider sidewalks on both sides of the streets, narrower travel lanes, street trees, on-street parking on one or both sides of the street, as can fit dimensionally, and undergrounding overhead utility lines.

East Market Street Intersection Controls

Additional pedestrian and vehicular safety measures are recommended for East Market Street to address oncoming westbound traffic from Brighton Dam Road. The speed humps should be removed and replaced with four way stop control at the North/South/East Market Street intersection. In addition, four way stop control should be installed at the intersection of East and West Market with Water and High Streets and the intersection and Water Street realigned with High Street as much as practical. The Market/Water/High Street intersection should be reconstructed as a raised intersection and paved with vehicular clay pavers (Figure 21).

Traffic Calming Elements: Gateways and Transition Areas



Figure 14 - Flush curbs in gateway areas clue drivers that they are entering a settled place (Upperville, VA)



Figure 15 - At the southern end of town utilize a narrow splitter island as a traffic calming measure coordinated with the location of a proposed crosswalk (Upperville, VA)



Figure 16 - Use street trees in both gateway and transition areas to enclose driver views and increase "visual friction" (Source: <https://howwedrive.com/2008/08/17/natural-traffic-calming/>)

Reconnect a Network of Sidewalks and Trails

The proposed goal of establishing a continuous network of sidewalks and looped walking paths is comprised of three distinct objectives:

- Establish a network of sidewalks along High and Market Streets
- Expand the network of natural surface trails to connecting parkland that surrounds Brookeville
- Increase the convenience and safety of non-motorized access to Olney

Establish a network of sidewalks along High and Market Streets

Existing sidewalks, as shown in Figure 6, page 13, should be extended along both sides of the street to the south along High Street/Georgia Avenue to the new roundabout and west along Market Street towards Reddy Branch Stream Valley Park.

Along Georgia Avenue, sidewalks can be constructed along both sides of the street if the roadway is narrowed to include only the travel lanes and curb and gutter (24' width total). Sidewalks can then be installed on both sides utilizing the recaptured space from the existing shoulders. This will require a waiver from MDOT statewide bicycle policy. The rationale for the waiver is that there is not enough space for bicycle and pedestrian accommodations without expanding the right-of-way. The town, through the various public outreach methods utilized to develop this plan amendment, has clearly stated a preference for sidewalks on both sides of the street. Bicycles can be accommodated by sharing the existing travel lanes once the Bypass is opened and the traffic is reduced to significantly low volumes consistent with a local neighborhood street.

Two locations of immediate concern are to establish a sidewalk on the west side of the wall at Salem United Methodist Church Cemetery to eliminate the impact of walkers on existing gravesites closest to the road and to coordinate the sidewalk location with the development of Parcel 770, just south of the

The “active zone” between the curb and property line



Figure 17 - An asphalt shared use pathway with street trees is recommended in the gateway areas approaching town (courtesy of Ohio River Valley Trail, Louisville, KY)



Figure 18 - Brick sidewalks with planting strips are recommended for transition areas and core areas within the Town



Figure 19 - Within the core area of town, the parking areas should be paved with permeable pavers (granite cobbles or textured concrete pavers with similar character to cobbles with engineered subbase designed to encourage infiltration for stormwater)

Cemetery. The existing asphalt path from Silo Falls should curve toward the street and the sidewalk should be developed at the street, similar in character as shown in Figure 17.

Along West Market, room for the sidewalk can be found by making slight adjustments to the alignment of the roadway and building out a curb on the north side of the road to accommodate a four foot sidewalk; then crossing over at the high point of the curve with greatest visibility (see location “P” on Figure 24, page 24). If the roadway is ever reconstructed, sidewalks can be built on both sides between the crosswalk and town, if sensitive historic and adjoining properties are not impacted during construction.

Crosswalks

Pedestrian use of the network will increase significantly with appropriately located crosswalks. The following crosswalk locations are recommended with letters referencing the locations shown on Figure 24, page 24).

- Salem United Methodist Church Cemetery (E) as part of the recommended splitter island, which also serves as a pedestrian refuge
- Salem United Methodist Church parking entrance (F)
- Salem United Methodist Church to Brookeville Academy (H)
- Market Street at South/North Streets intersection (L) – note speed humps should be removed on Market Street
- West Market mid-block sidewalk crossing (P)
- West Market/Brookeville Road Gateway pedestrian crossing to connect to Reddy Branch Stream Valley Park trail system (Q)

Crosswalks



Figure 20 - High visibility "Continental" type crosswalks can be striped to reduce tire track wear through the gaps and are recommended for gateway and transition areas to increase pedestrian safety



Figure 21 - Within historically sensitive areas associated with the Primary Historic Resources, brick crosswalks can be installed and striped using a concrete band (need to contain the bricks) tinted white to increase visibility.



Figure 22 - A raised intersection with brick pavers suitable for roadway use will help to define the core of the Town as a pedestrian space rather than one dominated by the roadway

Expand the network of natural surface trails to connecting parkland that surrounds Brookeville

This Plan amendment continues the 2010 Comprehensive Plan’s encouragement of the expansion of pedestrian access to both existing sidewalks as well as the parkland that borders the Town. Establishment of pedestrian paths to access the existing public open space along Reddy Branch and the Thomas Mill Race is encouraged.

With the completion of the Bypass, the Town will be surrounded by parkland on three sides. A network of natural surface trails around the Town should be completed in cooperation with M-NCPPC Montgomery County Parks. Limited existing public access to the surrounding parkland should be expanded by connecting the Town’s sidewalks along East Market Street with the MNCPPC property surrounding the Washington Suburban Sanitation Commission’s pumping station. A trail between the pumping station and the portion of Georgia Avenue to be abandoned on the south side of Reddy Branch could then connect with the trail to the Oakley Cabin Trail. With the completion of the Bypass north of town, a short portion of Georgia Avenue between Brookeville Road and the northern terminus of the Bypass (including the existing bridge over Reddy Branch) would provide access to the northern side of Reddy Branch within M-NCPPC parkland. A trails plan is needed for the Reddy Branch Stream Valley Park to advance these connections in a timely manner (M-NCPPC responsibility).

An example of the expansion of access to natural areas in Town can be found in the 2007 construction of a small pedestrian walkway covered in wood chips as part of the development of a two-house subdivision–Powers’ Wood, and adjoining and integrated with a small natural park area north of the restored Brookeville Schoolhouse. To take advantage of the parklands that border the Town, the Plan encourages the development of other pathways in natural settings.

Extending the Network

Beyond creating pathways to make the adjoining stream valley parks and natural areas more accessible, the plan emphasizes the importance of linking the Town to existing pedestrian and public transportation infrastructure. The Town would like to encourage pedestrian and bicycle transportation links to nearby areas such as Olney by creating a safe and accessible network of demarcated crossings and paths. With the anticipated reduction in traffic volume and implementation of traffic calming measures to reduce operating speeds, the Plan recommends additional measures to increase access to all modes of transportation, utilizing the fundamental concepts of complete streets as illustrated in Montgomery County’s draft Complete Streets Design Guideline.



Figure 23 Conceptual diagram of natural surface trail utilizing existing parkland and public right-of-way (long dashed line). Trail easements would be required along the stream valley from Manor at Silo Falls to Brighton Dam Road (short, dashed line)



Key

- (A) Gateway with grouping of ornamental trees
- (B) Trees flanking the roadway
- (C) Grouping of trees at transition
- (D) Sidewalk located west of the cemetery wall
- (E) Splitter island with pedestrian crossing and town sign
- (F) Pedestrian crossing and curb extensions, south of Salem UMC
- (G) Vegated swales and street trees on both sides of roadway
- (H) Pedestrian crossing and curb extensions, north of Salem UMC
- (I) On-street parking area with permeable pavers
- (J) Raised intersection with 4-way stop with curb extensions and crosswalks
- (K) On-street parking with permeable pavers
- (L) Crosswalk and curb extensions
- (M) E. Market St. Gateway; frame Bentley House with trees; install ornamental shrubs on the hillside; restore stone wall at town sign
- (N) Understory trees suitable for overhead lines
- (O) Long-term sidewalk option
- (P) Crossing location with advance warning signs
- (Q) W. Market St. Gateway with pedestrian crossing; install ornamental shrubs and locate entrance sign on north side of the roadway
- Existing roadway trees to be preserved
- Park land
- Town-owned land

Figure 24 - Recommended Concept Plan for Transportation, Pedestrian Networks & Streetscaping Elements

Restore Brookeville’s Public Streetscape and its Historic Sense of Place

Critical to the success of the recommendations included within this plan amendment is the full integration of complete street concepts—directing those that design and make changes to Brookeville’s streets to routinely design and operate the entire right of way to prioritize safer slower speeds for all people who use the road, over high speeds for motor vehicles—all utilizing context sensitive design and materials inserted carefully into the historic fabric of Brookeville.

To that end, the following examples were developed to illustrate the concepts and recommendations included with this plan amendment. The illustrations are meant to be explanatory and illustrative of the concepts and to not reflect a specific design or engineering solution. Brookeville’s right-of-way is truly historic, in that while GIS level data can communicate approximate locations of the right-of-way, the actual locations and existing conditions need to be surveyed and public right-of-way confirmed.

In addition, more detailed design and engineering is needed to translate the concept so it works with the more detailed survey and design level knowledge of existing conditions, changes to adjacent uses and requirements for stormwater management, environmental compliance, engineering, and the historic area. Use of any federal funding sources will require compliance with federal environmental requirements such as NEPA.

The conceptual illustrations are organized by major street and in the direction approaching the core of the Town.



Figure 25 - Location reference for conceptual illustrations that follow



- Street trees/visual enclosure
- Sidewalk
- Vegetated swale
- Existing asphalt path

Figure 26 - Georgia Avenue/High Street Gateway illustrating separated shared use path and street trees to begin narrowing the look and feel of the roadway



- Street trees/visual enclosure
- Brick sidewalk
- Sidewalk buffer

Figure 27 - High Street Transition illustrating the use of a splitter island as a traffic calming measure as well as a refuge island to protect pedestrians in the proposed crosswalk

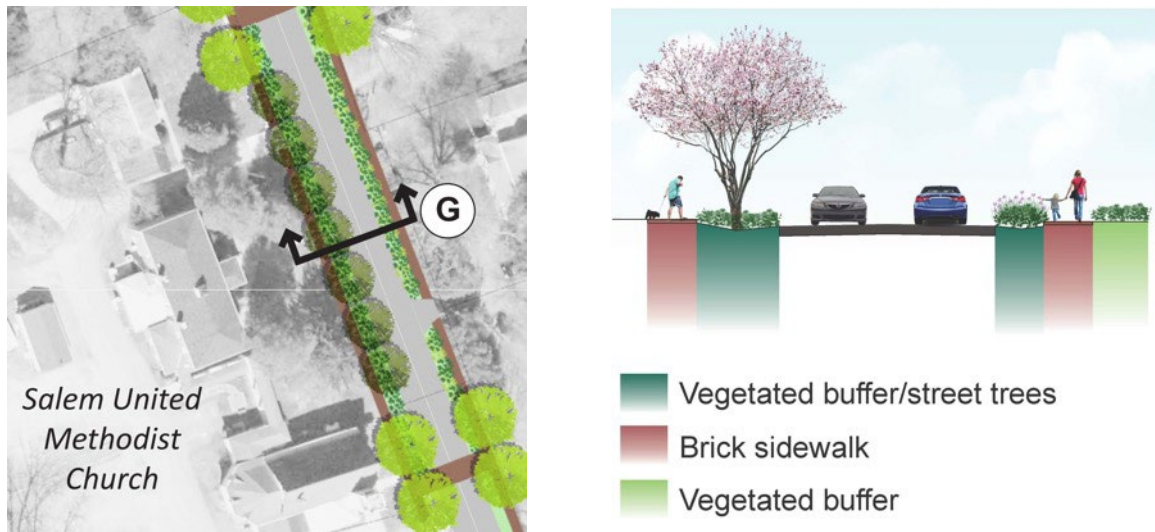


Figure 28 - High Street showing how street trees with a vegetated buffer to separate the sidewalk on both sides using space captured by reduced shoulder widths. Where parking is desired, the buffer area can be adapted as curb extensions to accommodate parking.

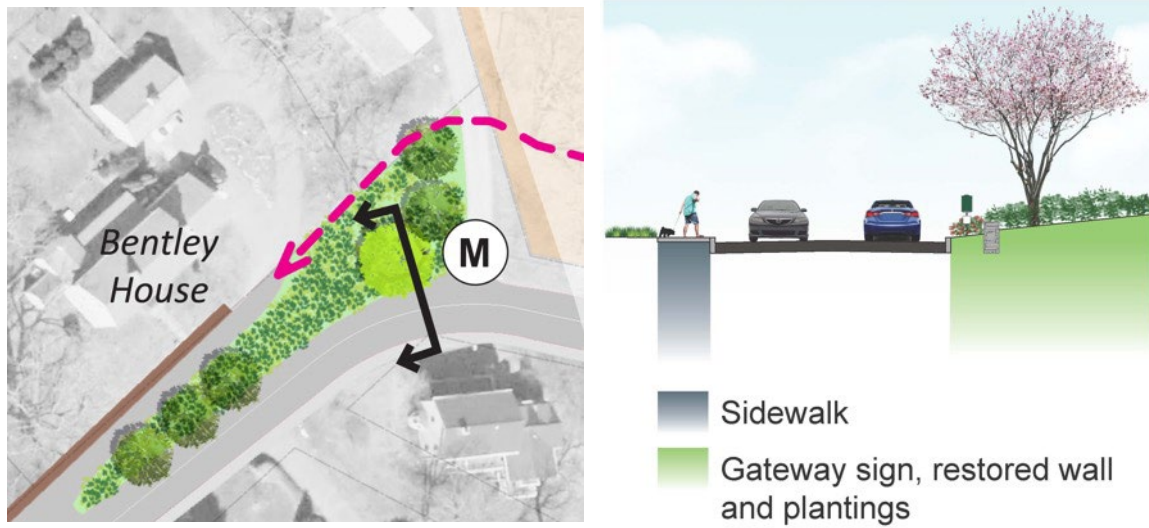


Figure 29 - East Market Street gateway located at the highly visible curve from Brighton Dam Road incorporating a restored stone wall and flowering trees and shrubs with the gateway sign

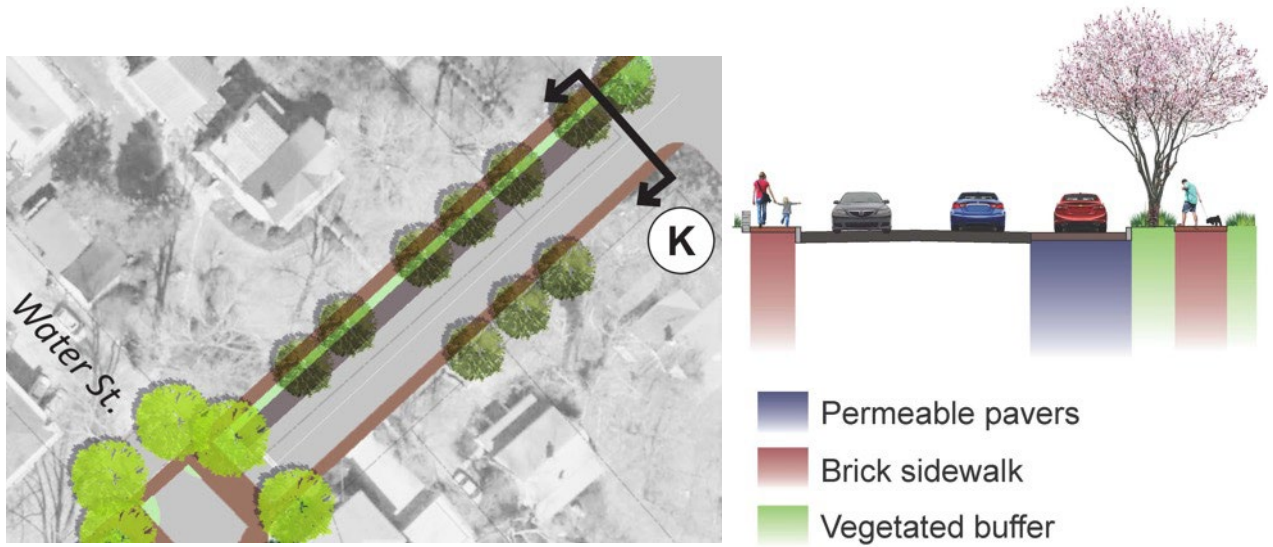


Figure 30 - Market Street in town showing how the on-street parking areas also function for stormwater management by utilizing engineered soil below the pavement

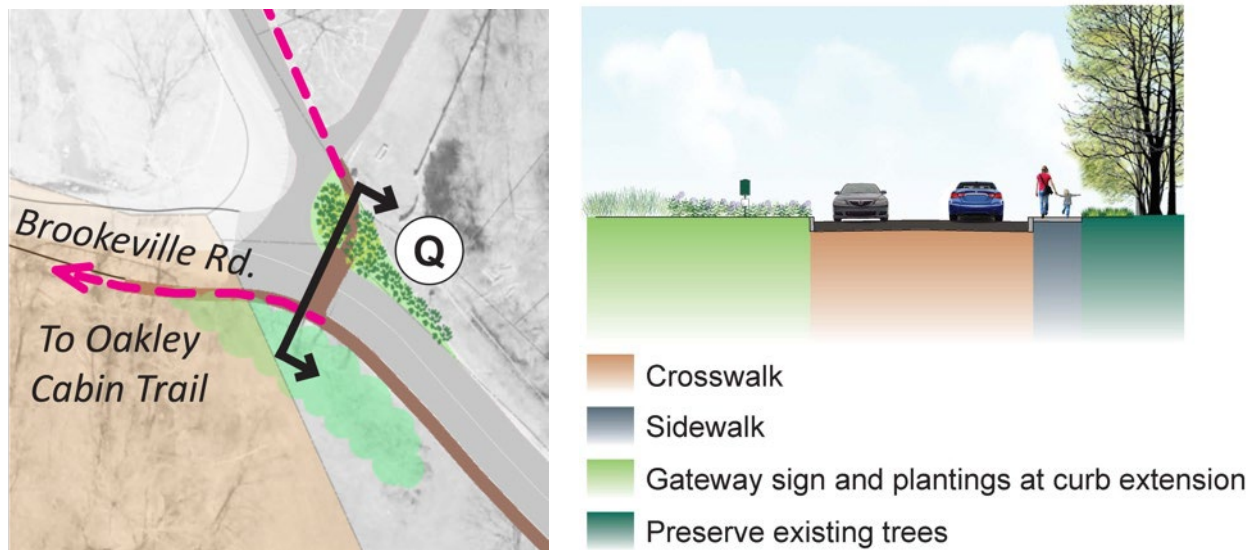
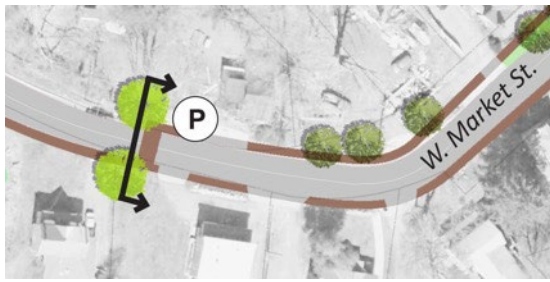
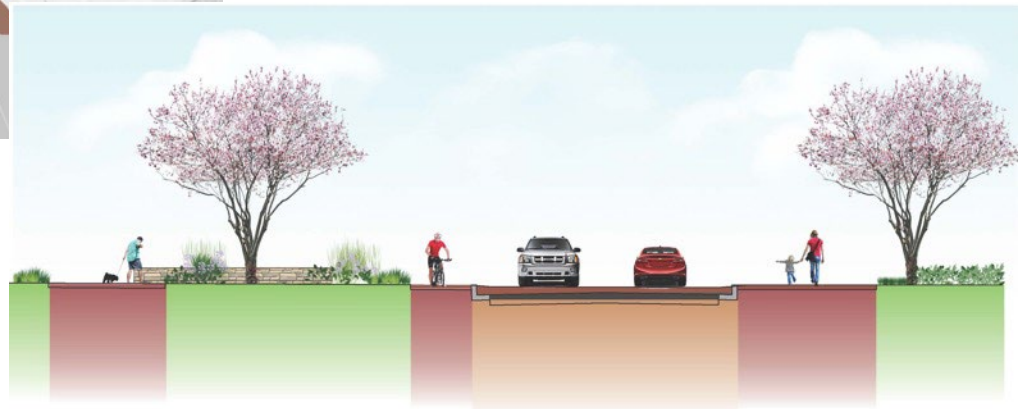


Figure 31 - West Market Gateway with crosswalk and sidewalk extension leading to the Oakley Cabin Trail to the south and Reddy Branch Stream Valley Park to the north



- Street trees/visual enclosure
- Brick sidewalk
- Crosswalk

Figure 32 - Proposed crosswalk at the location with the best sight lines for oncoming traffic. The sidewalk shown on the south side of Market east of the crosswalk is a long-term option and would only be built if the roadway is reconstructed and any potential impacts of construction to adjoining historic properties can be addressed.



- Street trees/visual enclosure
- Brick sidewalk
- Raised intersection/crosswalk

Figure 33 - A raised intersection is recommended at the High/Market/Water Streets intersection utilizing a different type of tree silhouette that would work under the wires as well as call more attention to the intersection.

Additional Design Issues and Details

Implementing the concepts and recommendations will require careful attention to context sensitive design and selection of materials. In addition, maintenance considerations may factor into design decisions, especially where and when to use brick sidewalks. The following are general recommendations.

Curb and Sidewalk

Within the core areas of town, consideration should be given to utilizing granite curbs, brick sidewalks, brick crosswalks held in place with concrete header curbs, and using the historically appropriate light fixtures.

Within the roadway, larger vehicular clay pavers (bricks) should be utilized that meet ASTM 1272 for heavy vehicular traffic. Brick color can be selected depending upon source, but traditional brick coloration is recommended. Where crosswalks meet the curb, ADA requirements stipulate a contrasting material be utilized as a detectable warning—"a standardized surface feature built in or applied to walking surfaces or other elements to warn visually impaired people of hazards on a circulation path." In historic districts it may be possible to utilize a contrasting color to the sidewalk and crosswalks with truncated domes that is not bright yellow.



Figure 34 - Use of vehicular clay pavers (crosswalks), granite curbs, traditional brick pavers (sidewalk) and historically appropriate light fixtures (Middleburg, VA)

Construction of brick sidewalks, if done appropriately, require the same kinds of maintenance as concrete sidewalks. Brick sidewalks should be placed in a sand setting bed on top of a flexible pavement, such as asphalt. Geotextile fabric can also be utilized to limit weed growth and to keep the subsurface materials in place. A well graded and fully compacted to industry standards sub-base should support the flexible pavement and sand setting bed so that it is as strong as a concrete sidewalk. The sand setting bed and flexible pavement system offers room for the typical freeze-thaw cycles found in Brookeville. Snow removal on brick sidewalks, if carefully constructed, can be accomplished with hand shovels, snow blowers (rubber blade tips), and sand (rather than de-icing salts). If de-icing salts are needed, then they can be mixed with sand and applied in a limited way after as much snow and ice has been removed and then washed or swept off the brick surface after melting and drying.

Granite curbs have the following advantages over standard concrete for curb and gutter within historic districts:

- Material is attractive with high visual integrity in and of itself, therefore the use of granite would have no adverse effect on historic district’s significant historic resources
- Repairs are minimal and can simply be reused and reset if damaged, therefore eliminating issue of visual contrast when curb is repaired or replaced
- Granite withstands much of the damage from vehicles requiring a minimum repair (reusing and resetting the curb, primarily)

The curbs are installed as header curbs without gutter pan (the pavement goes right up to the curb base). A premium cost on an order of magnitude basis is likely to be 25% higher than concrete (although many factors such as distance to quarry and availability of skilled labor could impact cost). This is typically offset over time by maintenance and replacement of concrete or rolled asphalt curbs which are prone to damage from vehicles and environmental conditions (spalling).

Existing extruded asphalt curbs should be replaced with concrete curb and gutter in gateway areas and granite curbs within transition and in town.

Light Fixtures

The light fixtures should be reorganized in town with the most historically sensitive fixture relocated for the core area and transition area. In gateway areas, more standard street lighting may be needed to provide the necessary illumination with the higher vehicular operating speeds.

As more walkways are constructed, lighting levels should be gradually increased approaching the core area of town and at all crosswalks.



Figure 35 - Existing extruded asphalt curbs should be replaced with concrete curb and gutter in the gateway area (and with granite curbs in transition areas and in town). A flush curb should be installed in advance of the gateway to alert drivers that they are entering a settled place.



Figure 37 - Slower vehicular operating speeds will reduce or eliminate the need for area roadway lighting in town or transition areas. Gateway areas may require area roadway lighting.



Figure 38 - Existing pole mounted light fixture used throughout the historic district. As new sidewalks are constructed, more of these light fixtures should be added to gradually increase street and walkway lighting within town to increase night visibility for pedestrians.

Stormwater Management

Almost all paving or hardscape improvements to the streetscape will require compliance with state and local stormwater management regulations to determine how increased impervious surfaces will impact the macro and micro watersheds within the Town. The impacts of stormwater can be reduced using permeable paving, as shown in Figure 19 on page 21 and Figure 42, and vegetated buffer strips, as shown in Figure 43 and Figure 44.

It is recommended that on-street parking areas be constructed with permeable pavers. Paver color should complement the red brick sidewalks and granite curbs.

Stormwater Management



Figure 39 - Permeable pavers allow stormwater to be filtered, stored, and or redirected to a stormwater management facility



Figure 40 - Vegetated buffer strips can store and filter stormwater



Figure 41 - Plantings within vegetated buffers can be as simple as turf grass areas or herbaceous perennial groundcovers. Seating can be incorporated within these spaces

Tree Selection Appropriate for Under Overhead Electric Lines

If overhead utility lines cannot be buried, it is still feasible to plant small trees that generally do not exceed 20' in height. Such trees include Eastern Redbud (*Cercis canadensis*), Cornelian Cherry (*Cornus mas 'Spring Glow'*), White Fringetree (*Chionanthus virginicus*), and Serviceberry (*Amelanchier canadensis*). These examples are regionally native, flowering trees.



Figure 45 - Small street trees that generally do not grow taller than 20', like this Forest Pansy Redbud, are appropriate for planting under overhead utility lines

Implementation of Transportation Element Recommendations

The town will continue coordination with MDOT State Highway Administration (SHA) and Montgomery County to make the transition of the in-town MD 97 to a pedestrian-friendly local street a reality.

Identifying the long-term ownership of the roadway and right-of-way is an essential first step to reclassifying the road and carrying out the goals for pedestrian improvements and increased safety. Ownership and maintenance will determine the design standards, criteria, and potential funding mechanisms to implementing the pedestrian improvements.

As part of this coordination, the Town can identify priorities, timeframes, and funding mechanisms for proposed roadway, sidewalk, and other improvements. The final classification of the roadway should be vetted with the ultimate owner and the Town to ensure the descriptions are consistent with their standards, details, and specifications.

VIII. Environmental Preservation and Sustainability – The Protection of Sensitive Areas

The major objective of the Town and this Plan is to develop a comprehensive policy that encompasses both the cultural and built environments as well as the natural environment in a way that incorporates and implements the Town's goals of environmental protection to the degree possible. The Plan integrates these goals in the following sections that discuss the measures taken by the Town to preserve its cultural heritage and identify ways in which the Town can similarly protect its natural resources and other sensitive areas.

Architectural Heritage

Brookeville has demonstrated a clear commitment to preserving its architectural character by adopting Montgomery County's Historic Preservation Ordinance (Chapter 24A of the County Code) and the subsequent designation of the entire Town as a Historic District under that ordinance. This action followed Brookeville's designation to the National Register of Historic Places in 1979. As part of Brookeville's designation as a Historic District, an inventory of the Town's built environment was completed in 1985, that shows all historic Town buildings and their ages. This document is on file with the Town and serves to demonstrate the importance of maintaining Brookeville's historic character.

As a Montgomery County Master Plan Historic District, any changes (as defined in the ordinance) within the Town must be reviewed by the Montgomery County Historic Preservation Commission (HPC) and a Historic Area Work Permit (HAWP) issued under Sections 24A-6, 7 and 8 of the Historic Preservation Ordinance. The HPC may be assisted in its review of HAWPs by a Local Advisory Panel (LAP). The Town Commissioners have designated the Brookeville Planning Commission to act in this capacity. Both State and Montgomery County property tax credits are available for eligible work performed within the District.

Under the HPC's adopted Guidelines, Historic Districts are living and working areas where special attention is paid to protecting those qualities that make them significant resources to the larger community. The intent of Historic Area Work Permit review is to maintain that balance, so these areas continue to function in a contemporary setting while retaining their ability to convey a sense of the past.

As an enhancement to the inventory of historical/architectural resources completed in 1985, a pre-survey and assessment of archaeological resources within the Town was completed in November 1989 during the data collection phase of the Comprehensive Plan. The archaeological pre-survey, a copy of which is on file with the Town, identifies potential areas of both historical and pre-historical archaeological interest.

One means of protecting these areas of potential archaeological interest, as well as architectural facades/streetscapes and areas of environmental sensitivity, is to establish a conservation easement program. Working with an entity such as the Maryland Historical Trust or Montgomery County or by establishing its own program, the Town can encourage the private donation of – or through development regulation, require dedication of – conservation easements capable of preserving resources, both cultural and natural, in perpetuity.

The Town is also part of the Heritage Tourism Alliance and is within the Montgomery County Heritage Quaker and the Underground Railroad Cluster. The Management Plan for Montgomery County's Heritage Area was approved by the State in 2003. The Montgomery County Heritage Area has important

environmental, recreational, and cultural resources as well as significant historical sites and districts. The Management Plan presents strategies for enhancing these resources, improving linkages, advancing economic development strategies, and providing for stewardship and preservation. The Management Plan will complement other State and County initiatives in the Certified Heritage Area and is consistent with the approved and adopted master plans for the portions of Montgomery County included in the Heritage Area. The Brookeville Comprehensive Plan reflects a vision of land use and development fully encompassing the principles and practices of historic preservation, environmental stewardship, and good planning. Therefore, the Town of Brookeville ratifies the recommendations and strategies in the Montgomery County Heritage Master Plan and incorporates them herein the Brookeville Comprehensive Plan.

Cultural Landscape

Closely related in historical importance to the actual structures that embody the Town's architectural heritage is the relationship of those buildings, village streets and lanes, natural and planted vegetation, and open space that defines the Town's "cultural landscape." In the face of rapid suburbanization, conservation of the rural landscape has become increasingly important and is one of the most challenging and elusive areas of cultural preservation.

An important step in this conservation effort is to identify the characteristics and elements that help to define the cultural landscape. As a period rural village, some of the elements of Brookeville's cultural landscape are derived from the original 1794 plan that was conceived by its founder, Richard Thomas. Brookeville as it has developed, however, bears only minimal resemblance to that plan. Although still shown on the Maryland Department of Taxation's parcel map, of the 56 quarter-acre lots originally laid out by Thomas, only 20 were sold. Of that 20, only 6, or roughly 10% of the total lots, appear to have actually been developed as single family detached homes. The balance of the 20 lots was either combined with adjoining lots to provide larger settings for residences or was incorporated into larger subdivided holdings.

While the Town did not develop in the manner envisioned by Thomas, a distinct pattern of settlement did emerge during the 19th century that is clearly distinguishable from the Town's later 20th century development. During the balance of the 19th century, the Town experienced its greatest growth, and it is this pattern of settlement that defines the Town's character as a period rural village. Brookeville's 19th century development is concentrated on Market Street and the intersection of Market with High Street (Georgia Avenue). Although there is variability in this period's development, it exhibits the following characteristics:

- There is a range of lot/homestead size from "manor" to "cottage" scale.
- The majority of lots are proportionally deeper than they are wide.
- Most historical structures directly face the main street with minimal setbacks that average less than 26 feet.
- The combination of deep lots with minimal setbacks from the roadway results in shallow front yards and deep rear or backyards that historically served to accommodate everything from the kitchen garden to the household privy .

- Town secondary streets, North, South, and north High (now Water Street) originally had no homes directly facing them but served to access mostly later 20th century development rear properties. Literally side streets, they were for the most part “unimproved” rights-of-way that provided views of side and rear yards for the various scale of homesteads in Town. As of this Plan (2009), there have been houses built on North Street and on a new street - Water Street.
- Depending on their scale, period homesteads incorporate a number of features including ancillary buildings such as barns, hen houses and privies, kitchen/herb gardens and related meadows and pastures that are visual elements of the landscape.

Conservation Goals and Objectives

To conserve and enhance Brookeville’s cultural landscape, the Plan establishes the following goals and objectives with regard to permitted in-fill development and new construction. The goals and objectives also serve to implement the goals of focusing development in suitable areas, protecting sensitive resource areas, providing for responsible stewardship for the land, and conserving resources. The Plan’s objectives are, accordingly:

- Access to future development and public access to planned public open space should be appropriate in scale for the number of units served and type of use (vehicular or pedestrian).
- Where appropriate, common driveway extensions from the public right-of-way should continue the fence rows and vegetation screening of the adjoining village street or lane.
- An appropriate setting should be maintained around the Town’s historically significant one-room schoolhouse, and the structure should be stabilized and preserved, through public acquisition if necessary. The Town has acquired the building and has fully restored it. The settings have been landscaped and integrated into a small natural park.
- Appropriate settings should be maintained for existing architectural resources and compatibly sized lots created for any adjoining new development.
- New construction and landscaping both on newly subdivided lots or on previously existing parcels should respect elements of the landscape that contribute to the rural village character of Brookeville.

Site Plan and Historic Area Work Permit Activities

To fully implement these objectives will require the following additional site planning considerations:

- Setbacks from the roadway for new homes will need to be comparable to adjoining development and should be compatible with the rhythm of the streetscape: shallow for period development, deeper for 20th century development.

- Vistas provided from the roadways need to be evaluated for their contribution to the overall rural character of the Town and measures taken to conserve them not only during development but in perpetuity.
- Building coverage/footprint should be appropriately scaled to the size of the lot.
- Landscaping should be understated and seek to utilize species appropriate to the period and rural character of the adjoining development.

These considerations should also guide the Historic Area Work Permit (HAWP) review process required by the Historic Preservation Ordinance for all significant changes within the Brookeville Historic District. In addition, the following architectural concerns should be addressed during that permit review:

- The Montgomery County Historic Preservation Commission has the responsibility for review and approval of all new building construction and renovations applications within the Town’s limits. The Brookeville Planning Commission also reviews the new building construction and renovation applications and offer recommendations to the Historical Commission prior to their action.
- Scale of new construction, both the principal and any ancillary structures proposed, should be appropriate both to the size of the lot and to creating a mix of housing scales (in a manner similar to the Town’s existing development) along newly created streetscapes.
- New homes should be designed with a definite front door with a formality to the front entrance that is appropriate to the scale of the home.
- The front elevation should be oriented toward and run parallel to the Town street or common drive serving as access for the lot.
- Depending on the scale of the home, it may be appropriate for elevations on corner lots to provide for a secondary, or side, as well as a primary or front entrance. Where there is a choice of access, homes should be sited with front elevations facing the larger right- of-way.

Natural Environment

The environmentally sensitive areas shown in Exhibit 2 represent the remaining information collected concerning the Town’s natural environment, including areas falling within the 100-year floodplain of Reddy Branch and the M- NCPPC park taking lines as well as floodplains for adjoining tributaries, soils with severe to moderate building limitations and slopes of 15% or greater. With the exception of the former mill sites and their races that by definition needed to be constructed near environmental features, areas of highest environmental sensitivity have historically been bypassed by development due to their relatively unsuitable location for building.

While this was perhaps largely due to the technical limitations of the 19th century, the fortuitous result is that much of the Town’s environmentally sensitive land has been retained in an open and natural state. These areas, in addition to conserving natural resources and providing habitats for wildlife, serve to buffer the Town from the surrounding contemporary “suburban” development and are essential in helping reinforce the Town’s distinctive 19th century rural settlement pattern.

To preserve these sensitive areas, they are identified for use as public and private open space. Should development be pursued in these areas, the Town's Subdivision Regulations include flood plain and steep slope restrictions to protect these critical areas in addition to restrictions mandated by State of Maryland. It is noted that the Town has already adopted a model flood plain ordinance in conjunction with the Federal Emergency Management Agency (FEMA). The Town's development review process shall require the following as part of its sensitive areas Plan element:

- Compliance with State stream valley protection guidelines which seek to reduce much of the negative effect of development in a natural non-invasive manner.
- Compliance with State and Federal Wetland Protection Statutes.
- Preparation of a tree survey and tree preservation and replanting plan in consultation with the Maryland State Forest, Park and Wildlife Service. The Plan notes that the Town has enacted a model tree conservation ordinance in accordance with the Maryland Forest Conservation Act.
- Compliance with the findings and recommendations of the Patuxent Functional Plan for erosion, storm water management and flood control. The Plan notes that the Town works in compliance with Montgomery County Stormwater management requirements in all development activities.
- Detailed studies by soil engineers to assess through actual field investigation the limitations of constraining soils with proposals for mitigation or avoidance.
- Archaeological survey requirements with proposals for mitigating impacts or avoidance of field archaeological resources.

IX. Mineral Resources Element

Article 66B of the Annotated Code of Maryland requires each Comprehensive Plan to contain a mineral resource element. Based on available geological information, the Plan must show how minerals will be extracted or reserved for future use. The geological review completed as part of the archaeological pre-survey did not identify any significant commercial quality mineral resources within the Town. In the absence of significant resources, and given the size and historic importance of Brookeville, the Plan concludes reservation of land for mineral extraction is inappropriate for the community.

X. Community Facilities Element

One function of a Comprehensive Plan is to identify and make provisions for the long-range service and facility needs of a community. Vital services and facilities such as police, fire and rescue, schools and libraries are located two miles south of Brookeville in Olney. These services as well as other community facilities such as parks, recreation and civic uses are provided by either Montgomery County or the Town within Town boundaries or in nearby areas. As the Town's major facility and service provider, the Town should participate to the extent appropriate in the County's annual Capital Improvements Program (CIP) and the County's annual budget process to influence facility adequacy. The following section also discusses several areas in which the Town can identify and plan for appropriately scaled facility and amenity projects within the community.

Civic or Community Use – Brookeville Academy

The Town acquired the historic Brookeville Academy in 1989 as a community center to serve both the Town’s government as well as a variety of social, service, and cultural organizations. The Academy was fully restored and preserved by the Town and opened in 1998 as an important historic building, made accessible to all, and enhanced as a significant community facility designed to serve the greater Brookeville area. The Academy forms a “civic core” in the heart of the community near the intersection of Market Street and High Street (Georgia Avenue) and provides a substantial public green space.

Pedestrian Networks

Chapter VIII, Transportation Element, page 10, updates the 2010 Plan recommendations to encourage the expansion of pedestrian access to existing community facilities such as the Brookeville Academy as well as nearby parks and natural paths. The plan update continues to recommend expansion of the pedestrian networks and crosswalk system along Georgia Avenue (Maryland State Highway – Route 97) to link the Town’s existing pedestrian infrastructure with areas south of Town such as Olney. In addition, it provides access to all Town facilities to those who live in the southern and western portions of Brookeville and currently lack the pedestrian network that can be found on the eastern portion of Market and High streets. Finally, with the opening of the Brookeville Bypass, the Town will work with the State Highway Administration and Montgomery County and strongly encourages an expansion of pedestrian networks and natural paths along this route as well as efforts to ensure the safety of users. In the future, the Town will also consider, when possible, the construction of new pedestrian walkways within the present Maryland State Highway Administration rights of way.

Streetscaping and Gateways

Chapter VIII, Transportation Element updates the Town’s streetscape and gateway recommendations along Market, High, North, and Water Streets as an ongoing capital improvement project (see page 16). Within the difficult constraints of a variable right-of-way, a coordinated brick sidewalk, curbing, and decorative “period” street-lighting project was completed in 1989.

The updated plan continues to recommend this effort consistent with the hierarchy of streets outlined in the Town’s circulation system. Under the 2010 recommended system, sidewalks would be appropriate on the Town’s primary or main streets, with the village secondary streets sharing vehicular and pedestrian traffic. Lighting should be period appropriate and spaced at the current intervals on the primary streets (Market and High) and at the intersection of village secondary streets and lanes, as well as at the ends of the streets. Any appropriate signage should also be considered.

The updated plan continues to recommend enhancements to the three formal entrances or gateways into the Town. These gateways continue to offer an opportunity for the Town to further establish its identity as a place through permanent markers such as those placed on South High Street or through seasonal plantings or greetings. There is a public space at Georgia Avenue and Brookeville Road, which is maintained by the Town. This space should be kept in an appropriate state as a Town gateway.

Brookeville Schoolhouse-Powers’ Wood Park

Another of Brookeville’s significant cultural resources is the historic public one-room schoolhouse located on North Street. The Brookeville Schoolhouse is a one-room wood frame structure built in the 1860’s. One of the few remaining examples of a one-room schoolhouse remaining in Montgomery

County, the school was in continuous use from its construction until the 1920's. The building was converted into a residence after it ceased to be used as a school, but was later abandoned. The building had deteriorated significantly until Juanita G. Gardner and Shirley H. Rice deeded the property to the Town in 1997. The Town commenced restoration of the structure in 2003, utilizing funds from both the Town's Capital Improvements fund and a \$17,000 grant from the Maryland Project Open Space Program. The plans for restoration were authored by local architect Miche Booz. The Town holds periodic visitor days where the public is invited to tour the schoolhouse and learn about the history of the Town.

Land adjoining the restored schoolhouse was transferred to Town ownership as a condition of a subdivision development that has been constructed as Powers' Wood Park and enhances the school site while providing pathways, special plantings, and a small stone amphitheater. It is important to note that the restored public schoolhouse on North Street is not the only historic place of education in Brookeville; there are three other existing structures in Brookeville that have been used for formal education: Mrs. Porter's School for Girls, the Brookeville Academy and Orndorff Hall.

Path Walks and Coordination with the Reddy Branch Stream Valley Park

The updated plan continues to recommend enhancements to the circulation system to encourage public access to planned public open spaces, the most significant of which is the M-NCPPC property that is part of the Reddy Branch Stream Valley Park (see page 21). To make this public access more meaningful, the Town should continue to work with the M-NCPPC to develop appropriate, passive recreational features for the park. Possible linking of natural pathways such as historic mill races and other hiker-friendly and natural walkways along the Reddy Branch corridor should be explored. The restored Oakley Cabin and its adjoining area on Brookeville Road suggest one connection that might be identified as part of an area-wide historic resource/nature/pedestrian overlay.

Thomas and Newlin Mills and Mill Races Sites

The two historic mill sites on opposite ends of Town, Newlin Mill on the west and Thomas Mill on the east should be preserved and their architectural remains and artifacts protected. The Thomas Mill foundations on the east end of Town and its mill race should be considered for integration with the Reddy Branch Stream Valley Park setting which could be developed as a passive park site around the Mill. There are several visible components of the Newlin Mill extant and the site should be protected in context when the Bypass project is constructed.

XI. Water Resource Element

The water resource element requires municipalities to analyze current water supplies, wastewater treatment capacity and point and non-point source pollutants. When examining the potential for future growth, the municipality must take into account any shortcomings of water resources and pollutant levels that may result.

The Town's water and sewer facilities are provided by the Washington Suburban Sanitation Commission. All development must adhere to the conditions and requirements of the WSSC. With the Town's limited capacity for expansion and no desire to annex any additional land for development for the duration of this plan, WSSC finds the available water and sewer capacity to be adequate. In addition, the County has been provided with the existing and proposed land uses for the Town and expected nutrient load levels have been incorporated into Montgomery County's nutrient loading level calculations.

Since the Town drains towards the Patuxent River and the Rocky Gorge Reservoir, the Town acknowledges that all new subdivisions must be planned and designed to protect this valuable source of drinking water and will work with the applicant and the County in order to protect this vital resource.

Stormwater Management Element

The Town of Brookeville is physically located within Montgomery County. However, the Town has adopted its own zoning ordinance and subdivision regulations, independent of Montgomery County. The Montgomery County Department of Permitting Services (MCDPS) reviews , approves , bonds, and permits all Sediment Control Plans and Stormwater Management Plans for all new subdivision plans within the Town. The MCDPS also provides County inspection services during and after site construction.

The applicant’s design engineer is required to provide construction observation services and to submit “As-Built” Plans and computations for review and approval to the County, prior to the MCDPS releasing the applicant’s performance bond.

The Stormwater Management review and approval process considers minimizing impervious surfaces, in addition to pre-treatment, best management practices, water quality, and water quantity features. The Town’s Planning Commission and its consultant also review the applicant’s Sediment Control Plans and Stormwater Management Plans and may make recommendations to the applicant and to the MCDPS.

Stormwater from the Town of Brookeville drains to the Reddy Branch sub-watershed of the Hawlings River, which in turn flows to its confluence with the Upper Patuxent River, not far upstream from the Rocky Gorge (Howard T. Duckett) Reservoir. Although water quality in the Upper Patuxent and in its tributaries is generally good, the Rocky Gorge Reservoir is listed as impaired for phosphorus and has met its phosphorus Total Maximum Daily Loads (TMDL). In addition, the Rocky Gorge portion of the Upper Patuxent River downstream of the Triadelphia Reservoir, which drains directly to the Rocky Gorge Reservoir, is listed as impaired for stream biology, with a TMDL required.

The suitability of receiving waters is dependent on a number of factors including scale considerations and proximity to the impaired water body. The question of suitability of receiving waters to accommodate stormwater discharge must consider the contribution of that discharge to the overall impairment. Relative to the overall watershed upstream of the existing and required TMDLs mentioned above, the Town of Brookeville represents a very small fraction of the overall stormwater discharge to the Patuxent River and the Rocky Gorge Reservoir.

Moreover, the potential future changes in terms of Brookville’s land cover are also minor. The Town does not have any plans for annexation through 2030. As to future growth, the Town has the potential to grow from a current size of 51 homes to a maximum of 58 homes. Therefore, it is evident that future stormwater discharges from Brookville will not increase significantly by 2030.

Because of TMDL modeling uncertainties and the need for adaptive management strategies to attain water quality goals, the issue of suitability of receiving waters to receive stormwater discharges cannot be adequately evaluated in advance of the TMDL implementation process itself. As a result, any potential need to evaluate the existing or future ability of receiving waters to assimilate stormwater discharges from the Town would probably need to be assessed in coordination with the County within the larger context of TMDL watershed implementation plans.

The existing and proposed land use information, through the year 2030, has been provided to the technical staff at the Maryland National Capital Park and Planning Commission (MNCP&PC). The MNCP&PC has incorporated the existing and proposed land use information for the Town of Brookeville, through the year 2030, into their nutrient load analysis for Montgomery County. Mr. Mark Symborski is the technical staff person at the MNCP&PC.

Water and Sewer Element

The Town of Brookeville is located within the Washington Suburban Sanitary Commission (WSSC) District and receives water and sewer services from this entity. Several years ago, the WSSC extended public water and sewer mains to within the Town limits. At that time many of the existing residences and non-residential uses were connected to the WSSC systems. All of the new, recently approved subdivisions have also connected into the WSSC systems. The Town will require that all future subdivisions will be connected to the WSSC water and sewer mains. Presently there are several existing residences that remain on private well and septic systems. The Town is not aware of any problems relating to the efficiency of the existing well and septic systems.

The WSSC technical staff reviews, approves, bonds, and permits all public and private water and sewer extensions, including individual water and sewer house connections and interior plumbing construction. The WSSC provides construction inspection services, and in certain situations, the applicant's design engineer may also provide construction observation services. The applicant's design engineer is required to submit "As-Built" plans and computations for all public and private systems.

The Town of Brookeville is located in two WSSC water pressure zones. The eastern portion of the Town receives its water from the Patuxent River Filtration Plant at the Duckett Reservoir (formerly the Rock Gorge Reservoir). The western portion receives its water from the Potomac River Filtration Plant.

The wastewater from the Town flows by gravity to the Reddy Branch Wastewater Pump Station, which is located within the Town limits. The sewage is then pumped up to the main Rock Creek sewage system, where it flows by gravity to the Blue Plains Sewage Treatment Plant, located in Washington D.C. The Blue Plains Sewage Treatment Plant has a discharge point at the Potomac River. The Blue Plains Treatment Plant discharge point is located in the southern most point of the District of Columbia along the Potomac River.

The following table shows the estimated average existing and anticipated water and wastewater flows:

Estimated Average Existing Water Flows

Residential Flows:	51 homes x 228 gpd/sfdu	=	11628 gpd
Non-Residential Uses:			
Church	110 seats x 4 gpd/seat	=	440 gpd
Social Hall	170 seats x 2 gpd/seat	=	340 gpd
Town's Academy	130 seats x 2 gpd/seat	=	260 gpd
Accounting Office	5 employ x 56 gpd/employ	=	280 gpd
Plumbing Shop	2 employ x 56 gpd/employ	=	112 gpd

TOTAL = 13060 gpd

Estimated Average Anticipated Water Flows Through 2030

Residential Flows 59 homes x 228 gpd/sfdu = 13452 gpd

Non-Residential Uses

 Church 110 seats x 4 gpd/seat = 440 gpd

 Social Hall 170 seats x 2 gpd/seat = 340 gpd

 Town's Academy 130 seats x 2 gpd/seat = 260 gpd

 Accounting Office 5 employ x 56 gpd/employ = 280 gpd

 Plumbing Shop 2 employ x 56 gpd/employ = 112 gpd

TOTAL = 14884 gpd

Estimated Average Existing Wastewater Flows

Residential Flows 51 homes x 255 gpd/sfdu = 13005 gpd

Non-Residential Uses

 Church 110 seats x 5.76 gpd/seat = 634 gpd

 Social Hall 170 seats x 2.88 gpd/seat = 490 gpd

 Town's Academy 130 seats x 2.88 gpd/seat = 374 gpd

 Accounting Office 5 employ x 40 gpd/employ = 200 gpd

 Plumbing Shop 2 employ x 40 gpd/employ = 80 gpd

TOTAL = 14783 gpd

Estimated Average Anticipated Wastewater Flows Through 2030

Residential Flows 59 homes x 255 gpd/sfdu = 15045 gpd

Non-Residential Uses

 Church 110 seats x 5.76 gpd/seat = 634 gpd

 Social Hall 170 seats x 2.88 gpd/seat = 490 gpd

 Town's Academy 130 seats x 2.88 gpd/seat = 374 gpd

 Accounting Office 5 employ x 40 gpd/employ = 200 gpd

 Plumbing Shop 2 employ x 40 gpd/employ = 80 gpd

TOTAL = 16823 gpd

Note: The wastewater flows for the different uses shown above were obtained from WSSC and do include an allowance for infiltration and inflow.

The WSSC and the Montgomery County Department of Environmental Protection (MCDEP) have incorporated the estimated average water and wastewater flows, through the year 2030, into their future water flow and wastewater treatment projections. Mr. Roland Steiner is the technical staff person at the WSSC. His telephone number is (301) 206-7008. Mr. David Lake is the staff person at MCDEP. His telephone number is (240) 777-7733.

XII. Municipal Growth Element

Brookeville has for all intents and purposes been built out. There is some land comprising less than four acres that is available for development and several lot-sized parcels that might be suitable for subdivision and residential construction, however no construction is underway at the time of writing and no land remains for any large-scale development. The Town is buffered on the east and north by the Reddy Branch Stream Valley Park of the M-NCPPC, limiting the area in which the Town could theoretically expand. The Town's western boundary consists of similar parkland as well as land owned by Montgomery County and set aside for Bypass construction. A formal agreement between the County and the State precludes any other development in this area. While annexation could take place to the southeast along Route 97, no such action is contemplated nor has been sought. Annexation is also possible to the east on the south side of Brighton Dam Road, but such action was turned down by the Town when initiated in 1999-2000 and no further action in this regard is considered likely or desirable. The Town anticipates maintaining its current boundaries for the duration of this plan.

Comprehensive plans are required to include a municipal growth element by House Bill 1141 of 2006. The plan is required to project the extent of growth within the community. The Town has the ability to expand to a total of 58 homes, from the 51 homes and lots approved for construction currently existing, with zero commercial expansion allowed under current zoning. This small amount of available growth capacity means there will be minimal effect on existing community facilities should the growth actually occur. [Exhibit 4]

Three tracts are of sufficient size to be subdivided. First is the Montgomery Tract located at 211 Market Street. This tract is located on the North side of Route 97 and Brookeville Road. The property contains 2.3 acres, with the Montgomery's living in the existing house on the lot. The property has the potential to be subdivided creating one additional lot.

Second is the Murphy Tract located at 9 High Street. This tract is located on the east side of Route 97 and consists of three parcels totaling over 142,000 square feet. The Murphy's live in the existing house on the lot and the property could be subdivided into a total of three lots.

Finally, the Sheahin Tract is located on the East of Route 97 just south of the Murphy Tract and just North of the Brookeville Inn. The property contains 4.3 acres and is currently undeveloped, consisting mostly of open field. The property has the potential to be divided into a total of four lots.

In 2005, the Brookeville Planning Commission approved the three-lot subdivision, Powers' Woods, located at the end of North Street. The plan consisted of one existing house and two new lots. As of this writing, one new dwelling has been built while construction on the second lot, the only subdivided lot currently approved for development within the Town, has not begun.

Exhibit 4 shows an aerial view of the Town, with existing built lots demarcated in red and lots that could potentially be created by subdivision marked by a yellow dot.

XIII. Implementing Brookeville's Plan

There are a number of ways in which the Town can achieve the goals it has identified for its future. The purpose of this section is to describe the policies and programs needed to implement these goals as stated in the Town's Comprehensive Plan.

Land Use and Zoning

There shall be a minimal number of land use categories within the Town as a means of preserving its primary residential character, retaining and protecting its inventory of historically and architecturally significant buildings, protecting and sustaining its environmentally sensitive areas and reducing the potential for increased congestion on roads.

To achieve the desired land uses, the Town shall utilize the Historic Village Residential (HVR) zoning district and a Historic Village Commercial (HVC) zoning district. These zoning districts restrict permitted land uses to those uses deemed compatible with the existing character and development pattern of the Town. Primary permitted uses in the HVR zone shall be single-family detached residential, civic/institutional and public/private open space. Permitted uses in the HVC zone shall be limited to single-family detached residential and low intensity commercial and professional office uses. HVR and HVC zones will provide for a number of ancillary uses that will allow some flexibility within the Town's zoning.

Subdivision Regulations

To ensure protection of the natural and built environment and the sensitive areas element of the Plan, the following shall be included in subdivision regulations adopted to implement the land use policies and objectives set forth in the Plan:

- Conservation easement requirements for the protection of environmentally sensitive areas.
- Steep slope restrictions and best management practices for erosion, storm water management and flood control.
- Tree survey, preservation and reforestation requirements.
- Grading plan and soil survey submittal prior to ground disturbance.
- Archaeological survey requirements prior to ground disturbance.
- Concurrent submittal of building coverage and location as well as architectural elevations for HAWP review under standard method development.

Site Plan Review

All subdivision applications require the submittal of a site plan under Brookeville's site plan regulations and any modifications or additions the Town may choose to make to provide the maximum information for the Town to assess the implications of the application.

Additional site plan review design considerations are identified in the section of this Plan which discusses conservation of the cultural landscape. In terms of administration, site plan review will need to be carefully coordinated with the Historic Area Work Permit (HAWP) Process required under the Town's Historic Preservation Ordinance.

Historic Area Work Permit

The regulatory review process by the County's Historic Preservation Commission represents a significant regulatory tool for protecting existing historical structures and settings from inappropriate change and ensuring compatible new development. The HAWP process provides an opportunity for design review of proposed architectural changes to individual historic structures as well as requiring the review of architectural elevations, building site/footprints and landscaping for new construction. Additionally, HAWPs can protect significant vistas or natural or historical features or a district or individual structure's environmental setting. Guidelines for administering HAWPs for new construction are presented in the Conservation Goals and Objectives section of the Plan.

Easements Program

Another tool for implementing the cultural and environmental goals of the Plan is the development of a conservation easement program. By utilizing an existing conservancy group or by establishing its own program, the Town can encourage the private donation of easements or require them through regulation of subdivision. Easements provide another means of monitoring and mediating change for anything from architectural facades to scenic landscapes and for retaining areas of environmental sensitivity identified on the land use Plan for public or private open space.

Capital Improvements Program

Development of a Capital Improvements Program (CIP) would provide an additional planning tool for the Town to use in implementing its long-range facility and projects goals. As an adjunct to the Town's Comprehensive Plan, the CIP would establish a priority for the Town's wish list of public improvements and help develop strategies for funding them.

Generally done on a 6-year time frame in larger jurisdictions, the CIP is reviewed and updated on an annual basis, which allows for a public hearing and comment process. It also allows a jurisdiction to judge its progress toward a specific goal or to shift its priority as needed.

As important as establishing its own appropriately scaled CIP, Brookeville will monitor and participate in Montgomery County's CIP process as the County provides many of the Town's necessary services and facilities as well as to facilitate one of the Town's main goals – the construction of the Georgia Avenue – Brookeville Bypass.

Inter-Jurisdictional Mandatory Referral and Coordination

Under the Regional District Act, mandatory referral or intergovernmental and interagency review of planning documents and capital improvement projects is required. This reciprocal review and comment requirement provides opportunity for the Town to receive invaluable input from relevant agencies on its planning proposals as well as comment on proposals or actions of other governments that will affect the Town.

The Plan anticipates State and County referral and coordination efforts will be required or found desirable in the following areas:

- Georgia Avenue - Brookeville Bypass issues
- Study and recommendations for managing related east-west through- traffic, particularly on Brighton Dam Road – Market Street – Brookeville Road
- Language for buffering the Town and conserving the rural and scenic values of the land and the roads to the Town’s north, east and west.
- State and County Department of Transportation (DOT) Coordination.
- Determination of the ultimate status of and maintenance responsibility for Georgia Avenue in Town once the Bypass is constructed.
- Continued partnering with the State and County on any appropriate interim improvements to relieve the negative impacts of traffic until the Bypass is constructed.
- Exploration with the M-NCPPC for ways in which mutually agreeable, passive development and stream restoration of the Reddy Branch Stream Valley Park can occur.
- Exploration of the possibility of a minimal, natural material path to parallel the route of the mill race for the Thomas Mill on the northeastern edge of Town west to the Newlin Mill race at least as far as the restored Oakley Cabin.
- Provide M-NCPPC with the archaeological pre-survey and assessment of the Town and encourage future survey efforts of potential archaeological resource areas identified within M-NCPPC’s park taking lines.

Local Project Review

In accord with Section 5-7A-02 of the Finance and Procurement Article, Annotated Code of Maryland, Brookeville assures that for any construction project within its boundaries using State funds, grants, loans, loan guarantees, or insurance, it will not approve a building permit unless it has been found to be consistent with the Comprehensive Plan. All such projects will undergo review and evaluation for consistency with the Comprehensive Plan by the Brookeville Planning Commission and the Brookeville Town Commissioners. A report will be written documenting the findings and determinations and the project applicant notified. In extraordinary circumstances where project approval is warranted despite inconsistencies with the Plan, documentation and appropriate reporting procedures shall be followed and the Project Review Checklist prepared accordingly.

Annexation

Another area of intergovernmental referral and coordination is the potential for annexation. Requests for annexation were discussed during the Town’s review of issues that might affect its future. The plan does not anticipate the annexation of any land for the lifetime of this plan. Any property that may be annexed to the Town shall be classified in a separate lower density zoning district consistent with the County’s existing Master Plan proposals, zoning densities, and developmental standards.

Ongoing Survey and Documentation

An important means of protecting the Town's historic character is to be prepared with accurate information concerning the Town's historical/architectural resources and its historical and pre-historical archaeological resources. The Town shall continue its efforts to compile and catalog information on its history and prehistory, including carrying on its collaboration with the Montgomery County Historical Society, the Sandy Spring Museum, and the Montgomery County Heritage Tourism Alliance., to help further those efforts and as a matter of policy, the Town should continue to explore the following:

- Seeking research grants for the study of local history.
- Utilizing local and regional universities and organizations to host field schools in archaeology and architectural history.
- Coordinating with State and County agencies when planned projects in the area require environmental and historical/archaeological impact statements.

XIV. Exhibits

Exhibit 1: The Town of Brookeville's Zoning Map



Exhibit 2: Land Use & Environmental Areas

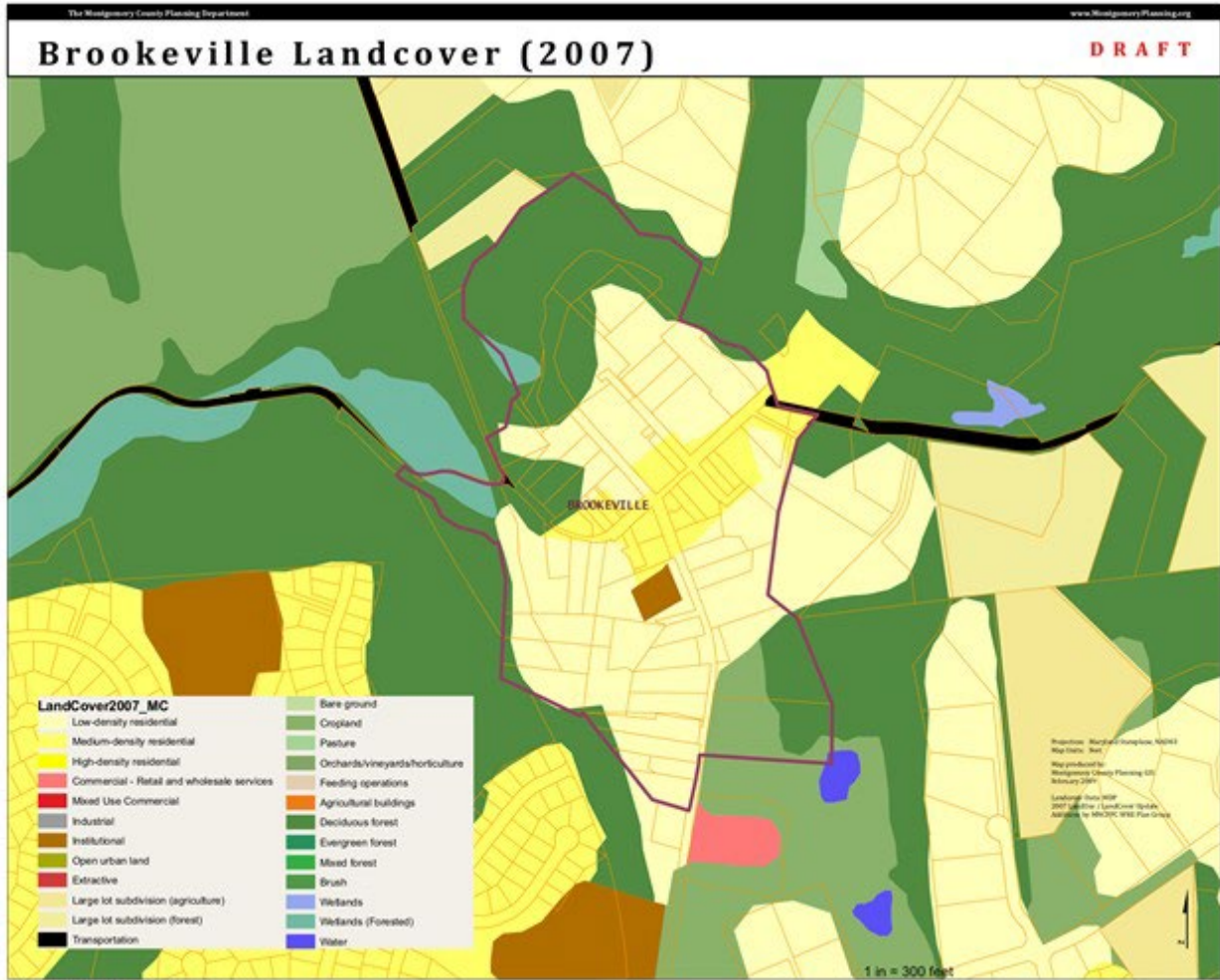


Exhibit 3: Brookeville Bypass Map

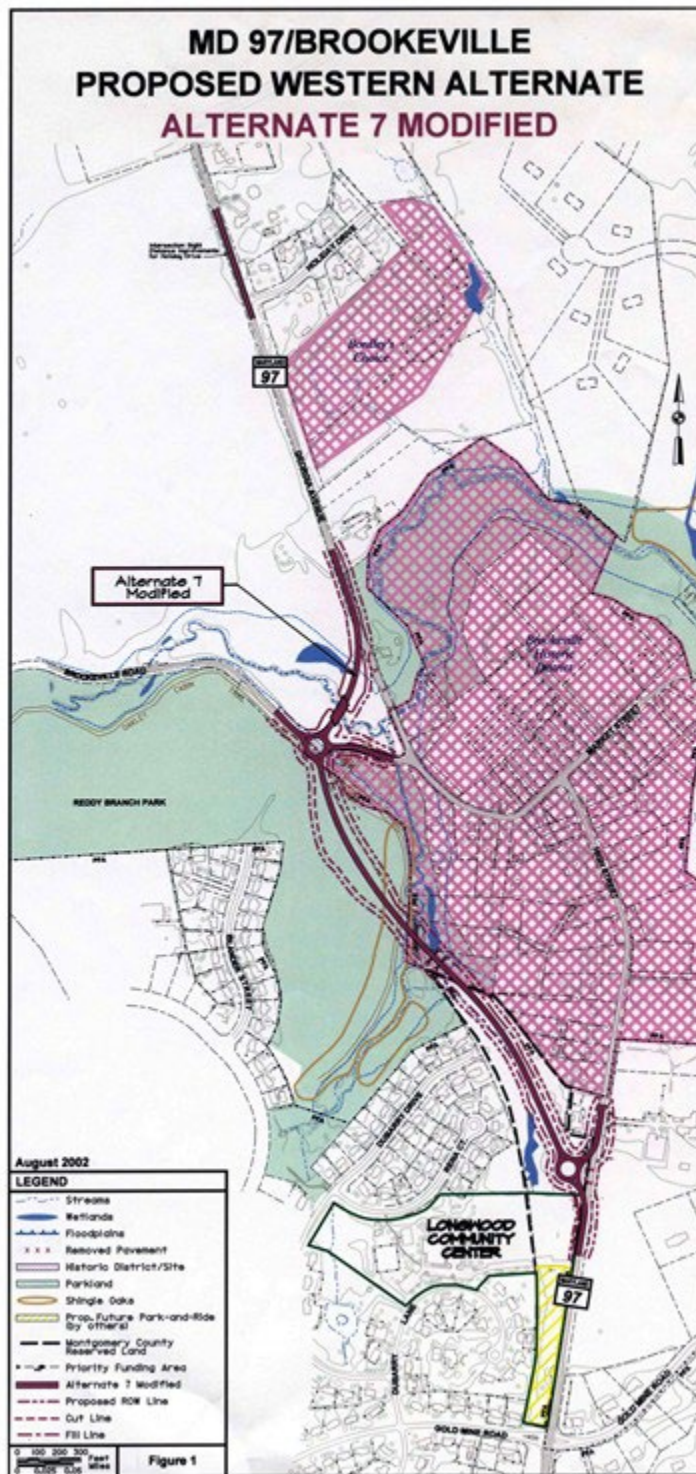


Exhibit 4: Town Residence Count

Current buildings demarcated by red strike, subdividable lots shown in yellow



Exhibit 5: Memo Concerning Impact of ICC

Dear Mr. Lohmeyer:

Thank you for your email and memo on behalf of the Town of Brookeville. The State Highway Administration (SHA) appreciates the Town's interest in the Intercounty Connector (ICC) project.

Since the Town of Brookeville is outside the limits for the ICC's study, the nearest intersection included in the study is the MD 97/MD 108 intersection, approximately two miles south of Brookeville. The study indicates that the Average Weekday Daily Traffic (AWDT) volumes along southbound MD 97, approaching MD 108, are anticipated to increase by about 15.2 percent between the years 2000 and 2030, without the ICC. With the ICC, AWDT volumes along southbound MD 97, approaching MD 108, are anticipated to increase by about 12.6 percent between the years 2000 and 2030. The ICC is expected to draw about 500 vehicles per weekday away from this portion of southbound MD 97, coming from Brookeville. Using a back of the envelope assumption, that could subtract about 50 vehicles from southbound MD 97 during the AM peak hour. For more information on the traffic study, the ICC's Travel Analysis Technical Report is available to be viewed and downloaded at www.iccproject.com/feis-download.php.

In summary, we do not anticipate traffic volumes substantially changing in Brookeville when any portion of the ICC opens. Brookeville is far enough away, about four miles, to not experience impacts from the ICC.

Sincerely,

Melinda B. Peters
Director

Signature: 
Mark A. Davis (Jan 12, 2023 13:54 EST)

Email: madexc@gmail.com