# Damascus Master Plan

AMENDMENT TO THE APPROVED AND ADOPTED DAMASCUS MASTER PLAN, 1982 AS AMENDED

FINAL DRAFT PLAN

~

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JUNE 1992

#### ABSTRACT

- TITLE: Final Draft Amendment to the Approved and Adopted Damascus Master Plan, 1982, As Amended
- AUTHOR: The Maryland-National Capital Park and Planning Commission
- SUBJECT: Final Draft Amendment to the Approved and Adopted Damascus Master Plan, 1982, As Amended.
- DATE: June 1992
- PLANNING AGENCY: The Maryland-National Capital Park and Planning Commission
- SOURCE OF COPIES: The Maryland-National Capital Park and Planning Commission 8787 Georgia Avenue Silver Spring, Maryland 20910-3760

NUMBER OF PAGES: 34

ABSTRACT: This document contains maps and supporting text of a limited Amendment to the 1982 Damascus Master Plan. This Amendment recommends that no bypass of Route 27 be built. It also recommends that Route 27 remain a twolane road for the life of this amendment. THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION 8787 Georgia Avenue • Silver Spring, Maryland 20910-3760

(301) 495-4605

Montgomery County Planning Board Office of the Chairman

June 25, 1992

The Honorable Néal Potter Montgomery County Executive 101 Monroe Street Rockville Maryland 20850 Dear Mr. Potter:

The Montgomery County Planning Board is pleased to transmit the Final Draft Amendment to the Damascus Master Plan.

This limited Amendment is primarily concerned with the issue of whether or not there should be a bypass of MD Route 27 in the Damascus Planning Area and what the alignment and right-of-way for a bypass should be. The Planning Board, after holding three public briefings in Damascus and after considering public hearing testimony and discussing the issue at worksessions, recommends that a bypass of MD Route 27 is not in the public interest and should not be added to the Damascus Master Plan. The Planning Board also recommends that the right-of-way for MD Route 27 should be limited to 80 feet and that the road should remain a two-lane road for the life of the Master Plan, which was adopted in 1982.

The Amendment also contains recommendations for three properties and two roads in the planning area. The Planning Board recommends sewer service for the Heritage Builders Property, additional I-1 zoning for the Cramer Property, and against designating the King Farm as a TDR receiving area. The Planning Board also recommends three possible alignments for the intersection of A-12 and MD Route 27 and the reinstatement of Damascus Boulevard in the Damascus business area.

The Planning Board and its staff look forward to working with the Executive and the Council as this Amendment proceeds.

Sincerely,

SurBaundy

Gus Bauman Chairman

GB:PW:gw

## FINAL DRAFT

## AMENDMENT TO THE APPROVED AND ADOPTED DAMASCUS MASTER PLAN, 1982 AS AMENDED

An Amendment to the Approved and Adopted Damascus Master Plan, 1982, as amended; the General Plan for the Physical Development of The Maryland-Washington Regional District within Montgomery County, as amended; and the Master Plan of Highways within Montgomery County, as amended.

## Prepared By:

THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION Montgomery County Planning Department 8787 Georgia Avenue Silver Spring, MD 20910-3760

JUNE 1992

Revised by:

THE MONTGOMERY COUNTY EXECUTIVE

(DATE)

#### Approved by:

THE MONTGOMERY COUNTY COUNCIL

(DATE)

Adopted by:

THE MARYLAND NATIONAL CAPITAL PARK AND PLANNING COMMISSION

(DATE)

#### THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

The Maryland-National Capital Park and Planning Commission is a bi-county agency created by the General Assembly of Maryland in 1927. The Commission's geographic authority extends to the great majority of Montgomery and Prince George's Counties; the Maryland-Washington Regional District (M-NCPPC planning jurisdiction) comprises 1,001 square miles, while the Metropolitan District (parks) comprises 919 square miles, in the two Counties.

The Commission has three major functions:

- (1) The preparation, adoption, and, from time to time, amendment or extension of the General Plan for the physical development of the Maryland-Washington Regional District;
- (2) The acquisition, development, operation, and maintenance of a public park system; and
- (3) In Prince George's County only, the operation of the entire County public recreation program.

The Commission operates in each county through a Planning Board appointed by and responsible to the county government. All local plans, recommendations on zoning amendments, administration of subdivision regulations, and general administration of parks are responsibilities of the Planning Boards.

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#### NOTICE TO READERS

An area master plan, after approval by the County Council and adoption by The Maryland-National Capital Park and Planning Commission, constitutes an amendment to the General Plan for Montgomery County. As such, it provides a set of comprehensive recommendations and guidelines for the use of publicly and privately owned land within its planning area. Each area plan reflects a vision of future development that responds to the unique character of the local community within the context of a countywide perspective.

Area master plans are intended to provide a benchmark point of reference with regard to public policy. Together with relevant countywide functional master plans, they should be referred to by public officials and private individuals when decisions are made that affect the use of land within the plan's boundaries. It should be noted that master plan recommendations and guidelines are not intended to be specifically binding on subsequent actions, except in certain instances where an ordinance or regulation requires a specifically defined linkage to be established. The precise timing and character of public facility projects is determined annually through the Capital Improvements Program and the Operating Budget.

Master plans generally look ahead to a time horizon of about 20 years from the date of adoption, although it is intended that they be updated and revised about every ten years. It is recognized that the original circumstances at the time of plan adoption will change over time, and that the specifics of a master plan may become less relevant as time goes on. Any sketches or site plans in an adopted plan are for illustrative purposes only, and are intended to convey a general sense of desirable future character rather than any specific commitment to a particular detailed design.

#### THE MASTER PLAN AMENDMENT PROCESS

<u>Staff Draft</u> -- This document is prepared by the Montgomery County Planning Department for presentation to the Montgomery County Planning Board. It is a working paper that identifies the major issues being addressed by the proposed amendment. Alternative courses of action and specific recommendations are presented. The public is given the opportunity to comment on the Staff Draft, often at worksessions. A Preliminary Draft Amendment is then prepared for approval by the Planning Board. The Preliminary Draft incorporates those changes to the Staff Draft which the Planning Board considers appropriate.

<u>Preliminary Draft Amendment</u> -- This document is a formal proposal to amend an adopted master plan. It is prepared by the Montgomery County Planning Board of The Maryland-National Capital Park and Planning Commission. Before proceeding to publish a final draft amendment, the Planning Board must hold a public hearing. After the close of the record of this public hearing, the Planning Board holds open worksessions to review the testimony, and to determine whether to make any revisions to the preliminary draft.

Final Draft Amendment -- This document contains the Planning Board's final recommendations. It is transmitted to the County Executive, who must review it and forward it to the County Council, with any revisions deemed appropriate. If the County Executive makes no revisions in the Planning Board's final draft, the Council may adopt the unchanged draft without holding a public hearing. If the Executive does make revisions, or if the Council wishes to consider any revisions, the Council must schedule a public hearing. After the close of record of this public hearing, the Council holds an open worksession to review the testimony, and then adopts a resolution approving, modifying, or disapproving the final plan amendment.

If the Council action modifies and approves the Executive's Revised Final Draft Amendment, the Approved Amendment must be sent to the County Executive for approval or disapproval. If disapproved by the County Executive, the Council may override the disapproval of the Plan by an affirmative vote of five members.

Failure of either the County Executive or the Council to act within the prescribed time limits constitutes approval of the plan amendment as submitted to the body which fails to act.

Adopted Amendment -- The amendment approved by the County Council is forwarded to The Maryland-National Capital Park and Planning Commission for adoption. Once adopted by the Commission, the amendment officially amends the various master plans cited in the Commission's adoption resolution.

#### AMENDMENT SUMMARY

This Final Draft is a limited amendment to the **1982 Damascus** Master Plan. It is principally concerned with the issue of whether or not there should be a bypass of MD 27 in Damascus and, if one were needed, where the alignment should be located.

This Amendment:

- o Recommends that no bypass for MD Route 27 be built,
- Recommends that MD Route 27 remain a two-lane road for the life of this Master Plan,

This Amendment also:

- Recommends that three alternative alignments for the intersection of A-12 and Route 27 be considered,
- Recommends that Damascus Boulevard be reinstated as a rural business street with a 40' right-of-way,
- o Recommends the Cramer Property for I-1 zoning,
- Recommends that the Heritage Builders Property be included in the Sewer Service Envelope,
- Recommends that the King Farm not be designated as a TDR receiving area, and
- Recommends that a corrective Sectional Map Amendment be done to rectify zoning map errors on the Burdette Property and others.

#### II. BACKGROUND

In the summer of 1986, the County Council asked if it were feasible for the Planning Board to study a bypass of MD 27. At issue was the use of MD 27 as a shortcut between I-70 and I-270, which was resulting in congestion in the Damascus Business Area and increased truck traffic. The Chairman of the Planning Board responded that such a study could only be done in the context of a master plan. He pointed out that there were immediate solutions to congestion in the business area already in the Master Plan: the construction of several roadway improvements, some of which were in the CIP. One of these roads, A-12 (Woodfield Road Extended or MD 124 Extended), was designed specifically to relieve congestion in the business area. The Chairman further suggested a dialogue with the State Highway Administration to discuss ways of discouraging truck traffic, such as imposing a weight limit.

In 1987, Senator Levitan, in response to community concerns regarding the "heavy volume of traffic in the Damascus community during rush hour and the possibility that Route 27 corridor would be facing gridlock in the near future", initiated a meeting with representatives of the State Highway Administration (SHA), Montgomery County Department of Housing and Community Development (DHCD), the Damascus Commercial Improvement Committee, the Upcounty Advisory Citizens Board, and Delegates from Election District 15. As a result of this meeting, the State Highway Administration agreed to do a Feasibility Study for a bypass to Route 27 in Damascus and requested permission from the County Council to proceed.

The Council directed the Planning Board to work with the State Highway Administration and a Citizens Task Force on the Feasibility Study.

The SHA Feasibility Study, completed in April 1988, concluded that overall traffic in the study area would increase by the year 2010 to a point where the existing and programmed highway network could not accommodate traffic at acceptable levels of service. The Study proposed four alternative bypass alignments which were either east or west of the Damascus Business Area. At the public presentation of the Study, the Planning Board directed its staff to study the alignments in greater detail in the context of a Master Plan Amendment.

The Council also directed the Board to include in the Amendment several unresolved issues. One was the suitability of the King Farm as a TDR receiving area. The second concerned sewer service to two properties lying outside the sewer envelope, Watkins Amalgamation Joint Venture and Heritage Builders.

The Planning Board appointed a Citizens Advisory Committee (CAC) in November 1989. A Staff Draft Amendment was completed in July 1991. At the July and August worksessions on the Staff Draft, the Board directed staff to evaluate what issues should or should not be included in the Amendment.

This limited Amendment addresses those issues which the County Council specifically asked the Planning Board to consider:

- Whether or not the King Farm is suitable for designation as a TDR receiving area, and
- Should two properties, Watkins Amalgamation Joint
  Venture and Heritage Builders, be added to the sewer service area.

The Plan also addresses the following:

- o The Cramer and Burdette Properties, which were discussed in correspondence from Chairman Bauman to Councilmember Gudis.
- Damascus Boulevard, which was discussed in correspondence from Chairman Christeller to Director of Montgomery County Department of Housing and Community Development Richard Ferrara.
- A-12 (MD 124 Extended), which was discussed in correspondence from Chairman Christeller to Director of Montgomery County Department of Transportation Robert McGarry.

The following recommendations for zoning and land use which were in the original Staff Draft are not in this Final Draft Amendment.

#### Clark King Property

o Recommended for rezoning from RE-2C to RE-2.

#### Miller Property

• Entire property recommended for rezoning from RE-2C to RE-2 with 3.5 acres suitable for the PD 28 zone.

#### The Old Library Site

• Recommended for acquisition by the Montgomery County Parks Department for an "urban park".

## All RE-2C Areas Outside the Sewer Service Area

 Recommended for rezoning to RE-2 to ensure that sewer service is not extended to properties that develop under the cluster option.

## Middle School Site

o The Scaggs-Magruder property was recommended as a suitable middle school site.

## Hiker/Biker Trails

 Recommended sidewalks and a hiker/biker trail be included in the Magruder Valley Park to connect with the business area.

## Park-and-Ride Lot

 Recommended a "Park-and-Ride" in the vicinity of MD 27 and MD 80.

## Additional Parkland

 Recommended the addition of two local parks, Woodfield Local Park and Damascus Valley Local Park, to the park take areas.

## **Conservation Easements**

• Recommended that expanded stream buffers be applied to the tributaries of the Great Seneca Creek in the vicinity of Hawkins Creamery Road.

#### Town Center Overlay

• Recommended to implement the "private elements of the Damascus Streetscape Plan."

#### III. LAND USE AND ZONING

#### A. Properties Within the Damascus Business Area

The following properties are located within the limits of the Damascus business area, as defined by the **1982 Plan**.

#### 1. The Cramer Property

The owners of Boyer and Cramer's Hardware filed a zoning application in 1989 for a site on Lewis Drive in the Damascus Business Area. The staff report recommended denial of the zoning application on the basis that a case for change or mistake was not made and that the development potential for the property, if zoned I-1, was inconsistent with the plan's recommendation for "small scale uses." The Planning Board recommended denial or deferral based on the conclusion that the rezoning request would be better considered in the context of a master plan amendment, and directed staff to study the possibility of adding a review of the entire Damascus business area, including this property, to the Amendment.

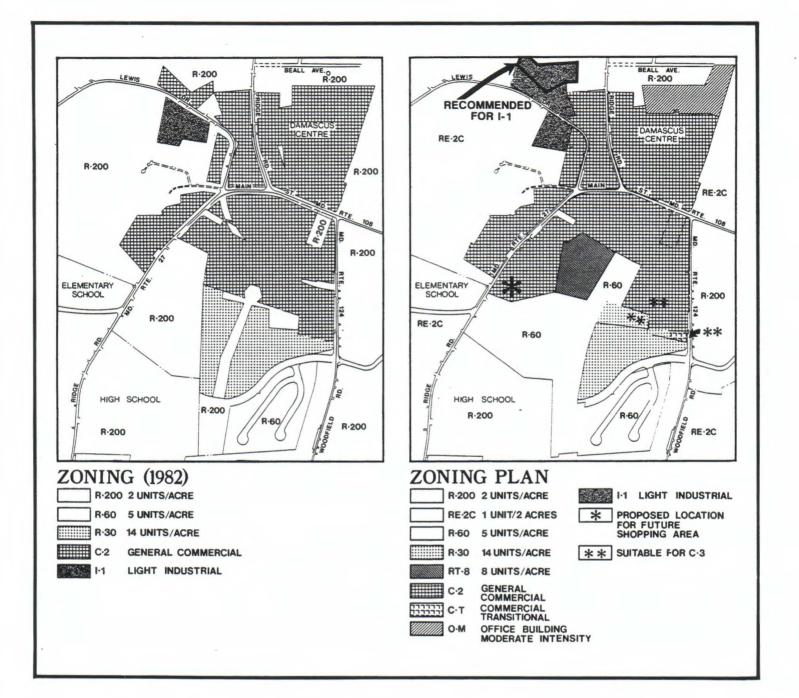
Staff presented the results of its study to the Planning Board and recommended against expanding the Amendment. The Planning Board subsequently decided <u>not</u> to study the business area as part of the Amendment and conveyed this decision in a letter to the County Council. The zoning case proceeded to the Hearing Examiner, who recommended approval. The zoning application was subsequently withdrawn.

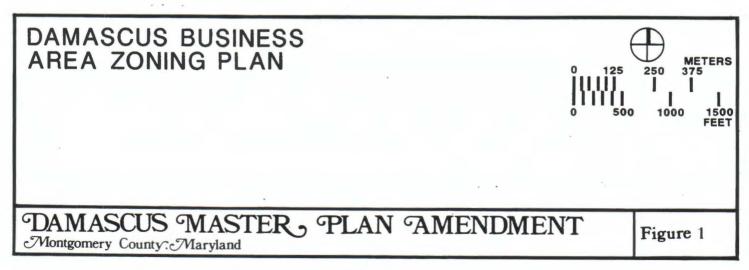
In March 1990, Councilmember Gudis wrote a letter to the Chairman of the Planning Board asking whether or not the Amendment was comprehensive in nature and if the Cramer property could be included. The Chairman, in response, noted that the property, as well as a second one, the Burdette Property, had been discussed in CAC meetings and both would be included in the Amendment. Although there is contradictory correspondence concerning the status of these properties, staff feels that both property owners have been led to believe that the Planning Board agreed to include their issues in this Amendment.

The owners of Boyer and Cramer's Hardware propose to move the existing store, now located on Main Street, to a site on Lewis Drive and expand their operation. The proposed Lewis Drive site contains three parcels, two of which have frontage on Lewis Drive and are zoned I-1. The third parcel is zoned RE-2C and is located adjacent to the rear of the two I-1 parcels. The 1982 Plan recommended the following for the Lewis Drive area:

Service type commercial and light industrial uses are proposed in the Lewis Drive Area...

...Light industrial uses (I-1) which would be permitted include (but are not limited to) minor manufacturing,





storage yards, lumber yards, warehousing and general offices. A major industrial employment center is not recommended. Buildings greater than 3 stories would require detailed site plan review by the Planning Board. (p. 65)

The two I-1 parcels were zoned C-2 by local map amendment in 1981, prior to the adoption of the **1982 Plan**. The **1982 Plan** recommended industrial zoning and the subsequent Sectional Map Amendment rezoned the two parcels I-1. The parcels contain 1.02 acres and 0.78 acres respectively and form an 1-shape measuring 600 feet wide and between 100 to 180 feet in depth. The 1-shape configuration of the two parcels does not accommodate development easily, given the standards of the I-1 zone and the adjacent RE-2C zone. The owners, therefore, are seeking rezoning of the third parcel, which contains 3.52 acres and would furnish the necessary land to accommodate the proposed development.

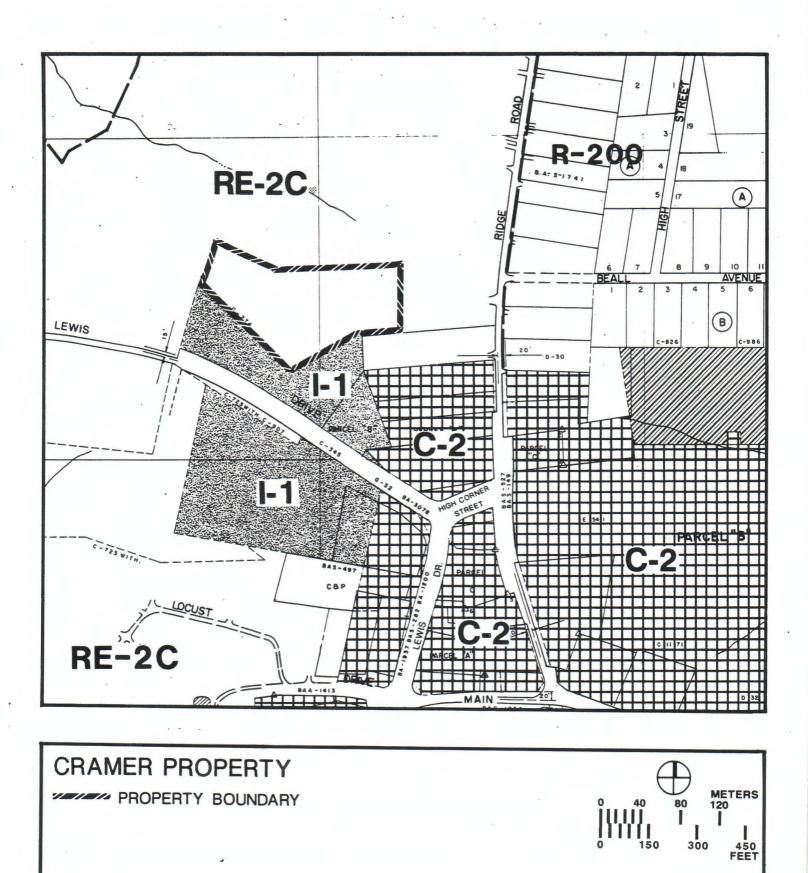
Boyer and Cramer's, established in 1936, has served the Damascus community over the last five decades. With recent growth to the north in Frederick and Carroll Counties, as well as the growth that has occurred in Gaithersburg and Germantown, the owners feel they must expand to remain competitive and to continue to serve the larger Damascus community. To this end, in 1989, the owners filed zoning case G-639 requesting rezoning for 6.2 acres from the I-1 zone and RE-2C zone to the I-1 or C-2 zones.

There is merit in the argument that the configuration of the existing parcels cannot support the uses permitted in the zone and recommended in the 1982 Plan. The 1982 Plan was predicated on maintaining the local Damascus businesses and encouraging the viability of Damascus as the commercial center for the Up-County. The owners of the property are long-standing members of the local business community and are committed to serving the needs of the greater Damascus community. Staff believes that encouraging local businesses to develop is important and in keeping with the intent of the 1982 Plan. The proposed zoning would implement the uses recommended in the 1982 Plan by allowing a more efficient use of oddly configured properties. Staff also notes that there has been great community support for this proposal during the zoning case and the Master Plan Amendment process.

The owners have reduced the amount of zoning necessary to achieve their proposal and are requesting an additional 3.5 acres, which is .7 acres less than they requested in the zoning application.

There are some concerns about the additional zoning, in particular the impact of the proposed use on the single-family development to the west. Lewis Drive is a cul-de-sac. Commercial and industrial development exist at the intersection of Lewis Drive and Ridge Road. Residential development starts approximately 1,100 feet west of the intersection and continues to the

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DAMASCUS MASTER, PLAN AMENDMENT Montgomery County: Maryland

Figure 2

end of the cul-de-sac. Increased activity resulting from new industrial development will have an effect on the ability of those who live in the residential portion to exit from Lewis Drive. The design of the circulation for any development on Lewis Drive should consolidate and simplify points of entry for delivery and customer traffic as well as locating parking and loading areas away from the adjacent residences.

There are also a number of environmental problems in the area of this site. However, they can be addressed through the development process. The **1982 Plan** was clear regarding the nature of the environmental constraints within the planning area and limited development in response to environmental conditions. The subject parcel drains to the headwaters of a tributary of Bennett Creek, a Class I stream. Additional paving in this area will have an impact on the water quality of the receiving stream. Should additional zoning be granted, it is imperative that best management practices for stormwater management, sediment and erosion control, appropriate stream and wetland buffers, minimal clearing of trees, and minimal grading be employed to mitigate potential environmental impacts.

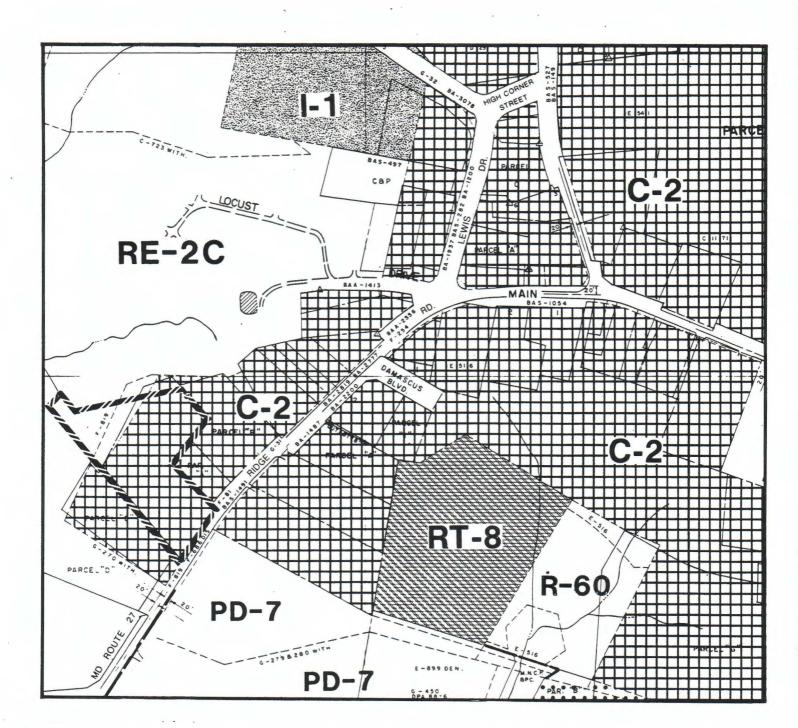
This Amendment recommends that the addition of 3.5 acres of I-1 zoning would be appropriate on the Cramer property.

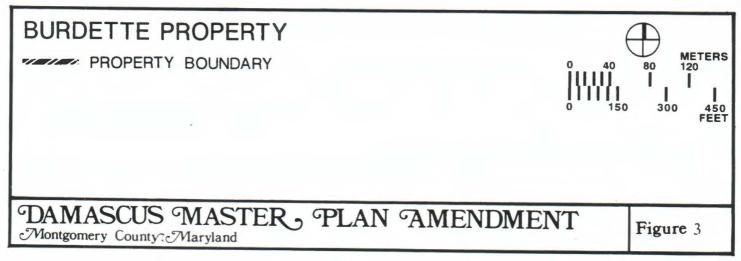
#### 2. The Burdette Property

The Burdette property contains 4.6 acres and is located on Ridge Road approximately 500 feet north of the Damascus Elementary School. A portion of the Burdette property, 2.16 acres, was rezoned C-2 in 1973 by a local map amendment. The remainder of the property is zoned RE-2C. The owner has requested that the zoning lines on the current zoning map be examined to see if there has been a shift in zoning as applied to the subject property. Staff has examined the zoning record and the two Sectional Map Amendments (1982 and 1985) and has concluded that there have been a series of mapping errors which have resulted in a shift of the zoning boundary.

This and other zoning boundary problems in Damascus will be corrected through the filing of a "corrective" Sectional Map Amendment, which will rectify discrepancies in the 1982 and 1985 SMAs.

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## B. Properties outside the Damascus Business Area

There are three properties the County Council specifically asked the Planning Board to evaluate in this Amendment. Two of these properties, the Heritage Builders and the Watkins Amalgamation Joint Venture properties, are concerned solely with extension of sewer service. The third, the King Farm, deals with density.

## Background for Sewer Policy in the 1982 Plan

In response to fiscal constraints, as well as specific land use policies regarding appropriate densities in the rural Up-County and the design of the sewerage system, the **1982 Plan** recommended sewer service within a confined area around the Magruder Valley, an area already served by community sewer service. East and west of the valley, lower density development with public water, but not public sewer, would serve as a transition between the Magruder Valley and the Agricultural Reserve.

The factors guiding the delineation of the sewer envelope in the 1982 Plan were:

- Limiting new sewer service generally to properties that could be served by gravity;
- o Achieving specific land use patterns; and
- Limited capacity of the existing Wastewater Treatment Plant.

The **Plan** recommended that development in three areas be eligible immediately for community sewer service.

- o An approximately 345-acre area that drains by gravity to an existing pump station near the intersection of Kings Valley and Kingstead Roads was recommended in the Plan for development at one unit per two acres;
- A TDR receiving area in the vicinity of Cedar Grove was recommended in the **Plan** for development at a base density of one unit per two acres and an optional density using TDRs of one unit per acre; and
- A second TDR receiving area in the vicinity of Woodfield Road was recommended in the **Plan** for development at a base density of one unit per two acres and an optional density using TDRs of one unit per acre.

When additional capacity became available, the **Plan** recommended an area east of Damascus Centre, known as the Miller property, for a PD (Planned Development) at five units per acre. In 1989, WSSC completed a proposal to add capacity to the sewage treatment plant. The new capacity was based on the **1982 Plan** land use recommendations and the number of units proposed on the Miller property and the Watkins Amalgamation property.

#### Properties Requesting Sewer Service

#### 1. Watkins Amalgamation Joint Venture Property

The County Council, in Resolution 11-1953, adopted April 17, 1990, granted a sewer and water category change (84-DAM-12-A) for the Watkins Amalgamation Joint Venture property, thereby eliminating the need for the Planning Board to consider sewer service for the property.

#### 2. The Heritage Builders Property

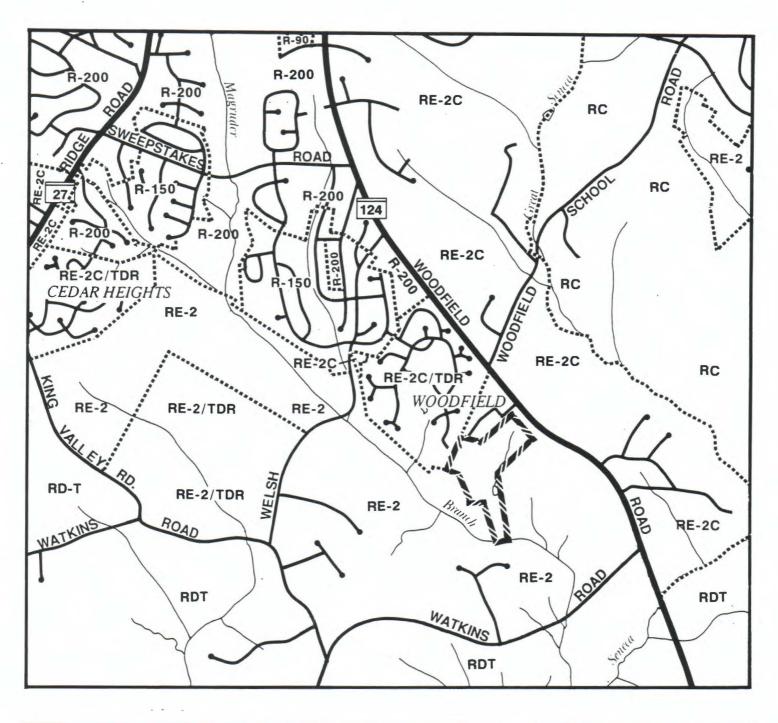
In April 1990, the Council granted conditional approval for a sewer category change for the Heritage Builders property if this Amendment contained a recommendation that the property should be included in the sewer service area.

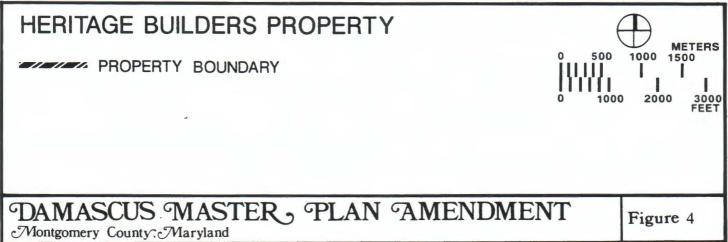
The factors that influenced the delineation of the sewer service area in 1982--the decision to limit community sewer service to those areas that flowed by gravity to the treatment plant, the capacity of the treatment plant, and the ability to achieve land use patterns that underscore Damascus' role as a satellite community--remain valid today.

The owner is proposing development of 14 lots on the property's approximately 45 acres. The owner would like to use a contour gravity sewer line through the adjacent Plantations II subdivision to sewer the 14 lots directly to the Wastewater Treatment Plant. The proposed contour sewer line could also be used to connect adjacent homes along Pleasant View Lane to the Wastewater Treatment Plant should their septic systems fail in the future.

The development of 14 homes on this property would not conflict with the **1982 Plan's** concept of a rural entry along Woodfield Road, and would have a minimal impact on the Wastewater Treatment Plant's capacity.

Because Heritage Builders can sewer by gravity using a contour gravity sewer, this Plan recommends adding the Heritage Builders Property to the Sewer Service Envelope.





Property Requesting TDR Zoning

The King Farm

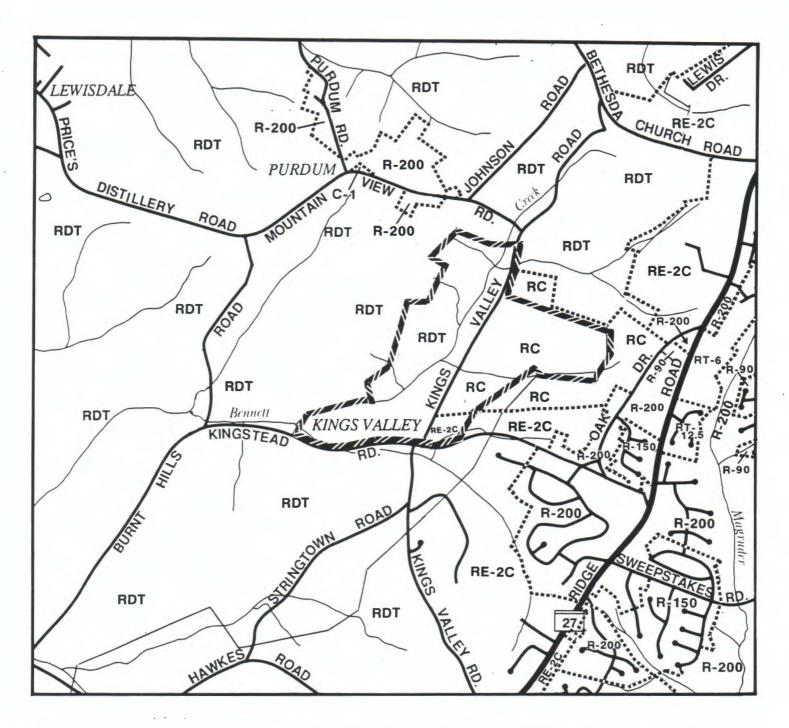
The **1982 Plan** contains the following language regarding this site:

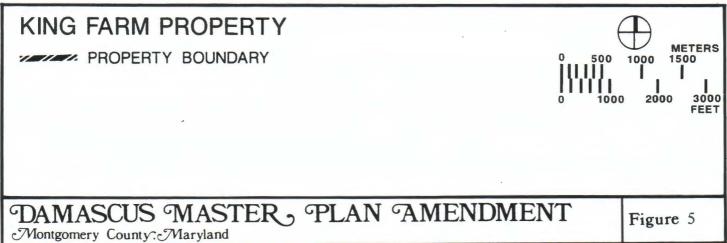
A long-standing family farm operation (the King Dairy Farm) is located south of Oak Ridge special park and spans both sides of Kings Valley Road. The dairying operation itself lies west of Kings Valley Road; this portion of the farm is recommended for Agricultural Reserve. Part of the farm does lie within the proposed boundaries of Little Bennett Stream Valley Park. This Plan recommends alternatives to fee-simple acquisition of this farmland be explored as a means of balancing park development and farmland preservation goals.

The Land Use Plan identifies approximately 115 acres in this stream valley park. A sizable portion of this acreage in the park taking line is from one property, the King Farm totaling approximately 75 acres. Every effort will be made to negotiate for a scenic easement without public cost on this portion of the stream valley park area if two objectives can be met: (1) public access for future trail system through the property, and (2) the conservation criteria usually associated with the stream valley parkland, which should also provide for protection against over grazing and over cropping.

The King Farm contains approximately 283.5 acres. The portion (about 167 acres) west of Kings Valley Road is zoned Rural Density Transfer (RDT). East of Kings Valley Road are approximately 10 acres in the RE-2C zone, and the remainder, approximately 107 acres, is zoned Rural Cluster (RC). The RE-2C and RC portions are within the area designated as a transition between suburban Damascus (area between Ridge Road and MD 124) and the Agricultural Reserve. The proposed park area follows the Little Bennett Creek, which flows through the property. The 1982 Plan includes the RE-2C area within the water service area; the RC and RDT portions are <u>not recommended</u> for either sewer or water service.

During the worksessions on the **1982 Plan**, the King Family requested that the RE-2C and RC portions be designated as a TDR receiving area to permit an internal transfer of TDRs generated on the RDT portion. The County Council decided not to designate any portion of the property as a TDR receiving area in the **1982 Plan**. After the worksessions on the **1982 Plan**, the County Council stated in a letter to the property owners that the property may be suitable as a TDR receiving area and that the issue could be included in the Planning Board's work program at a later date.





The previous Staff Draft recommended that the RE-2C and RC portions of the property were suitable for RE-2/TDR at a density of four units per acre with a maximum of 146 units. This maximum, which was well below the TDR designation, was established to employ the development standards of the TDR-4 designation and respond to environmental constraints and compatibility issues with adjacent properties. To achieve the objective of environmentally sensitive and compatible design, the previous Staff Draft recommended a series of development criteria for the property to be used during site plan review. It also recommended that sewer service be extended to the property since it was possible to sewer the property via a contour system to the existing Spring Garden pumping station.

The 1982 Plan had clear objectives for delineating the zoning pattern in the planning area. The suburbanized area within the Magruder Valley and between the two ridge lines and the business area were served by water and sewer and were to support the highest density and most intensive uses. A ring of less dense residential development in the RE-2C, RE-2 and RC zones was to surround the developed area and act as a transition between the higher density and the Agricultural Reserve. The King Farm crosses the boundary between the Agricultural Reserve and low density transition area.

To use TDRs on the property, the underlying zoning would have to be increased to the least dense TDR zone, RE-2/TDR. Under current zoning, the eastern portion of the King Farm could yield 27 lots. If the lowest TDR designation is used, the property would be RE-2/TDR-1 and could yield 117 lots, quadrupling the current base density. Such an increase in base density would not be compatible with adjacent and nearby properties. Most of the surrounding residential properties are zoned at a density of one lot per two acres or less.

The land use recommendations in the **1982 Plan** were to be implemented through the use of water and sewer service. Both water and sewer service were designated for the higher density areas. Water service <u>only</u> was to be provided to properties within the RE-2C zones, <u>no water or sewer service</u> was intended for the RE-2, RC, or RDT zones.

The County's policy on farmland preservation through the use of TDRs and the RDT zone has been clearly established over the last decades. The **1982 Plan** implemented the County's policy by rezoning active farmland to the RDT zone and creating three TDR receiving areas. The evaluation of additional TDR areas should be done comprehensively to weigh the benefits of additional density with the impact on existing land use patterns and the implications of extending public services. These issues are of particular importance because the Damascus planning area contains both sending and receiving areas. If densities are increased at the edges between sending and receiving areas, there may be added development pressures on working farms. Where densities are increased outside the sewer envelope, there will be pressures to expand the sewer envelope. Because Damascus has an independent sewer system which cannot be expanded readily, expansion of the sewer envelope should be reviewed comprehensively. Staff has been asked, however, to review only <u>one site</u> as a potential TDR receiving area rather than evaluating <u>possible TDR sites</u> within the entire planning area.

This Amendment does not recommend the King Farm as a TDR receiving area for the following reasons:

- Designation of the King Farm as a TDR area would 0 require extending water and sewer to the property to facilitate the use of TDRs. The property has difficulty perking and achievable densities under septic systems would be considerably below the TDR yield. By rezoning to TDR densities, there will be expectations that the densities should be achieved. There will be pressure to provide sewer because the site can be sewered. The issue is not sewering, but whether sewer is appropriate for this property. Extension of sewer to this site would be outside the recommended sewer envelope and would not be in conformance with the land use concepts and densities envisioned in the 1982 Plan.
- Rezoning to TDR-1 density would involve skipping over the intervening 62.76 acres of the E.B. Lee Property, also zoned RE-2C and RC and located between the King Farm and Spring Garden Estates. Spring Garden Estates is a residential subdivision developed at RE-2C and R-200 densities. A rezoning of the King Farm for higher densities could have two results: 1) added pressure to upzone the Lee Property, or 2) sprawl development leapfrogging large tracts of undeveloped land adjacent to developed land.
- Increased residential densities should be placed adjacent to the Damascus Business Area where the business community could benefit from increased patronage and future residents could benefit from the proximity to public facilities.
- Designation as a TDR-1 would result in quadrupling the density compared to the current zone. One-acre densities east of Kingstead Road would be higher than the adjacent existing residential development, which has developed at RE-2C densities.

#### TRANSPORTATION

#### A. The Damascus Bypass

#### 1. The Physical Setting

Damascus' physical setting plays an important part in understanding the transportation issues that are addressed in this Amendment. The business area lies near the highest point in Montgomery County and at the boundary of three watersheds: Great Seneca, Monocacy, and Patuxent. The ridges that separate the watersheds historically served as logical travel routes, and the business area of Damascus developed at the intersection of the north-south and east-west ridge routes.

The north-south route separates the Monocacy watershed from the Great Seneca watershed in Montgomery County. This route, MD 27, is called Ridge Road, and now connects residential development in eastern Frederick, western Howard, and Carroll Counties with job opportunities in the Interstate 270 corridor, a major regional employment center. The east-west route, MD 108 and MD 650, connects Damascus with Olney and other points in eastern Montgomery County, traveling part of the way along the ridge that divides the Patuxent and Great Seneca watersheds.

Commuter and general purpose traffic using Ridge Road has increased dramatically as the I-270 corridor has grown into a major regional employment center and as more and more job holders are willing to trade longer travel times for acceptable and affordable housing in Howard, Frederick, and Carroll counties. This traffic has created a "choke point" at the intersection of the north-south and east-west travel routes: the heart of the Damascus business area.

The ridge routes remain the primary means of travel in this portion of upper Montgomery County because of the difficulties of building roads which traverse rolling topography, stream valleys and wetlands. Sensitive headwaters areas, wetlands, floodplains, steep slopes and erodible soils are prevalent away from the ridge line. Any new road constructed off the ridge would require a number of stream crossings, which can diminish water quality some distance downstream from the actual crossing point.

A new road built off the ridge would pass through the farmland that surrounds Damascus as well. The impact of such a road could be significant to the extent that its route bisected or otherwise separated cultivated land tilled by an individual landowner or farmer.

#### 2. The Problem

It is important to recognize at the outset that there are two circulation problems that need to be addressed. One problem--the congestion in the Damascus business area--is local. The other--the need to move commuters from their homes in one part of the metropolitan Washington area to their jobs in another--is regional. This Amendment can address the local problem. Regional problems, however, require regional solutions. Cooperative efforts among the counties and the state are necessary to confront regional circulation issues. No single jurisdiction is capable of solving them alone.

In considering ways to solve the local congestion problem in the Damascus business area, there are several options that should be evaluated. The existing road, MD 27, can be widened at appropriate areas north and/or south of the business area. Circulation improvements can be made within the business area. The east-west roads can be improved, including the connection between MD 108 and MD 124. Or, a new road bypassing the business area entirely can be constructed to the east or west of the business area.

#### 3. Planning History

The amount and impact of through traffic on the business area and surroundings have been the primary transportation issues in Damascus for 35 years. The idea of constructing a bypass to solve congestion problems created by through traffic is not new. The Damascus Master Plan recommended an eastern bypass route in 1966. That Plan recognized that anticipated growth in the region, not immediate need, would provide the impetus for an upgraded roadway network in the Damascus area.

By 1982, when the new Master Plan was completed, the growth had not yet materialized. State highway planners had not included the bypass in their inventory of needed roads, recommending instead that MD 27 be widened to a four- to six-lane major highway in a 120-foot right-of-way. In addition, general concern for the environmental impacts of a highway bypass had increased. These issues, as well as cost, in large measure prompted the elimination of the bypass from the 1982 Plan in favor of recommendations for selected widenings of main roads through the area and a series of improvements to roads in the business district.

The **1982** Plan did include discussion and comparison of a series of bypass alignments in an appendix, in recognition of the possibility that a bypass could be necessary at some point in the future. That Plan also recommended that bypass options be examined before widening MD 27 between Cedar Grove and Claggettsville was considered.

Some of the improvements recommended in the **1982 Plan** have been made. The Ridge-Lewis Connector, which created a second way for vehicles to pass through the center of Damascus, has been completed and lanes have been added to MD 27 in the business area to smooth traffic flow. These projects have improved the peak hour level of service (LOS) in the business area, which is now at LOS A or B at most intersections. In 1987, at the request of Montgomery County elected officials, the Maryland State Highway Administration (SHA) began a study of the feasibility of a highway bypass around Damascus. SHA also has underway a Project Planning Study for MD 27 and MD 124 in upper Montgomery County. This study is evaluating alternatives for the improvement of these roads so that they can handle expected traffic over the next 20 years.

The SHA feasibility study, which was completed in April 1988, concluded that, by 2010, expected increases in traffic would burden the existing and programmed roadway network beyond its ability to maintain acceptable levels of service. The study developed and evaluated four alignments located to the east or west of the business area. The Planning Board requested a detailed study of these alignments as part of a Master Plan Amendment.

#### 4. The Damascus Bypass Study

The Damascus Bypass Study began in January 1990. It represents the first <u>detailed</u> look at alternative alignments of constructing a new road that would allow the business area to be bypassed. The consulting firm of Rummel, Klepper & Kahl (RKK) was retained to evaluate the SHA study, examine environmental issues associated with constructing a new road, develop grade and alignment studies for feasible alternative alignments, and recommend a preferred route should analysis determine that new construction was the most appropriate solution. RKK evaluated six alternate alignments--A through F. Alternates A through D had been examined by SHA in its feasibility study; RKK developed Alternates E and F. (See **Appendix** for detailed descriptions of alternative alignments.)

Planning staff held a series of meetings with the Damascus Master Plan Citizens Advisory Committee and organized two public workshops to describe and discuss the alternates in the Damascus community. The Planning Board then selected Alternates B, C and F for further study. The Board also requested that specific modifications to Alternates B and C be explored with the aim of reducing the impact of these alternates on farmland, historic resources, and residences. (See Appendix for modifications to alternates B and C.)

The consultant's analysis was based in large measure on its evaluation of environmental issues, particularly compliance with Federal and State environmental regulations, and on the probability that alignments under study could receive permits for construction in sensitive areas. The firm also evaluated the impact of a new roadway on farmland, in light of the County's decision to encourage farming as a matter of policy.

RKK concluded that if a highway bypass of the Damascus business area was to be built, Alternate C would have the least overall impact and was therefore the most appropriate route. This route minimized construction off the ridge, which limited environmental impacts and maximized the use of MD 27 south of the business area by widening it. The consultant undertook order-of-magnitude cost estimates for the alternates under study and concluded that this route could be constructed for about \$130 million.

#### 5. Recommendation

The review of the bypass issue considered the impact of the alternates on the character of the Damascus community, the alternates' impact on the natural environment, the cost of building the new road, and the impact of through traffic on the Damascus community.

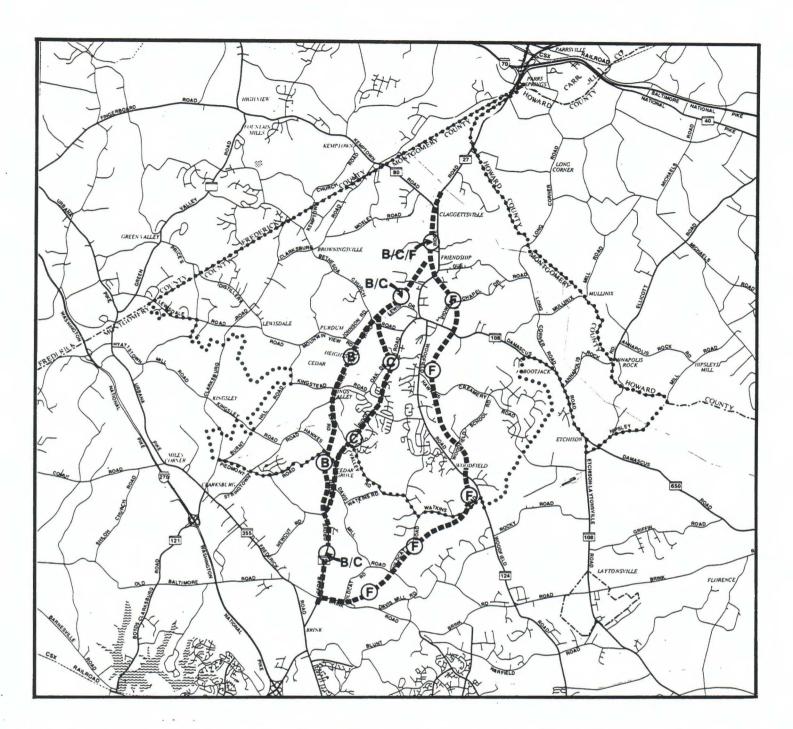
The review, which carefully considered the questions and viewpoints of local residents, led to an enhanced understanding of Damascus' character. That character lies in the houses lining Ridge Road, in the surrounding farmland, and in the communities on the slopes leading to Magruder Branch. It is this Amendment's conclusion that the linear residential neighborhood along Ridge Road is an important part of what makes Damascus a separate and unique "satellite community," as described in the 1982 Damascus Master Plan and in the County's General Plan. Alternate C, which passes through farmland and replaces much of existing MD 27 with a six-lane highway, would so substantially alter the character of this linear neighborhood as to virtually eliminate much of what makes Damascus a community.

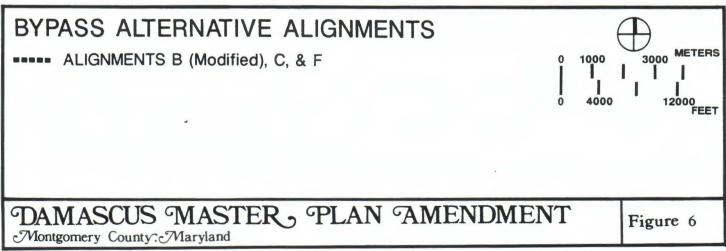
Alternate C is therefore undesirable. The two other Alternates are even less attractive. Although Alternate B (modified) bypasses the business area and a portion of the community along MD 27, it traverses both the environmentally sensitive stream valleys off the ridge and a portion of the Agricultural Reserve created to encourage a continuing farm presence. This alternate also poses severe--perhaps insurmountable-problems with regulation and permitting processes, because it traverses Ovid Hazen Wells Park.

Alternate F is the longest and costliest of the alternates studied. It requires an entirely new alignment that passes through the Agricultural Reserve and through the still-evolving communities in the Goshen-Woodfield-Cedar Grove area. These low density residential and agricultural areas would derive no benefit from a major highway.

In addition to damaging the character of Damascus, the estimated \$130 million cost of constructing the new road is difficult to justify.

Finally, network improvements recommended in the 1982 Plan, particularly the construction of A-12 and the building of Bethesda Church Road and Valley Park Drive, have not been completed. The short-term solution--intersection improvements in the center of Damascus--has improved levels of service at many





intersections. These projects are expected to handle the local traffic within Damascus.

The 1982 Plan recognized the value of these road projects, stating that, in combination with improvements to the intersection of MD 27 and MD 108, completion of A-12 "would distribute through traffic over several roads and would greatly reduce rushhour congestion." The Plan also recommends completion of Valley Park Drive and Bethesda Church Road, which would enhance the roadway network by providing important connections across the Magruder Valley.

This Amendment recognizes the possibility that existing land use policies in Frederick, Howard, and Carroll Counties may result in continuing increases in traffic volumes along the existing road and increasing congestion. This Amendment also recognizes that there are solutions which would significantly and detrimentally alter the character of Damascus in a unilateral effort to accommodate commuters. Therefore, this Amendment recommends cooperation among the several jurisdictions in search of an acceptable solution to regional travel issues. Such a cooperative effort reflects evolving state policy, which is stressing efforts to monitor and manage the location and pace of regional growth rather than the more reactive response of continuing to build new highways.

In the final analysis, Frederick, Carroll, and Howard Counties should not be permitted to promote development that damages the quality of life of citizens in Montgomery County. Damascus sits astride the commuters' path, and its sensitive location means that particular care must be taken to make sure the community is not trampled in the rush to find a solution to a regional travel problem.

For these reasons, this Amendment does not recommend that a bypass of the Damascus business area be added to the <u>Damascus</u> <u>Master Plan</u> and the <u>Master Plan of Highways</u>, and it does not recommend widening of MD 27 during the life of this Master Plan.

#### B. Road Issues

This Amendment contains recommendations for the following two roads: Damascus Boulevard and A-12.

#### 1. Damascus Boulevard

Damascus Boulevard was recommended in the **1966 Master Plan** as a business street (80 foot Right-of-Way) in the Damascus business area. A segment of the street, over 100 feet, was built. Part of the proposed street alignment crossed the headwaters of the Magruder Branch. The **1982 Plan** considered the street too costly to build because of environmental constraints and the difficult topography and deleted the street from the **Master Plan of Highways**.

In April 1988, the Director of the Department of Housing and Community Development, expressed interest in having Damascus Boulevard reconsidered in the Damascus Master Plan Amendment process and requested that the Board examine the merits of extending existing Damascus Boulevard. The then Chairman, Norman Christeller, responded that a review of the road had merit and could be part of the master planning process.

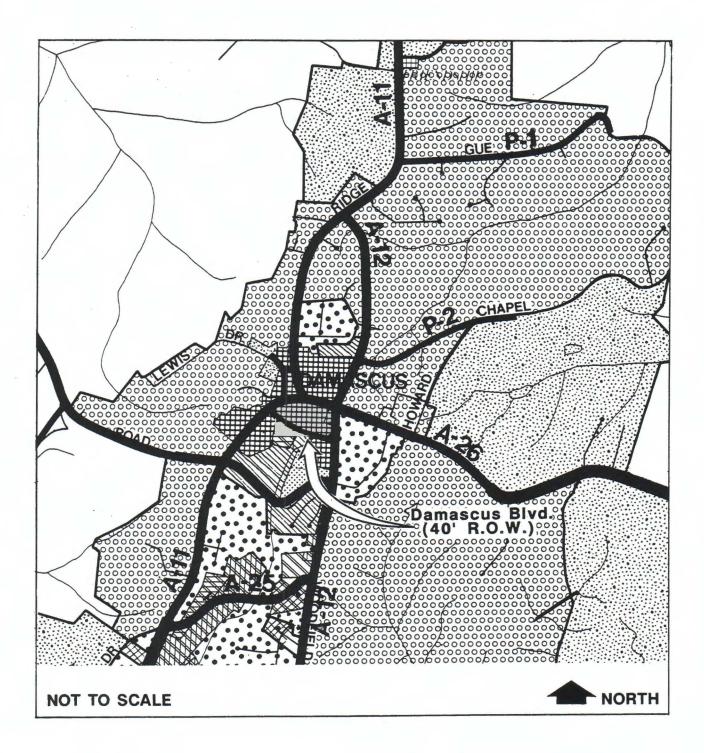
Any attempt to improve pedestrian and vehicular circulation in the business area is highly desirable. The **1982 Plan** envisioned the business area as the heart of the Damascus community. The Department of Housing and Community Development has been working with the business community since 1985 to upgrade the appearance of the Main Street businesses, to implement the road improvements recommended in the **1982 Plan**, and to enhance pedestrian circulation through the Damascus Streetscape Plan. Much of this work has been completed.

A second point of access via existing Damascus Boulevard to the stores and parking areas on the south side of Main Street would improve vehicular circulation in general. If there were a connection between MD 27 and MD 124 in the business area, there would be greater ease of circulation because there would be alternative routes for both shoppers and through traffic. If a through connection were not possible, the improved access to the stores would at least siphon off the local traffic from through traffic. Improved access to the parking areas south of Main Street would also ease the parking shortage on Main Street by providing better access to off-street parking. If such access were provided via a public street, there might also be the potential for encouraging redevelopment or new development of the existing Main Street businesses.

This **Plan** acknowledges the difficulty of placing a street within a environmentally sensitive area. The standard business street with an 80-foot right-of-way is not appropriate for the site. A smaller right-of-way will be able to accomplish the functional requirements of traffic lanes and sidewalks, will require less grading, and will reduce the impact to the headwaters. In recent years, because there was access to the general area via the stub street, there has been dumping and filling in the Magruder Branch headwaters. Design and construction of Damascus Boulevard should also provide an opportunity to improve the condition of the headwaters area. The fill or rubble dumped on public and private property that has degraded the headwaters could be removed during construction of the street and/or removal of fill could be required during the development process when individual property owners of land, adjacent to or in the headwaters area, request subdivision approval.

This Plan recommends that Damascus Boulevard be reinstated between MD Route 27 and MD Route 124 as a <u>rural business street</u> with a 40-foot right-of-way and that this new street classification be added to the county Road Code.

## ILLUSTRATION: DAMASCUS BOULEVARD



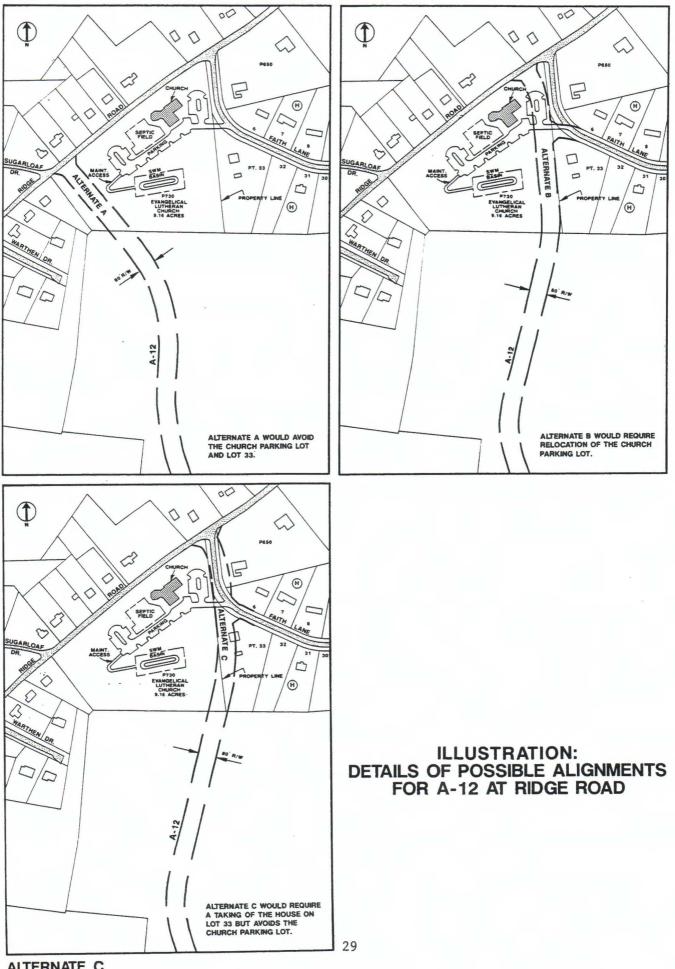
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#### 2. Alignment of A-12

Detailed review of the A-12 alignment in the vicinity of Faith Lane revealed that, due to the expansion of the Evangelical Lutheran Church and their parking lots, the construction of A-12 will result in a roadway that takes either the part of the Church property on which the parking lot is located or a house that fronts on Faith Lane. The alignment is buildable, but alternative alignments which could be built without impact to the existing structures or improved property are also possible. An alignment that meets that requirement appears to be available south of the Church. All three alignments (labeled A, B, and C) are shown on Illustration 2. This plan recommends that MCDOT investigate the alignments in order to determine the most appropriate way to construct this roadway, and make a final recommendation to the County Council prior to the adoption of this Plan.

## ALTERNATE A

## ALTERNATE B





#### IV. PROPOSED AMENDMENT

This proposed Amendment modifies the <u>Damascus Master Plan</u>, <u>Approved and Adopted June 1982</u>, <u>Amended July 1985</u> on the pages set forth below. Language surrounded by brackets [] is hereby deleted from the <u>Plan</u>. Language which is underscored is hereby added to the <u>Plan</u>.

#### Page 5:

[Eliminates a road crossing of the Magruder Valley in the business area;]

Pages 38 and 39:

See Table 3

#### Page 47:

[The proposed Plan recommends that Damascus Boulevard (B-2) not be extended from Ridge Road to Route 124 for the following reasons:

- The crossing affects the sensitive headwaters of the Magruder Branch.
- o The proposed Business District Plan recommends commercial zoning be eliminated from the headwaters, thereby eliminating the need for a business street.]

This Plan recommends that Damascus Boulevard be reinstated as a rural business street with a 40-foot right-of-way and that this new street classification be added to the county Road Code.

#### Page 48:

The proposed Transportation Plan includes [four] <u>five</u> types of roadways:

Major Highways (120' right-of-way)
 Business District Streets (80' right-of-way)
 <u>Rural Business Street (40'right-of-way)</u>
 Arterial roadways (80' right-of-way)
 Primary roadways (70' right-of-way)

#### Page 50:

o On Table 5, Delete Item 4

TABLE 3

## PROPOSED HIGHWAYS AND ROADWAYS (See Zoning and Highway Fold-out Map)

Map No.	Route No. and/or Name	Limits	Right-of-Way	Recommended Lanes of Paving*	Implementation
	MAJOR HIGHWAYS				
[M-27]	[Md. 27 (Ridge Road)]	[Southern boundary of P.A. 11 to A-11A]	[120]	[4-6 lane] [divided highway]	[State Highway Administration (S.H.A.)]
M-60	Md. 108 (Damascus Rd.)	From 2800' east of Woodfield Rd. (Md. 124) to boundary of P.A. 11	120 י	2 lanes	S.H.A.
	ARTERIAL ROADS				
A-11	Md. 80 (Kemptown Rd.) and Md. 27 (Ridge Rd.)	Frederick County Line to Ridge Rd. (Md. 27) thence from Md. 80 to [2800' south of northern inter- section with Oak Drive] <u>southern</u> <u>boundary P.A. 11</u> (excluding business district).	80 '	2 lanes	S.H.A.
A-12	Md. 124 (Woodfield Rd.) plus northern extension (A-5 on 1966 Plan)	From southern boundary of Planning Area 11 to Md. 108 (Main Street) thence to an intersection with Ridge Road.	80 •	2-5 lanes	S.H.A. and private developers.
A-13	Md. 650 (Damascus Rd.)	From Etchison southeast to boundary of P.A. 11	80 *	2 lanes	Existing paving.
A-10	Bethesda Church Rd.	From Clarksburg Rd. to Woodfield Rd. (MD. 124)	80'	2 lanes	Existing paving.
A-25	Valley Park Drive	From Ridge Rd. (Md. 27) to Wood- field Rd. (Md. 124)	80-120	2 lanes	Montgomery County, private developers.
A-27	Clarksburg-Lewisdale- Gladhill Rd.	From southern boundary of P.A. 11 to Frederick County line.	80 '	2 lanes	Existing paving.
A-9	Burnt Hill-Kingstead Rd.	From Clarksburg Rd. to Ridge Rd. (Md. 27)	80 '	2 lanes	Existing paving.
A-26	Md. 108 (Main Street)	From Woodfield Rd. (Md. 124) to 2800' east	80 '	2 lanes	Existing paving.

TABLE	3	(Cont'd	.)

Map No.	Route No. and/or Name	Limits	Right-of-Way	Recommended Lanes of Paving*	Implementation
	BUSINESS				
B-1	Md. 108 (Main Street)	From Woodfield Rd. (Md. 124) to Ridge Rd. (Md. 27)	80"	3 lanes	S.H.A. and private developers.
B-2	Damascus Blvd.	From Ridge Rd. (Md. 27) [to 600' <u>+</u> east] <u>to MD 124</u>	<u>40</u> ' [80']	<u>To be determined</u> [4 lanes]	MCDOT and private developers. [Existing paving.]
B-4	Lewis Drive	From Ridge Rd. to end of commer- cial zone	80'	2 lanes exist	Montgomery County.
B-5	Md. 27 (Ridge Rd.)	From Main Street (Md. 108 to end of commercial zone	80'	See Map	S.H.A. and private developers.
B-6	Ridge-Lewis Connector	From Ridge Rd. to Lewis Drive	80 '	See Map	S.H.A.
		<u>PRIMARY</u> (Primary roads propose only alignment will be determined at time			
P-1	Gue Rd.	From Ridge Rd. to Long Corner Rd.	70'	2-3 lanes	Existing paving, except for P-2, P-5 and P-9. Primary roads are usually the responsibility of private developers.
P-3	Kings Valley Rd.	From Ridge Rd. (Md. 27) to Bethesda Church Rd.	70'	2-3 lanes	
P-4	Sweepstakes Rd.	From Ridge Rd. (Md. 27) to Wood- field Rd. (Md. 124)	70 <b>י</b>	2-3 lanes	
P-5	New road	From Woodfield Rd. (Md. 124) to Hawkins Creamery Rd.	701	2-3 lanes	
P-6	Nawkins Creamery Rd.	From Woodfield Rd. to Boundary of Planning Area 11	70 י	2-3 lanes	
P-7	Burdette Rd. (Piedmont Rd.)	From Woodfield Rd. to Ridge Rd. (Md. 27)	70'	2-3 lanes	
P-8	Moyer Rd.	From Woodfield Rd. (Md. 124) to M-NCPPC property	70'	2-3 lanes	

\*--The acutual number of lanes will be determined prior to construction by the Montgomery County Department of Transportation or the Maryland State Highway Administration, as appropriate. An 80' R.O.W. can accommodate a 5-lane undivided roadway.

This proposed Amendment changes the following master plan maps:

- 1) Page 45: Proposed Business Area Road Improvements o Add Damascus Boulevard
- 2) Page 57: Damascus Business Area Zoning Plan o Add Cramer Property

o Add Damascus Boulevard

- 3) Page 61: Business Area Land Use Plan
  - o Add Cramer Property
  - o Add Damascus Boulevard
- 4) Separate Map at 1" = 2000' Zoning and Highway Plan
  - a. Additional I-1 Zoning (Cramer Property)
  - b. A-12 Alignment changed
  - c. Add Damascus Boulevard
- 5) Separate Map at 1" = 2000' Land Use Map
  - a. Additional "Industrial" (Cramer Property)
  - b. Add Damascus Boulevard

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