

II. Community Analysis

Frederick County is situated on the edge of two major metropolitan areas: Baltimore and Washington, D.C. These two areas have profoundly impacted Frederick County's demographic and economic growth. As our population grows, so does our need for school facilities and services.

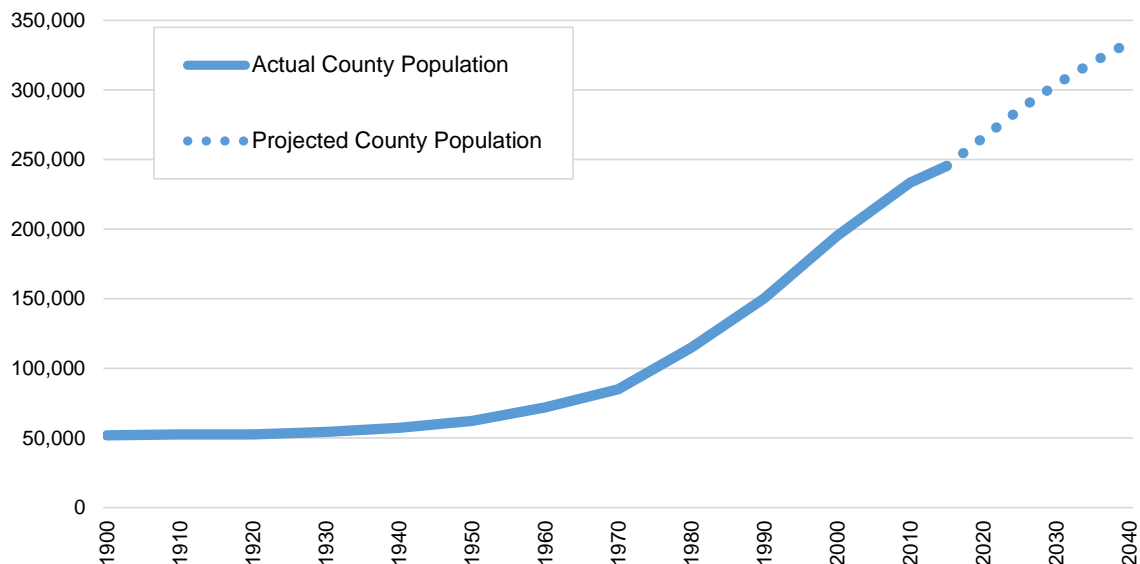
Geographically, Frederick County is the largest county in Maryland. It stretches north-south from the Mason-Dixon Line to the Potomac River and east-west from the rolling Piedmont along Sam's Creek, across Catoctin Mountain to South Mountain. It contains thirteen incorporated municipalities and numerous other historic, well-established communities. Frederick City is the county seat and commercial and population hub.

Until the 1950s, Frederick County relied primarily on an agricultural economy; the county is still the largest producer of dairy products statewide. However, since the 1950s, the county's economy has expanded and diversified as a result of population growth and migration from other areas of the state and metropolitan region.

Migration was encouraged by the construction of I-70 and I-270 in the 1960s and the continued expansion of business and government agencies. In this respect, growth in Frederick County has been primarily influenced by the expanding Washington, D.C. metro area and employment growth in Montgomery County. The County's population growth rate increased significantly after 1970 and has remained fairly steady, as shown in [Figure 2A](#). FCPS enrollments increased steadily over the years consistent with county population growth. However, enrollments experienced a significant growth during the 1990s (see [Figure 4A](#)). Although the scale of total population growth exceeded enrollment growth, both grew at the extraordinary rate of about 50 percent in the twenty years from 1990 to 2010.

In the 25 years from 1990 to 2015, Frederick County's population increased by approximately 95,000 or an average of 3,800 persons/year. According to the Maryland Department of Planning projections, Frederick County's population is expected to grow by almost 89,000 over the next 25 years.

Figure 2A: County Population 1900-2040 (projected)



Sources: Maryland Department of Planning July 2014 projections and March 2017 population estimate through July 2016

Population growth has been driven in part by abundant affordable housing (relative to the region). According to records from the Frederick County, housing growth was highest in Frederick County in the 1980s, 1990s, and 2000s, with average annual housing permits issued between 1,600 and 2,000 during that period. Housing growth was lower from 2006 to 2012 with between 500 and 900 housing permits issued. In more recent years, the number of housing permits issued has increased to 1,300 to 1,800 annually. There are many large residential projects that are in development or proposed for future development (see [Appendix J](#)). While many of the county's municipalities have major residential developments within their boundaries, most new development has been focused in and around Frederick City and the unincorporated areas of the county along the I-70 and I-270 corridors.

FREDERICK COUNTY COMPREHENSIVE PLAN

Frederick County's current comprehensive plan, Frederick County's Future: Many Places, One Community, was prepared by the Frederick County Division of Planning and adopted by the Board of County Commissioners in April 2010. The Land Use and Zoning maps were amended in 2012. The Comprehensive plan explains the county's response to projected future population growth and development. [Appendix H](#) contains excerpts from this plan.

Rather than being an update of the previous 1998 comprehensive plan, the 2010 plan is unique. It is organized around nine themes, each with its own goals, policies, and action items. They are: Conserving Our Natural Resources and Green Infrastructure; Protecting and Preserving Our Heritage; Preserving Our Agricultural and Rural Community; Providing Transportation Choices; Serving Our Citizens; Supporting a Diversified Economy; Assessing Our Water Resources; Managing Our Growth; and Community and Corridor Plans.

The previous comprehensive plan was centered on a development strategy known as the "community concept". The community concept cast the county as a hierarchy of communities (regional, district, rural) with schools, stores, and other public facilities as their focal points. The current plan eliminates this hierarchy and more broadly defines Community Growth Areas. It continues to encourage compact growth and support identifiable communities.

To implement the previous plan, the county adopted several growth management initiatives. These included revising the zoning ordinance and subdivision regulations and adopting the Adequate Public Facilities Ordinance and impact fees. To implement the current comprehensive plan, the county has identified short-term (0-2 years), intermediate term (2-6 years), long-term (6+ years), and on-going action items. These include amending the zoning ordinance, subdivision regulations, Adequate Public Facilities Ordinance, and storm water management regulations, and preparing strategic growth area plans.

Of particular interest to FCPS, the 2010 County Comprehensive Plan identifies these school policies and action items:

Table 2A: 2010 County Comprehensive Plan School Policies and Action Items

Policy or Action Item	Status
SC-P-07: Standardize school design to accommodate additions and reduce design and construction costs.	Current policy
SC-P-08: Maintain a system-wide enrollment capacity of 90% at the elementary, middle and high school levels.	Current policy
SC-P-09: Stage development of new school facilities concurrent with new residential growth.	Current policy
SC-P-10: Maximize the use of school sites through the construction of multi-story buildings to reduce building footprints and emphasize bicycle and pedestrian access to minimize parking needs and bus transportation.	Current policy
SC-P-11: Re-use school building(s) or sites no longer needed for educational purposes as public uses or private redevelopment.	Current policy
TR-A-13: Require Safe Routes to Schools planning for all existing and proposed county schools. Plans will address coordinated education, enforcement, encouragement, design and school siting to provide for safe bicycling and walking options for students.	Not initiated
SC-A-01: Develop a school land banking program as part of an overall land development review process.	Not initiated
SC-A-02: Promote Safe Routes efforts with plans and programs that enhance pedestrian accessibility and safety.	Ongoing
SC-A-03: Update the Pupil Yield Factor Study every 2 years (see Appendix K for most recent Pupil Yield Rates).	Updated 2017

Finally, the county’s comprehensive plan identifies twelve new school sites to address school capacity needs in the future. These sites are discussed in [Appendix H](#).

In 2015, County Executive Jan Gardner launched a new comprehensive planning initiative titled Livable Frederick. A year-long extraordinary public outreach program was undertaken to engage the community in creating a long range vision for Frederick County in support of a desired and sustainable future. The resulting Community Vision serves as a guide to the Livable Frederick Plan and is intended to support the public and private sectors, institutions and nonprofit partnerships in enhancing and maintaining a high quality of life for Frederick County citizens. Elements of the policy-based Livable Frederick Plan include long range strategies to achieve: excellence in public education; a unique sense of place; a vibrant and strong economy; healthy communities and environment; enhanced traditional growth areas; equitable housing and transportation choices; a thriving agricultural sector; a celebration of our heritage; and, a long-term strategy for economic prosperity throughout the County. The Frederick County Planning Commission is expected to send the approved Livable Frederick Plan to the Council in the summer of 2017, and the County Council anticipates hearings on the Plan in the fall of 2017.

FREDERICK CITY’S COMPREHENSIVE PLAN

Frederick City’s 2010 Comprehensive Plan Update envisions a city that will continue to be a major population and employment center. Through the plan’s visions, policies, and implementation strategies, Frederick City will continue to grow while protecting its sensitive areas and character, providing a range of housing choices, and ensuring adequate public facilities and infrastructure. The plan calls for a tiered approach to growth in Frederick City: infill and redevelopment growth in tier 1, growth at the municipal boundary in tier 2 and growth in future areas in tier 3. [Appendix I](#) contains excerpts from Frederick City’s comprehensive plan.

Both the county and city plans include a Municipal Growth Element as required by HB1141 adopted by the Maryland General Assembly in 2006. HB1141 requires that local land use plans consider public services and infrastructure needed to accommodate growth within the identified growth areas. This includes public schools. Public schools are to be sufficient to accommodate student populations consistent with the state rated capacity (SRC) standards established by the Interagency Committee on School Construction.

The Municipal Growth Element of the 2010 Frederick City plan estimates that eleven of the twenty-five schools serving Frederick City will be impacted by potential annexations, although future redistricting could result in impacts on additional schools. In addition, the city plan estimates that expected growth will generate nearly 23,000 students in Frederick City over the next thirty years. The city's plan identifies two elementary, one middle and one high school site within the Frederick City growth area.

ADEQUATE PUBLIC FACILITIES ORDINANCE

An Adequate Public Facilities Ordinance (APFO) is a growth management tool that conditions development approval on the availability of public facilities. This ensures that development occurs when infrastructure and services are available to support it. In Maryland, Article 66B, Section 10.01 specifically enables municipalities and counties to adopt an Adequate Public Facilities Ordinance; local jurisdictions are permitted and encouraged to enact ordinances providing for or requiring the planning, staging, or provision of adequate public facilities.

The Frederick County Board of County Commissioners adopted an Adequate Public Facilities Ordinance in 1991 as Chapter 1-20 of the County Code; it has been amended several times since then. In its current form, the county's Adequate Public Facilities Ordinance evaluates the adequacy of roads, water, sewerage, and school facilities at the time of subdivision or site plan approval.

For school adequacy, the ordinance states that all elementary, middle, and high schools serving a proposed residential subdivision must be under 100% of state rated capacity (SRC) during the entire period for which APFO approval is granted. The ordinance includes guidelines for determining school adequacy and requires the Board of Education or its designee (FCPS staff) to perform the school adequacy test. The ordinance also requires that all parcels located within county jurisdiction receive Adequate Public Facilities Ordinance approval prior to site plan, subdivision or Phase II approval by the Frederick County Planning Commission. If the project does not meet the standards for school adequacy, the applicant has the option to wait until adequate facilities are available or to provide the improvements necessary to ensure adequacy before moving forward with the project. An exception is granted if school adequacy improvements are scheduled within the first two years of the County CIP within the project's attendance area.

Development projects served by schools anticipated being at or over 100% of capacity would fail the county's Adequate Public Facilities Ordinance test for school adequacy (see [Table 2C](#) for September 30, 2017 enrollment projections). Other projects may also fail due to other factors including, but not limited to, the number of students generated from the proposed development and other developments approved but not yet constructed.

Incorporated municipalities also adopt and craft municipal ordinances to best meet individual community needs. Each authority is unique in its approach to determining adequacy; each may include different facilities to be tested and have different standards of adequacy, as shown in [Table 2B](#) below.

Table 2B: APFO Summary by Jurisdiction

Jurisdiction	School Adequacy Limit (% of SRC)	School Levels Tested	School Constr. Fee?	Repercussions of Failure to Meet Adequacy
Frederick County	<100%	All	No	Project must wait until adequate facilities are available or the developer may provide the improvements necessary to ensure adequacy.
City of Brunswick	<105% <110% <110%	Elem. Middle High	No	Project must wait until adequate facilities are available or the developer may provide the improvements necessary to ensure adequacy.
Frederick City	<100%	All	Yes	Project must be retested each year for 3 years before a development will be permitted to proceed, or the developer may pay a School Construction Fee to move forward.
Mount Airy	<100%	All	No	Project must wait until adequate facilities are available or the developer may provide funds, direct facility improvements, or donation of facilities.
Myersville	<100%	All	No	Project must wait until adequate facilities are available or the developer may provide the public facility improvements necessary to support the proposed development and to ensure adequacy of public facilities. Phasing may be requested for elementary SRCs not exceeding 115% and secondary SRCs not exceeding 120%.
Thurmont	<100%	All	No	Project must wait until adequate facilities are available or the developer may provide the public facility improvements necessary to support the proposed development and to ensure adequacy of public facilities.
Walkersville	<105%	All	No	Project must wait until adequate facilities are available.

**Table 2C: Frederick County Public Schools September 30, 2017 Enrollment Projections
(Revised December 12, 2016)**

	PROJECTED	PROJECTED			
	ENROLLMENT	ENROLLMENT*	STATE		
	Sep-17	EQUATED	RATED	% OF	
ELEMENTARY SCHOOLS	TOTAL	TOTAL	CAPACITY	CAPACITY*	
Ballenger Creek Elementary	679	659	663	99%	
Brunswick Elementary	674	644	611	105%	RESTRICTED
Carroll Creek Montessori (See Note 2)*	228	202	210	96%	
Carroll Manor Elementary	556	536	618	87%	
Centerville Elementary	941	941	675	139%	RESTRICTED
Deer Crossing Elementary	729	719	587	122%	RESTRICTED
Emmitsburg Elementary	257	247	316	78%	
Frederick Classical (See Note 2)	240	240	255	94%	
Glade Elementary	663	633	638	99%	
Green Valley Elementary	379	379	504	75%	
Hillcrest Elementary	993	913	670	136%	RESTRICTED
Kemptown Elementary	393	393	435	90%	
Lewistown Elementary	182	182	242	75%	
Liberty Elementary	275	275	364	76%	
Lincoln Elementary	607	572	633	90%	
Middletown Elementary (See Note 1)	463	463	526	88%	
Middletown Primary (See Note 1)	473	453	482	94%	
Monocacy Elementary	602	582	567	103%	RESTRICTED
Monocacy Valley Montessori (See Note 2)*	205	193	200	97%	
Myersville Elementary	341	341	458	74%	
New Market Elementary	685	675	659	102%	RESTRICTED
New Midway/Woodsboro Elementary	313	293	340	86%	
North Frederick Elementary	657	637	679	94%	
Oakdale Elementary	625	605	692	87%	
Orchard Grove Elementary	747	722	639	113%	RESTRICTED
Parkway Elementary	206	206	248	83%	
Sabillasville Elementary	130	130	160	81%	
Spring Ridge Elementary	472	442	577	77%	
Thurmont Elementary (See Note 1)	326	326	483	67%	
Thurmont Primary (See Note 1)	374	334	528	63%	
Tuscarora Elementary	788	788	662	119%	RESTRICTED
Twin Ridge Elementary	499	479	674	71%	
Urbana Elementary	741	731	511	143%	RESTRICTED
Valley Elementary	409	399	504	79%	
Walkersville Elementary	682	682	662	103%	RESTRICTED
Waverley Elementary	699	649	416	156%	RESTRICTED
Whittier Elementary	740	695	671	104%	RESTRICTED
Wolfsville Elementary	169	149	226	66%	
Yellow Springs Elementary	479	479	456	105%	RESTRICTED
TOTAL ELEMENTARY	19621	18988	19441	98%	
Note: Equated enrollments count Pre-K students as .5					
* Carroll Creek and Monocacy Valley Montessori schools include preK-6 in elementary school program. However, 6th grade students are included in middle school table below. Charter schools determine total enrollments as approved by the Board in charter agreements					

	PROJECTED			
	ENROLLMENT	STATE		
	Sep-17	RATED	% OF	
	TOTAL	CAPACITY	CAPACITY*	
MIDDLE SCHOOLS				
Ballenger Creek Middle School	805	870	93%	
Brunswick Middle School	585	884	66%	
Carroll Creek Montessori (See Note 2)	60	90	67%	
Crestwood Middle School	533	600	89%	
Frederick Classical (See Note 2)	120	120	100%	
Gov. Thomas Johnson Middle School	542	900	60%	
Middletown Middle School	837	914	92%	
Monocacy Middle School	733	860	85%	
Monocacy Valley Montessori (See Note 2)	90	90	100%	
New Market Middle School	518	881	59%	
Oakdale Middle School	703	600	117%	RESTRICTED
Thurmont Middle School	551	900	61%	
Urbana Middle School	953	900	106%	RESTRICTED
Walkersville Middle School	867	1051	82%	
West Frederick Middle School	864	955	90%	
Windsor Knolls Middle School	749	924	81%	
TOTAL MIDDLE	9510	11539	82%	
	PROJECTED			
	ENROLLMENT	STATE		
	Sep-17	RATED	% OF	
	TOTAL	CAPACITY	CAPACITY*	
HIGH SCHOOLS				
Brunswick High School	781	893	87%	
Catoctin High School	730	1135	64%	
Frederick High School	1423	1826	78%	
Gov Thomas Johnson High School	1484	2091	71%	
Linganore High School	1355	1635	83%	
Middletown High School	1148	1169	98%	
Oakdale High School	1260	1531	82%	
Tuscarora High School	1529	1606	95%	
Urbana High School	1733	1636	106%	RESTRICTED
Walkersville High School	1107	1197	92%	
TOTAL HIGH	12550	14719	85%	
Note 1: Middletown ES and Thurmont ES area grades 3, 4 and 5 only. Middletown Primary and Thurmont Primary are PK, K, 1 and 2 only.				
Note 2: The Monocacy Valley Montessori School is located in the former First Baptist church on Dill Avenue in Frederick City. The Carroll Creek Montessori School is located in leased space on Corporate Court. The Frederick Classical School is located on Spires Way. The capacity for the charter schools is based on program limitations.				
Note 3: This program used to be known as Evening High School				
Grade levels at some schools may be restricted due to class size.				
If you have additional questions about restricted schools or grade levels, please contact Student Services at (301) 644-5238.				

