

## II. Community Analysis

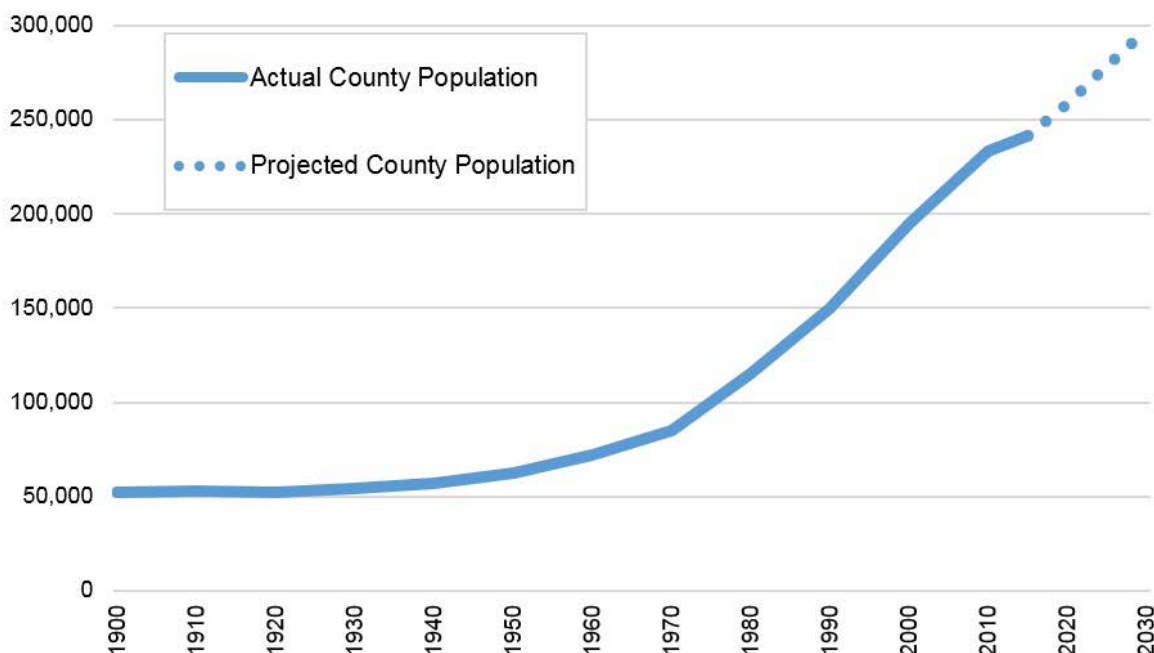
Frederick County is situated on the edge of two major metropolitan areas: Baltimore and Washington, D.C. These two areas have profoundly impacted Frederick County's demographic and economic growth. As our population grows, so does our need for school facilities and services.

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 Catoclin 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, as shown in [Figure 2A](#). FCPS school enrollments began to pick up around 1990. Although the scale of total population growth exceeds enrollment growth, both grew at the extraordinary rate of about 50 percent in the twenty years from 1990 to 2010.

**Figure 2A: County Population 1900-2030 (projected)**



Sources: Maryland Department of Planning, 2002; MWCOG 2014

For the 25 year period from 1980 to 2005, Frederick County's population increased by 106,084 or an average of 4,243 persons/year. According to the county's 2010 comprehensive plan, Frederick County's population growth is expected to continue to increase over the next 25 years (although at a somewhat lower rate). Frederick County's Division of Planning estimates that the population is expected to grow by 93,500 persons in the next 25 years.

Our growing population has been driven, in part, by abundant affordable housing. Demand for housing has resulted in a number of large residential projects that are still under development or proposed for future development. While most of the county's towns have major residential developments within their boundaries, most new development has been focused in and around Frederick City and the I-70/270 corridors. In 2013 and 2014, the number of dwellings permitted within Frederick City exceeded the number of permits issued elsewhere in the County, which was a change from the trend of the previous 10 years when most development was located outside the City.<sup>1</sup>

## 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.

1. Frederick County Community Development Division. 2014 Annual Planning Report. <https://frederickcountymd.gov/DocumentCenter/View/279969>

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**

<b>Policy or Action Item</b>	<b>Status</b>
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 <a href="#">Appendix K</a> for most recent Pupil Yield Rates).	Updated 2014

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](#).

## 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 redistrictings 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 pay a School Construction Fee to move 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](#)). 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**

<b>Jurisdiction</b>	<b>School Adequacy Limit (% of SRC)</b>	<b>School Levels Tested</b>	<b>School Constr. Fee?</b>	<b>Repercussions of Failure to Meet Adequacy</b>
Frederick County	<100%	All	Yes	Project must wait until adequate facilities are available, or the applicant has the option to pay a School Construction Fee to move forward with the project.
City of Brunswick	<105% <110% <110%	Elem. Middle High	No	Project must wait until adequate facilities are available or to 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.
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 Revised September 30, 2015  
Enrollment Projections (December 1, 2014)**

ELEMENTARY SCHOOLS	PROJECTED	PROJECTED	RATED	% OF	
	2015	EQUATED	CAPACITY	CAPACITY*	
	TOTAL	TOTAL			
Ballenger Creek Elementary	675	655	663	99%	
Brunswick Elementary	650	623	611	102%	Restricted
Carroll Creek Montessori (See Note 2)	219	194	194	100%	
Carroll Manor Elementary	564	544	618	88%	
Centerville Elementary	1023	1023	675	152%	Restricted
Deer Crossing Elementary	740	730	587	124%	Restricted
Emmitsburg Elementary	303	291	316	92%	
Frederick Classical (See Note 2)	240	240	240	100%	
Glade Elementary	638	611	638	96%	
Green Valley Elementary	379	379	504	75%	
Hillcrest Elementary	1038	968	670	144%	Restricted
Kempton Elementary	332	332	435	76%	
Lewistown Elementary	168	168	242	69%	
Liberty Elementary	293	293	364	80%	
Lincoln Elementary	543	516	633	82%	
Middletown Elementary (See Note 1)	412	412	526	78%	
Middletown Primary (See Note 1)	450	433	482	90%	
Monocacy Elementary	614	592	567	104%	Restricted
Monocacy Valley Montessori (See Note 2)	219	204	204	100%	
Myersville Elementary	342	342	458	75%	
New Market Elementary	666	656	659	100%	Restricted
New Midway/Woodsboro Elementary	318	303	340	89%	
North Frederick Elementary	585	565	679	83%	
Oakdale Elementary	586	576	692	83%	
Orchard Grove Elementary	605	583	639	91%	
Parkway Elementary	207	207	248	83%	
Sabillasville Elementary	106	106	160	66%	
Spring Ridge Elementary	475	455	577	79%	
Thurmont Elementary (See Note 1)	322	322	483	67%	
Thurmont Primary (See Note 1)	367	337	528	64%	
Tuscarora Elementary	786	786	662	119%	Restricted
Twin Ridge Elementary	519	499	674	74%	
Urbana Elementary	717	707	511	138%	Restricted
Valley Elementary	389	379	504	75%	
Walkersville Elementary	666	666	662	101%	Restricted
Waverley Elementary	663	621	416	149%	Restricted
Whittier Elementary	759	724	671	108%	Restricted
Wolfsville Elementary	168	158	226	70%	
Yellow Springs Elementary	465	465	456	102%	Restricted
<b>TOTAL ELEMENTARY</b>	<b>19211</b>	<b>18665</b>	<b>19414</b>	<b>96%</b>	

Note: Equated enrollments count Pre-K students as .5

MIDDLE SCHOOLS	PROJECTED	PROJECTED	STATE	% OF	
	2015	EQUATED	RATED	CAPACITY*	
	TOTAL	TOTAL	CAPACITY		
Ballenger Creek Middle School	730	730	870	84%	
Brunswick Middle School	552	552	884	62%	
Carroll Creek Montessori (See Note 2)	30	30	30	100%	
Crestwood Middle School	528	528	600	88%	
Frederick Classical (See Note 2)	120	120	120	100%	
Gov. Thomas Johnson Middle School	521	521	900	58%	
Middletown Middle School	800	800	914	88%	
Monocacy Middle School	754	754	860	88%	
Monocacy Valley Montessori (See Note 2)	80	80	80	100%	
New Market Middle School	502	502	881	57%	
Oakdale Middle School	649	649	600	108%	Restricted
Thurmont Middle School	545	545	900	61%	
Urbana Middle School	799	799	600	133%	Restricted
Walkersville Middle School	803	803	1051	76%	
West Frederick Middle School	894	894	955	94%	
Windsor Knolls Middle School	758	758	924	82%	
<b>TOTAL MIDDLE</b>	<b>9065</b>	<b>9065</b>	<b>11169</b>	<b>81%</b>	

	<b><u>PROJECTED 2015 TOTAL</u></b>	<b><u>PROJECTED EQUATED TOTAL</u></b>	<b><u>STATE RATED CAPACITY</u></b>	<b><u>% OF CAPACITY*</u></b>	
<b>HIGH SCHOOLS</b>					
Brunswick High School	727	727	893	81%	
Catoctin High School	870	870	1135	77%	
Frederick High School	1375	1375	1603	86%	
Gov Thomas Johnson High School	1439	1439	2091	69%	
Linganore High School	1427	1427	1635	87%	
Middletown High School	1130	1130	1169	97%	
Oakdale High School	1223	1223	1531	80%	
Tuscarora High School	1512	1512	1606	94%	
Urbana High School	1628	1628	1636	100%	<i>Restricted</i>
Walkersville High School	1057	1057	1197	88%	
<b>TOTAL HIGH</b>	<b>12388</b>	<b>12388</b>	<b>14496</b>	<b>85%</b>	

	<b><u>PROJECTED 2015 TOTAL</u></b>	<b><u>PROJECTED EQUATED TOTAL</u></b>	<b><u>STATE RATED CAPACITY</u></b>	<b><u>% OF CAPACITY*</u></b>	
<b>SPECIAL SCHOOLS</b>					
Heather Ridge	50	50	148	34%	
SUCCESS Program	45	45	N/A		
Rock Creek	85	90	242	37%	
Frederick County Virtual School (Note 3)	20	20	N/A		
<b>TOTAL HIGH</b>	<b>200</b>	<b>205</b>	<b>390</b>	<b>53%</b>	

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

