

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.

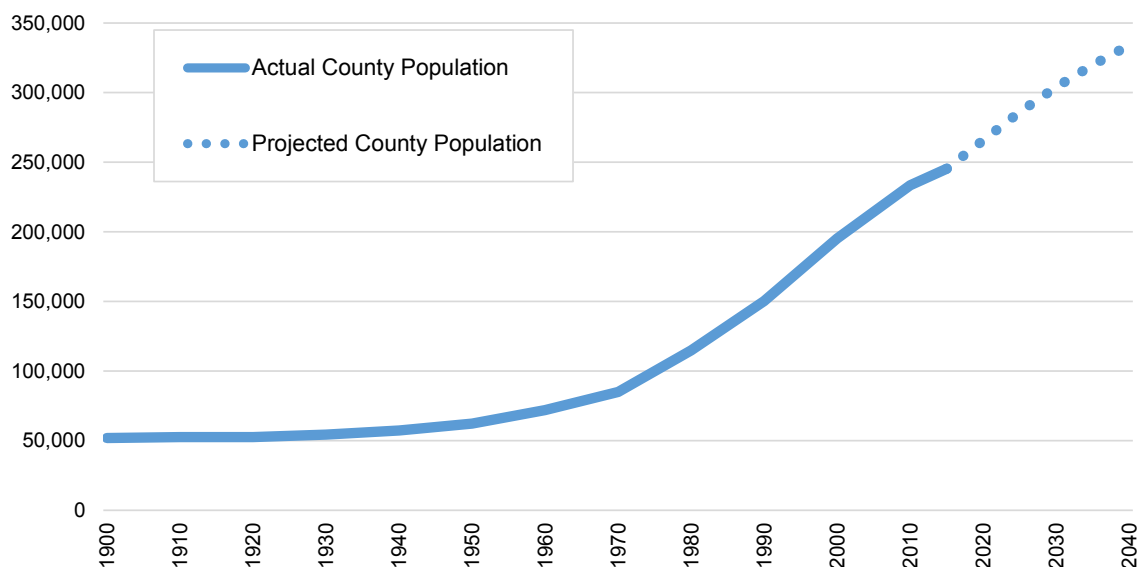
Geographically, Frederick County is the largest county in Maryland. It stretches north-south from the Mason-Dixon Line to the Potomac River and east-west from the rolling Piedmont along Sam's Creek, across Catoctin Mountain to South Mountain. It contains thirteen incorporated municipalities and numerous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

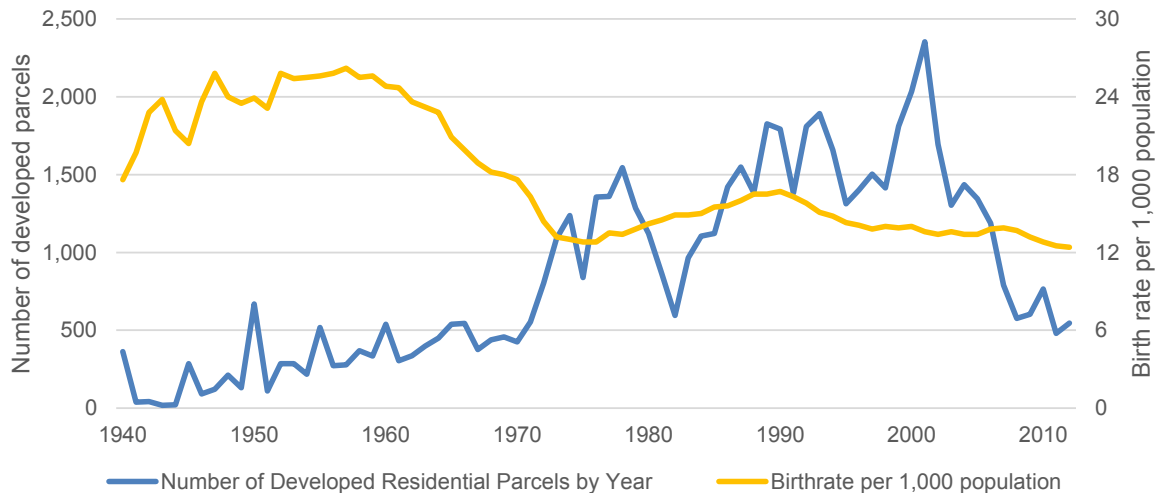
Figure 2A: County Population 1900-2040 (projected)



Sources: Maryland Department of Planning 2014 (projections) and 2016 (2015 population estimate)

Population growth has been driven in part by abundant affordable housing (relative to the region). According to records from the Maryland Department of Planning shown in Figure 2B, housing growth was highest in Frederick County in the 1980s and 1990s. After a peak in the year 2001, the number of parcels developed each year declined significantly to the end of the study period in 2012. However, there are still many large residential projects that are under 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.

Figure 2B: Frederick County Single Family Residential Parcels Developed and Maryland Birth Rate Over Time (1940-2012)



Source: Single family residential parcels improved in Frederick County – Maryland Department of Planning, April 2015; Maryland birth rate per 1,000 population – Maryland Department of Health and Mental Hygiene, 2014.

Data from Frederick County indicates that the number of housing units developed in more recent years is increasing again; however the population may not increase as significantly because birth rates have decreased over time.¹ The birth rate in 1990 was approximately 16.7 per 1,000 population. It decreased to 12.4 by 2012. However, some areas of the County are growing more rapidly due in part to varying birth rates by ethnicity, affordable housing, and access to transportation and employment.

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.

1. Frederick County Community Development Division. 2015 Annual Planning Report. <https://frederickcountymd.gov/DocumentCenter/View/279969>

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 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](#).

In 2015, County Executive Jan Gardner launched a new comprehensive planning initiative titled Livable Frederick. This planning process is intended to engage the whole community in an effort to create a long range vision for Frederick County that will support a sustainable, high quality of life for the next 10 to 25 years. The plan will focus on six topics: vibrant, healthy communities; enhanced accessibility; sustained business growth; economic resilience; equitable housing; and a strong agricultural economy. It is anticipated that the plan will be completed in 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 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 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, 2016 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.
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, 2016 Enrollment Projections
(Revised December 1, 2015)**

ELEMENTARY SCHOOLS	PROJECTED	PROJECTED	RATED	% OF	
	2016 TOTAL	EQUATED TOTAL	CAPACITY	CAPACITY	
Ballenger Creek Elementary	664	644	663	97%	
Brunswick Elementary	651	621	611	102%	Restricted
Carroll Creek Montessori (See Note 2)*	228	203	210	97%	
Carroll Manor Elementary	552	532	618	86%	
Centerville Elementary	1024	1024	675	152%	Restricted
Deer Crossing Elementary	761	749	587	128%	Restricted
Emmitsburg Elementary	282	272	316	86%	
Frederick Classical (See Note 2)	240	240	255	94%	
Glade Elementary	637	607	638	95%	
Green Valley Elementary	360	360	504	71%	
Hillcrest Elementary	1030	955	670	143%	Restricted
Kemptown Elementary	368	368	435	85%	
Lewistown Elementary	161	161	242	67%	
Liberty Elementary	280	280	364	77%	
Lincoln Elementary	596	564	633	89%	
Middletown Elementary (See Note 1)	424	424	526	81%	
Middletown Primary (See Note 1)	442	425	482	88%	
Monocacy Elementary	576	556	567	98%	
Monocacy Valley Montessori (See Note 2)*	215	203	200	102%	Restricted
Myersville Elementary	302	302	458	66%	
New Market Elementary	706	696	659	106%	Restricted
New Midway/Woodsboro Elementary	321	301	340	89%	
North Frederick Elementary	665	645	679	95%	
Oakdale Elementary	580	570	692	82%	
Orchard Grove Elementary	646	616	639	96%	
Parkway Elementary	231	231	248	93%	
Sabillasville Elementary	104	104	160	65%	
Spring Ridge Elementary	462	437	577	76%	
Thurmont Elementary (See Note 1)	313	313	483	65%	
Thurmont Primary (See Note 1)	377	340	528	64%	
Tuscarora Elementary	741	741	662	112%	Restricted
Twin Ridge Elementary	497	477	674	71%	
Urbana Elementary	677	667	511	131%	Restricted
Valley Elementary	397	387	504	77%	
Walkersville Elementary	668	668	662	101%	Restricted
Waverley Elementary	642	597	416	144%	Restricted
Whittier Elementary	739	689	671	103%	Restricted
Wolfsville Elementary	161	154	226	68%	
Yellow Springs Elementary	492	492	456	108%	Restricted
TOTAL ELEMENTARY	19212	18615	19441	96%	

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.**

	<u>PROJECTED 2016 TOTAL</u>	<u>PROJECTED EQUATED TOTAL</u>	<u>STATE RATED CAPACITY</u>	<u>% OF CAPACITY</u>	
MIDDLE SCHOOLS					
Ballenger Creek Middle School	731	731	870	84%	
Brunswick Middle School	596	596	884	67%	
Carroll Creek Montessori (See Note 2)*	52	52	90	58%	
Crestwood Middle School	497	497	600	83%	
Frederick Classical (See Note 2)	119	119	120	99%	
Gov. Thomas Johnson Middle School	549	549	900	61%	
Middletown Middle School	818	818	914	89%	
Monocacy Middle School	718	718	860	83%	
Monocacy Valley Montessori (See Note 2)*	78	78	80	98%	
New Market Middle School	520	520	881	59%	
Oakdale Middle School	645	645	600	108%	Restricted
Thurmont Middle School	547	547	900	61%	
Urbana Middle School	834	834	900	93%	
Walkersville Middle School	821	821	1051	78%	
West Frederick Middle School	803	803	955	84%	
Windsor Knolls Middle School	756	756	924	82%	
TOTAL MIDDLE	9084	9084	11529	79%	

	<u>PROJECTED 2016 TOTAL</u>	<u>PROJECTED EQUATED TOTAL</u>	<u>STATE RATED CAPACITY</u>	<u>% OF CAPACITY</u>	
HIGH SCHOOLS					
Brunswick High School	753	753	893	84%	
Catoctin High School	815	815	1135	72%	
Frederick High School	1430	1430	1603	89%	
Gov Thomas Johnson High School	1357	1357	2091	65%	
Linganore High School	1379	1379	1635	84%	
Middletown High School	1131	1131	1169	97%	
Oakdale High School	1263	1263	1531	82%	
Tuscarora High School	1447	1447	1606	90%	
Urbana High School	1669	1669	1636	102%	Restricted
Walkersville High School	1080	1080	1197	90%	
TOTAL HIGH	12324	12324	14496	85%	

	<u>PROJECTED 2016 TOTAL</u>	<u>PROJECTED EQUATED TOTAL</u>	<u>STATE RATED CAPACITY</u>	<u>% OF CAPACITY*</u>
SPECIAL SCHOOLS				
Heather Ridge	53	53	148	36%
Success Program	44	44	N/A	
Rock Creek	84	80	242	33%
Virtual School	18	18	N/A	
TOTAL SPECIAL	199	195	390	50%

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 the school contract.

Note 3: This program used to be known as Evening High School

