



# FREDERICK COUNTY PLANNING COMMISSION

June 13, 2018

---

**TITLE:** 2018 Superintendent's Recommended Educational Facilities Master Plan

**REQUEST:** Finding of Consistency with the Frederick County Comprehensive Plan

**STAFF:** Jim Gugel, Planning Director

**RECOMMENDATION:** Staff recommends that the Frederick County Planning Commission find the 2018 Superintendent's Recommended Educational Facilities Master Plan consistent with the Frederick County Comprehensive Plan.

**ATTACHMENTS:**

2018 Superintendent's Recommended Educational Facilities Master Plan

Frederick County Division of Planning & Permitting  
**STAFF REPORT**

**ISSUE**

The Frederick County Public Schools is requesting that the 2018 Superintendent’s Recommended Educational Facilities Master Plan be found consistent with the Frederick County Comprehensive Plan.

**BACKGROUND**

The Educational Facilities Master Plan (EFMP) serves as a tool to evaluate current facilities, future needs, and project priorities. The Board of Education (BOE) updates the 10-year Master Plan annually and is used as a basis for the BOE’s submission for the subsequent Capital Improvement Program (CIP) review.

The Educational Facilities Master Plan serves a number of important functions including:

- To inform the public about long-range plans for educational facility improvements in Frederick County
- To present long-range enrollment projections and future facility needs
- To coordinate future new educational facility locations with County and municipal officials
- To coordinate with State officials regarding future facility needs and funding requirements
- To establish a schedule of needed major renovation and maintenance projects for existing buildings
- To comply with State regulations for an annual update of the local jurisdiction’s facilities plan

**Finding of Consistency Review Guidance**

The Land Use Article of the Annotated Code of Maryland provides general requirements with regards to a finding of consistency with a comprehensive plan. Section 1-303 *Consistency – General requirement* of the Land Use Article further defines consistency with a comprehensive plan to mean “ an action taken that will further, and not be contrary to the following items in the plan:

- 1) Policies;
- 2) Timing of the implementation of the plan;
- 3) Timing of development;
- 4) Timing of rezoning;
- 5) Development patterns;
- 6) Land uses; and
- 7) Densities or intensities

The Maryland Department of Planning in its Models and Guidelines document titled: *‘Achieving Consistency under the Planning Act’* also provides guidance on determining consistency with a comprehensive plan. It states:

*“...land use regulations and decisions should agree with, and implement what the Plan recommends and advocates. A consistent regulation or decision may show clear support for the Plan. It may also be neutral – but it should never undermine the Plan.”*

## **COUNTY COMPREHENSIVE PLAN POLICIES**

Within Chapter 7 Serving Our Citizens, the Frederick County Comprehensive Plan contains a number of general community facility policies as well as several that are specifically related to schools. The following policies together with the concept of consistency as discussed above should be considered by the Planning Commission in an evaluation of the EFMP:

### **General Community Facility Policies**

- SC-P-01 Place major facilities such as schools, libraries, fire/rescue facilities and senior centers within community growth areas with an emphasis in the central portion of community growth area, preferably adjacent to commercial centers.
- SC-P-02 Prioritize funding for those capital projects, which correct existing deficiencies.
- SC-P-03 Prioritize land acquisition for capital facilities as part of a land banking program well in advance of the need for new facilities and acquired through the development review process.
- SC-P-04 Work collaboratively with all of the municipalities in Frederick County to adopt an Adequate Public Facilities Ordinance (APFO) which complements the County's APFO.
- SC-P-05 Consider joint use of County facilities, including but not limited to libraries, senior centers, health clinics, schools, and public safety facilities.
- SC-P-06 Employ Leadership in Energy and Environmental Design (LEED) and Low Impact Development (LID) standards in County facilities.

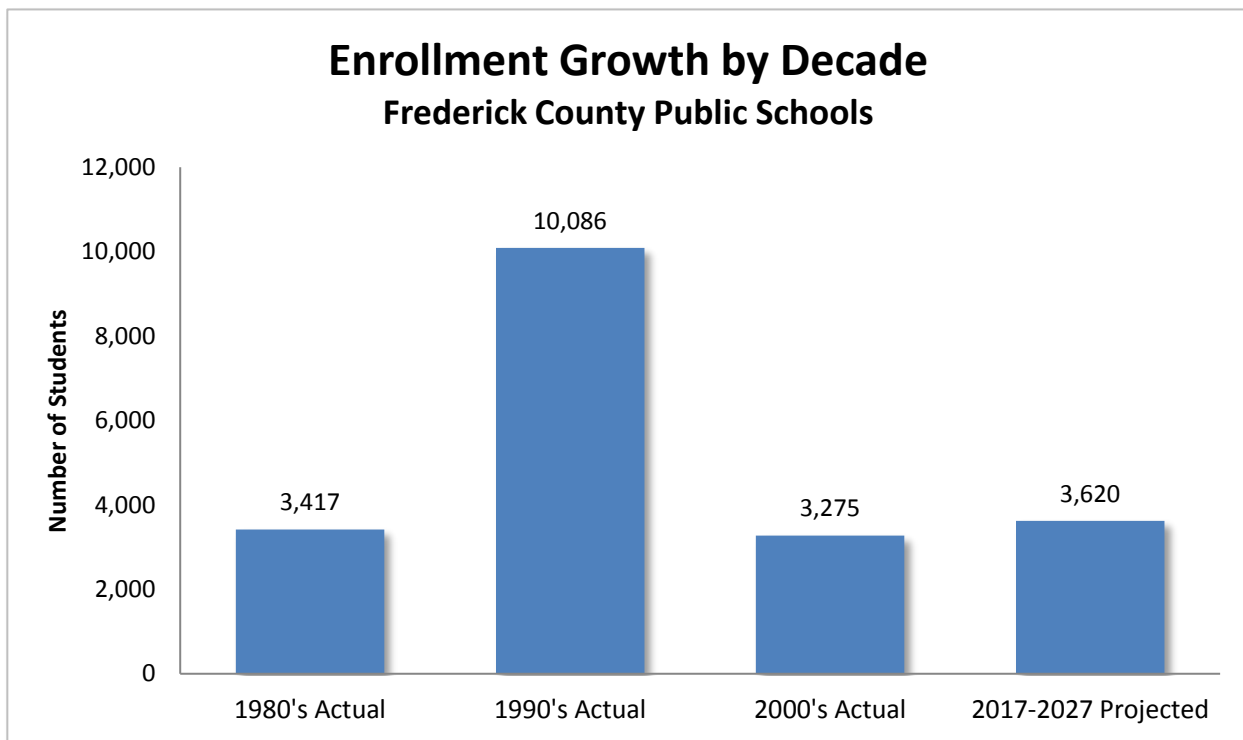
### **School Policies**

- SC-P-07 Standardize school design to accommodate additions and reduce design & construction costs.
- SC-P-08 Maintain a system wide enrollment capacity of 90% at the elementary, middle, and high school levels.
- SC-P-09 Stage development of new school facilities concurrent with new residential growth.
- SC-P-10 Maximize the use of school sites through the construction of multi-story buildings to reduce building footprints and emphasizing bicycle and pedestrian access to minimize parking needs and bus transportation.
- SC-P-11 Utilize school building(s) or sites no longer needed for educational purposes for re-use as public uses or private redevelopment.

## HIGHLIGHTS OF THE EDUCATIONAL FACILITIES MASTER PLAN

### Enrollment Highlights (refer to pages 14, 27-30 of the Plan)

- Projected enrollments for September 2018 (pages 14, 15) show 16 of the County's K-12 schools to be at or over 100% capacity, including eight (8) elementary, six (6) middle schools, and two (2) high schools. System-wide capacities for each grade level, projected for September 2018, are expected to be 94% of capacity at the elementary level, 88% of capacity at the middle school level, and 87% of capacity at the high school level. System wide enrollment, including the special schools, is expected to be 89% of capacity in September 2018.
- Total equated enrollment is projected to increase by 725 students for the 2018-2019 school year.
- The graph below shows historic enrollment growth by decade along with the projected growth for the 10-year period of 2017 – 2027.



- The 10-year enrollment growth for the period 2017 – 2027 is projected to be 3,620 which is a slight decrease from the 2016-2026 period projection of 3,904 students. The annual enrollment increases are projected to average approximately 587 students/year for the first half of the period then decrease to an average of 138 students/year in the second half of the ten year period.
- Projected enrollment increases by grade level for **2017-2027** are:
  - Elementary – 1,034 students (1,621 in 2017)
  - Middle – 732 students (783 in 2017)
  - High – 1,855 students (1,500 in 2017)
  - 10-year Total – 3,620 (3,904 in 2017)

## **Recommended Facilities Plan (refer to pages 35-54)**

There are four major categories of projects identified in the Educational Facilities Master Plan:

- New Capacity Projects

These projects involve construction of new schools or additions that add capacity. Nine (9) of the 12 projects in the 2018 EFMP will add capacity.

- Modernization/Renovation

These projects involve schools that are scheduled for modernization based on several criteria. In general, the criteria are: at least 50% of the building is over 40 years old and the school ranked as a priority in the FCPS “School Modernization Project – Assessment Report”. Limited renovation is also scheduled when it could be coordinated with a new addition planned for the building. Four (4) modernization projects are recommended in the 2018 Educational Facilities Master Plan.

- Land Acquisition

Land acquisition is necessary when it is not anticipated that land dedications will occur through the development review process. Land acquisition is typically necessary for middle and high school projects.

Sites recently dedicated or to be dedicated through the development review process include:

- Sugarloaf ES – dedicated in the Urbana Town Center MXD project
- Monrovia Area ES – dedicated in the Landsdale PUD (alternate site for East County ES)
- Linganore Area ES – dedicated in Hamptons West of Linganore PUD (alternate site for East County ES)
- Monrovia Area HS – site identified adjacent to Monrovia Town Center PUD project
- New Market Area ES – site identified in the Casey PUD project
- Linganore Area MS – site identified in the Blentlinger PUD project
- Butterfly Ridge ES – Hargett property site dedicated by the City for the Butterfly Ridge ES project
- North Frederick Area ES – site identified in the Tuscarora Crossing development
- South Frederick Area ES – site identified in Ballenger Run PUD project

- Major Capital Systemic Projects

These projects involve all major improvements to existing schools either for instructional purposes or systemic repairs due to age or condition. These types of projects include science lab renovations, roof replacements/renovations, mechanical projects, and flooring replacement.

See pages 41-54 for a detailed listing of these projects.

**New Recommended Capacity and Modernization Projects (see page 39)**

FREDERICK COUNTY PUBLIC SCHOOLS  
RECOMMENDED FUTURE PROJECTS  
2020-2028

<u>School</u>	<u>Project Type</u>	<u>Opening Date</u>	<u>Status</u>	<u>Added Capacity</u>
<b><u>ELEMENTARY SCHOOLS</u></b>				
Sugarloaf ES	New School	2020-Aug	Under Con.	725
Urbana ES	Replacement/Addition	2020-Aug	Under Design	214
Waverley ES	Replacement/Addition	2022-Aug	Future Project	603
East County Area ES	New School	2022-Aug	Future Project	725
N Frederick City Area ES	New School	2025-Aug	Future Project	725
Liberty ES	Modernization/Addition	2026-Aug	Future Project	100
South Frederick Area ES	New School	2027-Aug	Future Project	725
<b>Total Additional Capacity</b>				<b>3,817</b>
<b><u>MIDDLE SCHOOLS</u></b>				
MS Addition (location TBD)	Addition	2024-Aug	Future Project	300
Walkersville MS	Modernization	2027-Aug	Future Project	0
<b>Total Additional Capacity</b>				<b>300</b>
<b><u>HIGH SCHOOLS</u></b>				
Brunswick	Modernization/Addition	2023-Aug	Future Project	400
Middletown HS	Modernization	2027-Aug	Future Project	0
<b>Total Additional Capacity</b>				<b>400</b>
<b><u>SPECIAL SCHOOLS</u></b>				
Rock Creek	Replacement	2021-Aug	Future Project	0
<b>Total Additional Capacity</b>				<b>0</b>

The table below reflects both current capacity **and projected** capacity based on the recommended future projects and projected enrollments (See pages 29, 30, & 42).

Grade Level	2017		2027		
	Actual Enrollment	% of Capacity	Projected Enrollment	% of Capacity <i>without planned additional capacity</i>	% of Capacity <i>with planned additional capacity</i> <sup>1</sup>
Elementary	19,044	98%	20,078	99% <sup>3</sup>	86%
Middle	9,625	83%	10,357	90%	87%
High	12,702	86%	14,557	99%	96%
Other <sup>2</sup>	192	50%	195	50%	50%
<b>Total</b>	<b>41,563</b>	<b>88%</b>	<b>45,187</b>	<b>96%</b>	<b>91%</b>

(1) Based on future project recommendations from the 2018 Educational Facilities Master Plan (See page 39 of EFMP).

(2) Rock Creek, Heather Ridge, evening high. Does not include Special Ed Pre-K

(3) Does include Butterfly Ridge ES and Sugarloaf ES as a temporary school for Urbana ES

## **COMPREHENSIVE PLAN SCHOOL SITES**

The County Comprehensive Plan (as amended in 2012) identifies planned school sites as outlined in the table below. The locations of planned school sites are approximate. The 20-year planning period of the County Comprehensive Plan exceeds the 10-year timeframe of the 2018 Educational Facilities Master Plan so there should not be the expectation that every planned school in the Comprehensive Plan would also be listed in the EFMP.

<b>Planning Region</b>	<b>County Comprehensive Plan School Sites</b> <i>(20 year outlook)</i>	<b>2018 EFMP</b> <i>(10 year outlook)</i>	<b>FY 2019-2024 CIP</b> <i>(6 year outlook)</i>
<b>Brunswick</b>	<b>Brunswick Area ES:</b> two alternative sites at Gayln Manor or Brunswick Crossing		
<b>Frederick</b>		Waverly ES: addition open 2022	Waverly ES: replacement/addition open 2022
	<b>Dearbought ES:</b> e/s MD 26 on the northeast side of Frederick City		
	<b>North Frederick City Area ES:</b> near Christopher’s Crossing and Walter Martz Rd.	N. Frederick City Area ES: new, open 2025	Construction after 2024
	<b>West Frederick City Area ES:</b> two alternate sites along Butterfly Ln. (Hargett and Summers properties)	Butterfly Ridge ES: new, open 2018	Butterfly Ridge ES: new open 2018
	Not identified on Comp Plan, though site is available in the Ballenger Run PUD development	South Frederick Area ES – new school, 2027	Not in CIP
	<b>North Frederick City Area MS:</b> near Christopher’s Crossing & Yellow Springs Road		
		MS Addition – alternate project at Crestwood MS, open 2024	MS Addition: alternate locations at either Crestwood or Oakdale, construction 2023
	<b>North Frederick City Area HS:</b> Poole Jones Rd and Christopher’s Crossing		
<b>New Market</b>	<b>Harvest Ridge ES:</b> on Lomar Drive east of Bill Moxley Road		
	<b>Linganore Area ES:</b> site identified in Hamptons West in Linganore PUD	East County Area ES: new, open 2022	East County Area ES Construction in 2022
	<b>Greenview PUD ES:</b> at Mussetter Road and Whiterose Drive		
	<b>New Market Area ES:</b> site identified in the Casey PUD property		
	<b>New Market Area MS:</b> e/s Boyers Mill Rd. identified in Blentlinger property PUD.		
	<b>Mt. Airy Area MS:</b> north side of Town in Frederick County		
		MS Addition – alternate project at Oakdale MS, open 2024	MS Addition: alternate locations at either Crestwood or Oakdale, construction 2023



<b>Planning Region</b>	<b>County Comprehensive Plan School Sites (20 year outlook)</b>	<b>2018 EFMP (10 year outlook)</b>	<b>FY 2019-2024 CIP (6 year outlook)</b>
<b>Urbana</b>	<b>Landsdale PUD ES:</b> w/s of Ed McClain Road north of MD 80		
		Sugarloaf ES: new Open 2018	Sugarloaf ES: new, Open 2018
		Urbana ES: replacement, open 2020	Urbana ES: replacement, open 2020
	<b>Urbana Area ES:</b> vicinity of Ball Rd.		
	<b>Urbana Area MS:</b> vicinity of Ball Rd.		
	<b>Monrovia Area HS:</b> MD 75/MD 80		
<b>Walkersville</b>		Liberty ES – modernization/addition Open 2026	Liberty ES – modernization/addition Open after 2024

## **FINDINGS**

Based upon a review of the Frederick County Comprehensive Plan, the Staff makes the following findings with regard to the 2018 Superintendent’s Recommended Educational Facilities Master Plan:

1. The location and the number of new capacity projects recommended in the Educational Facilities Master Plan conform to the planned school sites identified on the Frederick County Comprehensive Plan.
2. The Educational Facilities Master Plan generally conforms to the appropriate policies within the Frederick County Comprehensive Plan.

## **STAFF RECOMMENDATION**

Staff recommends that the Frederick County Planning Commission find the 2018 Superintendent’s Recommended Educational Facilities Master Plan to be consistent with the Frederick County Comprehensive Plan.

## **PLANNING COMMISSION ACTION**

### **MOTION OF FINDING OF CONSISTENCY**

I move that the Planning Commission **find the Superintendent’s Recommended 2018 Educational Facilities Master Plan to be consistent with the Frederick County Comprehensive Plan** based on the findings of the staff report and the testimony and documentary evidence produced at the public meeting.