

07 Serving Our Citizens

This chapter provides an overview of the County's services and facilities that serve our citizens. Background information is provided describing the current facilities and projected needs. Since the various facilities and services do not all fit into the same category this chapter is divided into three elements as follows:

- *Community Facilities – schools, parks, library, public safety, and human services*
- *Public Utilities – solid waste management and water/sewer service*
- *Affordable Housing – addresses workforce housing*

	Amendment Status
Goals, Policies, Action Items	04/08/2010
Maps and Graphics	04/08/2010
Background Information	04/08/2010

A vision for serving our citizens...

In an era where our communities are increasingly being shaped by the vast and invisible infrastructures of the modern world – namely the rapidly changing communications technology – the responsibility and demand to maintain and improve the tangible infrastructures that hold our communities together is even greater. The citizens and leaders of tomorrow's Frederick County will uphold this responsibility and meet this demand. These infrastructures of streets, sewer lines, parks, and buildings - as well as programs and services - will remain intimately tied to our patterns of land use. Community development principles will be applied to both new and existing growth areas in Frederick County, will guide the deployment of the infrastructure and public services that will maintain efficiency and innovation to support our communities. The Frederick County of tomorrow will provide the support needed by the Baby Boomer generation to live out their golden years, while wisely laying the groundwork for the physical and social infrastructure of the generations to follow.

GOALS

- SC-G-01 Provide for community services and facilities in an efficient and timely manner relative to the pace of growth.
- SC-G-02 Maintain adequacy of public facilities and services relative to existing and projected targeted populations.
- SC-G-03 Locate community services and facilities that maximize accessibility via transit, bicycle, and pedestrian modes of transportation.
- SC-G-04 To the extent feasible, distribute public facilities and services throughout the County on a local, regional, or centralized basis.
- SC-G-05 Ensure that County facilities serve all County residents equally by employing Americans with Disabilities Act (ADA) standards.

POLICIES

General

- 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.

Park Policies

- SC-P-12 Develop the County's park system with a balance of active parks that focus on a variety of recreational uses and passive parks that focus on less intensive uses such as trails, picnicking, historic preservation or natural resource protection.
- SC-P-13 County parkland acquisition is guided by the following thresholds:
Neighborhood parks: 5-acres/1,000 population
Community parks: 10-acres/1,000 population
Regional parks: 10-acres/1,000 population
- SC-P-14 Consider stream corridors within community growth areas for development as public linear parks to allow for greenway/trail linkages both within and between community growth areas.
- SC-P-15 Development of parks in a manner that is sensitive to and protective of natural resource and environmentally sensitive features.
- SC-P-16 Coordinate with the municipalities in the provision of park and recreation facilities.
- SC-P-17 Develop parks in a manner that prioritizes the preservation of archaeological and historic sites and structures.
- SC-P-18 Integrate community parks into community growth areas to maximize bicycle and pedestrian access, and enhance community identity.
- SC-P-19 Prioritize funding to accommodate land acquisition for land banking of new sites, and for the expansion of existing parks.
- SC-P-20 The park/school concept shall be given high priority in order to more efficiently meet local park and recreational needs. Joint use agreements between the Parks and Recreation Commission and the Board of Education and municipal officials (where appropriate) should continue to be established and refined to make all County schools available for recreational use.
- SC-P-21 Promote the development and operation of revenue producing facilities.

Fire and Rescue Policies

- SC-P-22 Support a coordinated volunteer and professional system of fire and rescue services.
- SC-P-23 Locate new fire/rescue facilities within community growth areas and outside of hazard areas as described in the Hazard Mitigation Plan.

Human Services Policies

- SC-P-24 Consult human service providers during preparation of Corridor and Community plans to ensure human service issues, opportunities and uses are addressed and incorporated into those planning efforts.
- SC-P-25 Locate new human service facilities in proximity to the targeted population to maximize efficient access via roads with an emphasis on public transit, bicycle, and pedestrian access.
- SC-P-26 Strive to utilize in-fill areas within Community Growth Areas as hubs for new services/facilities.
- SC-P-27 Locate and combine human service uses/facilities county-wide to more efficiently serve the targeted populations and clients.

STATE VISIONS/PLANS

This chapter supports the following State Visions:

- *Quality of Life and Sustainability*
- *Infrastructure*
- *Housing*

Also included in the chapter is the Work Force Housing Element as required by HB 1160.

RELATED COUNTY PLANS

Frederick County Public Schools Educational Facilities Master Plan

The Educational Facilities Master Plan is prepared on an annual basis and serves as a tool to evaluate current facilities, future needs, and project priorities. This Master Plan has a 10-year outlook for the identification of future needs. The Plan is used as a basis for the Board of Education's (BOE) annual submission for the County's Capital Improvement Program (CIP).

2006 Frederick County Land Preservation, Parks and Recreation Plan

The purpose of the Land Preservation, Parks, and Recreation Plan is to provide the necessary framework from which to develop an integrated and coordinated approach to the provision of park and recreation facilities, agricultural land preservation, and natural resource protection. Under the requirements of Maryland's Program Open Space (POS) and the Federal Land & Water Conservation Fund Act of 1965, the County must prepare and maintain an Outdoor Recreation and Open Space Plan. All land acquisition and park development funded through these programs must be consistent with the approved State and County Land Preservation, Parks, and Recreation Plans. The County's use of POS funding requires such a plan to be updated every six years.

2007 Division of Fire and Rescue Services Comprehensive Review & Master Plan

In 2007, Frederick County undertook a comprehensive analysis of their fire/rescue services in coordination with a consulting firm, TriData. The primary goal of this was to review of current facilities, operations, management, and equipment to determine if the current system was providing effective and efficient service delivery.

In 2008, TriData presented their initial report to the BOCC. An implementation committee was appointed to review and analyze the recommendations contained in the TriData report. Implementation of this plan element will be ongoing as the BOCC will determine the available level of capital operating and personal expenditures.

IDENTIFYING FUTURE FACILITY NEEDS

Three approaches are commonly taken to identify future facility needs. The first identifies need based on the overall County population, the second based on plan build-out potential, and the third based on other demographic trends and characteristics.

For example, park needs in the County are calculated using a per capita acreage factor applied to the entire County population. By contrast, future demand for school facilities is based on the

build-out potential of residential land use designations in the Comprehensive Plan to attain a projected number of dwelling units. Other need determination is based on demographic shifts, such as the increasing share of the population that is over the age of 65 leading to a greater emphasis on the provision of senior services.

While these three broad-brush approaches are used in the County to determine future facility needs, each type of community service may also employ its own particular methodology. For example, while parks needs are determined relative to overall population, they are analyzed according different park categories. School needs that are determined by applying a yield factor to the total number of expected dwellings are analyzed by housing type to estimate the total number of expected future students in the school system by grade level. Additional permutations of need analysis are developed depending on such things as accuracy of data and specific policy objectives.

FACILITY SITING PRINCIPLES

Community facilities including schools, parks, libraries, and other facilities require a significant public investment to construct and maintain. Given that many facilities will continue to serve our communities for several generations it is critical that they be located to effectively serve both current and future residents. It is also important to understand the role facilities such as schools and libraries play in creating a civic focal point and an identity for our communities. The following principles are meant to provide guidance in locating facilities to maximize the efficient use of public funding and to support their long term use in the community.

- Community facilities should be located within Community Growth Areas where infrastructure is available (water and sewer facilities, roads, sidewalks, and public transit).
- Focus community facilities with other activities such as commercial areas and in the physical center of the community where the buildings themselves can help to establish a civic and community identity.
- Community facilities should be located within Community Growth Areas where the greatest population is concentrated to maximize pedestrian, bicycle, and transit access to the facilities.
- Community facilities should support the joint use of buildings and sites to consolidate services and better serve the surrounding community.
- Development proposals should incorporate into their plans and contribute to the construction of community facilities as identified in County Plans.

In addition to these principles, the location criteria for some community facilities have unique requirements or special emphasis. For example, the location of schools emphasize pedestrian and bicycle accessibility between schools and the surrounding residential areas of the community. Regional parks are destination parks with large land area requirements, and should be located in urban *or* rural areas with a service area extending 10 or more miles. Finally, human services facilities have the particular challenge of reaching citizens located throughout the County while most of the human service facilities are centrally located in Frederick City. Decentralizing citizen services throughout the County to make them more accessible to citizen users is the preferred remedy to this situation.

FUNDING

Beyond road and transportation facilities, community facilities that provide direct services to the County's residents represent a significant capital funding investment by the County and the State. In furtherance of the State Planning Vision that: "Funding mechanisms are addressed to achieve these visions", this Plan seeks to maximize the public investment through policies that support collocating different services and uses in the same facility and identifying appropriate locations to maximize their use.

The implementation of these policies is primarily achieved through the County's Capital Improvement Program (CIP). The County's CIP is a six-year program for capital expenditures including schools, parks, libraries, public safety, roads, and public utilities such as solid waste and water/sewer facilities. Capital expenditures may include the construction of new buildings, as well as the expansion or renovation of existing buildings. The costs associated with these facilities may include land acquisition, design/engineering, and construction. Each department evaluates its short term and long term needs, and determines which projects, if any, can be considered Capital Improvement items. Some departments may never have a capital project, while other departments have numerous capital projects such as Public Works and The Board of Education. These items are submitted in the form of departmental requests. The CIP provides Frederick County Government and the public with valuable information on each capital project, such as the scope (i.e., size, capacity, location, etc...); the fiscal year in which the project is scheduled to begin design, engineering and construction, as well as planned completion dates; a programmed amount to be expended each year, and the funding mechanism(s). The CIP also provides policy and guidelines, current Bond Rating, Debt Affordability, and current revenue information on an annual basis.

Funding for the CIP comes from many sources, primarily general fund (property taxes, impact fees, recordation tax, building excise tax), general obligation bonds, enterprise user fees, state & federal grants and developer participation. A Debt Affordability Model is used to determine the amount of new debt the County can afford to issue to support the 6-year CIP. The Model is driven by revenue and growth assumptions with established standards controlling the amount of new debt to be issued over the life of a CIP.

The selection of projects, from among those requested to receive CIP funding, is based on several criteria. First, in accordance with Article 66B of the Annotated Code of Maryland the project must be consistent with the most recently adopted Comprehensive Plan. Second, the project must meet the most recently adopted CIP policy guidelines. These policies are reviewed annually and intended to guide funding decisions during the CIP review process. Finally, there must be sufficient funds available to support the project. The Capital Budget is the first year of the CIP and includes those projects for which funds have been appropriated.

Review of the CIP occurs through several venues including the CIP Staff Funding Committee, the Board of Education, and the Frederick County Planning Commission, with the final approval resting with the Board of County Commissioners. Workshops and public hearings are held to provide County citizens a forum to understand and participate in the CIP process.

COMMUNITY FACILITIES ELEMENT

SCHOOLS

The facilities of the Frederick County public school system as of December 2009 include 68 separate schools buildings, constitute approximately 6.2 million square feet of interior space, and occupy over 1,400 acres of land. The following table displays the number of schools and buildings by grade level.

Table 07-1: Existing School Facilities

Grade Level	Number of Buildings	Number of Schools
Elementary	*45	**37
Middle	14	14
High	9	9
All Levels	68	60

*The Thurmont and Middletown communities have paired schools consisting of a primary school (grades pre-K through 2nd grade) and an elementary school (grades 3-5). Two elementary schools, Lincoln and New Midway/Woodsboro, are housed in two separate buildings.
 **Twenty-five of these have pre-kindergarten programs.

Table 07-2: Number of Portable Classrooms

Grade Level	2007-2008	2008-2009	2007-2008	2008-2009
	Number of Portables		Number of Locations	
Elementary	92	101	24	25
Middle	8	14	3	4
High	42	25	5	5
Total	142	135	31	34

CURRENT CAPACITY AND ENROLLMENT

School capacity is measured according to standards established by the State of Maryland Public School Construction Program (PSCP). According to the PSCP Administrative Procedures, "the state rated capacity is defined as the maximum number of students that reasonably can be accommodated in a facility without significantly hampering delivery of the educational

program...It isn't intended to be a standard of class size, but rather a criterion for evaluating whether a school is overcrowded."

The following table illustrates the overall utilization of existing school facilities relative to enrollment and state rated building capacity as of December 2009.

Grade Level	Enrollment	*Equated Enrollment	State Rated Building Capacity	Percent Capacity
Elementary	18,243	17,741	18,671	95%
Middle	8,999	8,999	11,012	82%
High	12,685	12,685	12,930	98%
Special Schools	273	273	390	70%
Total	40,200	39,698	43,003	92%

*Equated enrollment defines half-day pre-kindergartners as ½ full-time equivalent student. FCPS December 31, 2009

Individual schools may be under or over capacity. The following shows a breakdown of the number of schools that are either at or above capacity, or under capacity as of December 2009.

Grade Level	At or Over 100%	Between 90% and 100%	Below 90%
Elementary	13	11	13
Middle	3	2	9
High	4	3	2

PROJECTED ENROLLMENT

Enrollments in the Frederick County public school system are expected to increase in the future along with the general population, however the rate of growth relative to past trends will slow. System wide enrollment is projected to increase by a total of approximately 5,487 students between 2010 and 2018. This is in contrast to the historic growth of 10,086 students from 1990-2000.

The following chart shows the historic and projected total enrollment between 1970 and 2017, the enrollment growth by year between 1960 and 2010, and the projected enrollment growth by grade level.

Table 07-5: Historic and Projected Enrollment

Total Enrollment		Enrollment Growth By Decade		2008-2018 Enrollment Growth by Grade Level	
Year	Number of Students	Year	Number of Students	Grade Level	Number of Students
1970	19,389	1960-1970	5,090	Elementary	4,201
1980	23,459	1970-1980	4,070	Middle	1,167
1990	26,876	1980-1990	3,416	High	165
2000	36,961	1990-2000	10,086		
2010	41,135	2000-2010	3,245		
2017	45,975	2010-2018	5,487		

PLANNED FACILITIES

Facility needs may be addressed through new schools, additions to existing schools, and on a temporary basis with the use of portable classrooms. In some cases modernization and renovation of existing buildings, may be combined with additions to increase capacity of a particular school.

This Plan identifies 14 new school sites in the County. The total number of new seats is noted based on the following maximum school capacities: elementary – 700 seats, middle – 900 seats, and high – 1,600 seats. The locations indicated below are approximations and are not fixed on specific parcels.

Elementary School Sites – 6,300 new seats

- Harvest Ridge site - the vicinity of Bill Moxley Road and Lomar Dr.
- Linganore Community – site previously in Woodridge area moved to the Town Center area of the Linganore PUD.
- Monrovia - near the intersection of Ed McClain Road and MD 80.
- Greenview PUD - corner of Mussetter Road and Whiterose Dr.
- Dearbought - along MD 26 on the northeast side of Frederick City.
- North Frederick City – near Christopher’s Crossing and Walter Martz Road around the northern portion of Frederick City.
- West Frederick City – Two (2) sites between I-70 and Butterfly Lane (on Hargett and Summers properties)
- Brunswick – Two (2) sites in Gaylan Manor and in Brunswick Crossing

Middle School Sites – 2,700 new seats

- North Frederick City – south of Christopher’s Crossing and Yellow Springs Road.
- New Market – northeastern quadrant of MD 75 and Old National Pike.
- Mount Airy – north side of Town in Frederick County.

High School Sites – 1,600 new seats

- North Frederick City – near the intersection of Poole Jones Road and Christopher’s Crossing.

PARKS

Frederick County has a very diverse system of parks comprised of municipal, county, state, and federal sites. The local parks under the county and municipal jurisdictions are primarily oriented to active park uses including playing fields, playgrounds, and picnic areas. The state and federal parks are oriented to resource protection though they also provide active uses such as camping and hiking. As the County and its communities continue to grow the role and function of parks may also evolve. Park system functions may include:

- Active Recreation Uses – oriented to playing fields, hard court sports, playgrounds, swimming pools, and recreation center buildings.
- Passive Uses – walking/hiking/bicycling trails, picnic areas, gardens, informal open/play fields.
- Natural Resource Protection – Protection of environmental features such as mountain and forestlands, wetlands, stream valleys, and watersheds.
- Historic Preservation – Focus on protecting/preserving a historic site or structure.
- Civic/Community Focal Point – Provide social gathering space, host festivals and cultural events.

Depending on the size of a given park, several different functions may be provided in a single park. For the County's parks the recent trend has been to develop fewer but larger park sites that are able to accommodate many different functions. With a focus of this Plan on having more intensely developed and redeveloped Community Growth Areas that may have more urban characteristics the role of parks will be more significant in providing a community amenity.

PARK TYPOLOGY

Within the context of the park functions described above the County will continue to classify its parks based on amenities, size, and the geographic service/catchment area surrounding the park. The park categories currently used by the County include:

Park Type	Acreage Range	Service Area	Type of Amenities
Neighborhood	1 to 10 acres	1/2 mile, within walking distance	playgrounds, picnic tables, benches and informal playfields
Community	30 to 100 acres	2+ miles	athletic fields, court game areas, picnic pavilions, playgrounds, trails, natural areas and pools
Regional	100+ acres	10+ miles	may have a higher quantity of recreational facilities than Community Parks and/or specialized facilities (i.e. natural areas, pools, multi-purpose buildings, etc.)
Special Use	can vary from 1 to 50 acres	Countywide	roadside overlooks & picnic sites, river access points, historic sites
Conservation/Resource	1,000+ acres	Countywide	natural resource protection & conservation and passive uses such as hiking, fishing, nature study and camping.

EXISTING PARK FACILITIES

The following table gives an overview of the existing public parkland resources in Frederick County.

Table 07-7: Existing Public Parkland

Park Type	Municipal Acres	County Acres	Board of Education Acres	State Acres	Federal Acres	Total Acres
Neighborhood	536	12	281	---	---	829
Community	866	328	281	---	---	1,475
Regional	186	933	---	---	---	1,119
Special Use	---	519	---	---	---	519
Resource	² 8,577	---	---	11,267	8,681	28,525
Total	10,165 acres	1,792 acres	¹562 acres	11,267 acres	8,681 acres	32,467 acres

(1) Board of Education acreage is calculated as 50% of Middle and High School sites and 33% of Elementary School sites. The State allows up to 60% of a school site to be counted towards local parkland acreage.
 (2) Watershed Properties

The existing park facilities owned and operated by Frederick County are as follows:

Table 07-8: Existing County Park Sites

Park Name	Park Type	Acres
Ballenger Creek Park	Regional	127
Brunswick/Jefferson Area Park	Regional	214
Buckeystown Park	Community	18
Carroll Creek Park	Special Use	27
Catoctin Creek Park	Special Use	139
Creagerstown Park	Special Use	5
Devilbiss Bridge River Access	Special Use	1
Dudrow Park	Special Use	27
Fahrney Branch Park	Special Use	35
Fountain Rock Park & Nature Center	Special Use	22
Fountaindale Park	Neighborhood	8
Green Hill Park	Community	21

Table 07-8: Existing County Park Sites

Park Name	Park Type	Acres
Kemptown Park	Community	72
Kingsbrook Park	Special Use	25
Libertytown Park	Community	101
Loys Station Park	Special Use	7
Middletown Park	Community	79
Monocacy River Park	Special Use	60
Monocacy/Overlook Park	Special Use	55
Old National Pike Park	Regional	156
Pinecliff Park	Regional	94
Point of Rocks Community Commons	Neighborhood	4
Point of Rocks Park	Community	17
Robin Meadows Park	Special Use	19
Rocky Ridge River Access	Special Use	19
Roddy Road Park	Special Use	16
Rose Hill Manor Park	Special Use	43
Urbana District Park	Regional	95
Urbana Park	Community	20
Urbana Centerville Park	Special Use	19
Utica Park	Regional	247
Total		1,792

In addition to these park facilities, the County's Division of Parks and Recreation operates eight recreation centers and the City of Frederick operates two at the following schools:

- Centerville Elementary
- Deer Crossing Elementary
- Emmitsburg Community Center (while not a school, recreational programs are provided through this facility)
- Middletown Primary
- Oakdale Elementary
- Thurmont Middle
- Tuscarora Elementary
- Walkersville Elementary (scheduled to open in Fall 2010)
- Thomas Johnson Middle (City of Frederick)
- Whittier Elementary (City of Frederick)

ADEQUACY STANDARDS

The State of Maryland allows local governments to adopt an acreage goal of 30 acres per 1,000 people. According to State standards, state and federal parkland can be counted toward this goal. Accordingly, the County has approximately 90 acres per 1,000 people of state and federal parkland alone.

However, the majority of the state and federal parkland does not meet the local needs for various playing fields to accommodate soccer, softball, baseball and other sports. Therefore, since 1988 the County has used a locally adopted acreage standard of 25-acres/1,000 population that focuses only on locally owned municipal and county parkland. This standard is further broken down into three subcategories based on park type to serve as a guideline to identify current and future park land needs.

Table 07-9: Park Acreage Standard by Park Type

Park Type	Acreage Standard
Neighborhood	5 acres / 1,000 persons
Community	10 acres / 1,000 persons
Regional	10 acres / 1,000 persons

Based on the existing parkland acreage, which includes municipal (excluding watersheds), county, and school sites, the County has 17 acres of parkland per 1,000 people. The following tables identify current and projected acreage needs based on the County's current and projected population:

Table 07-10: Current Parkland Needs

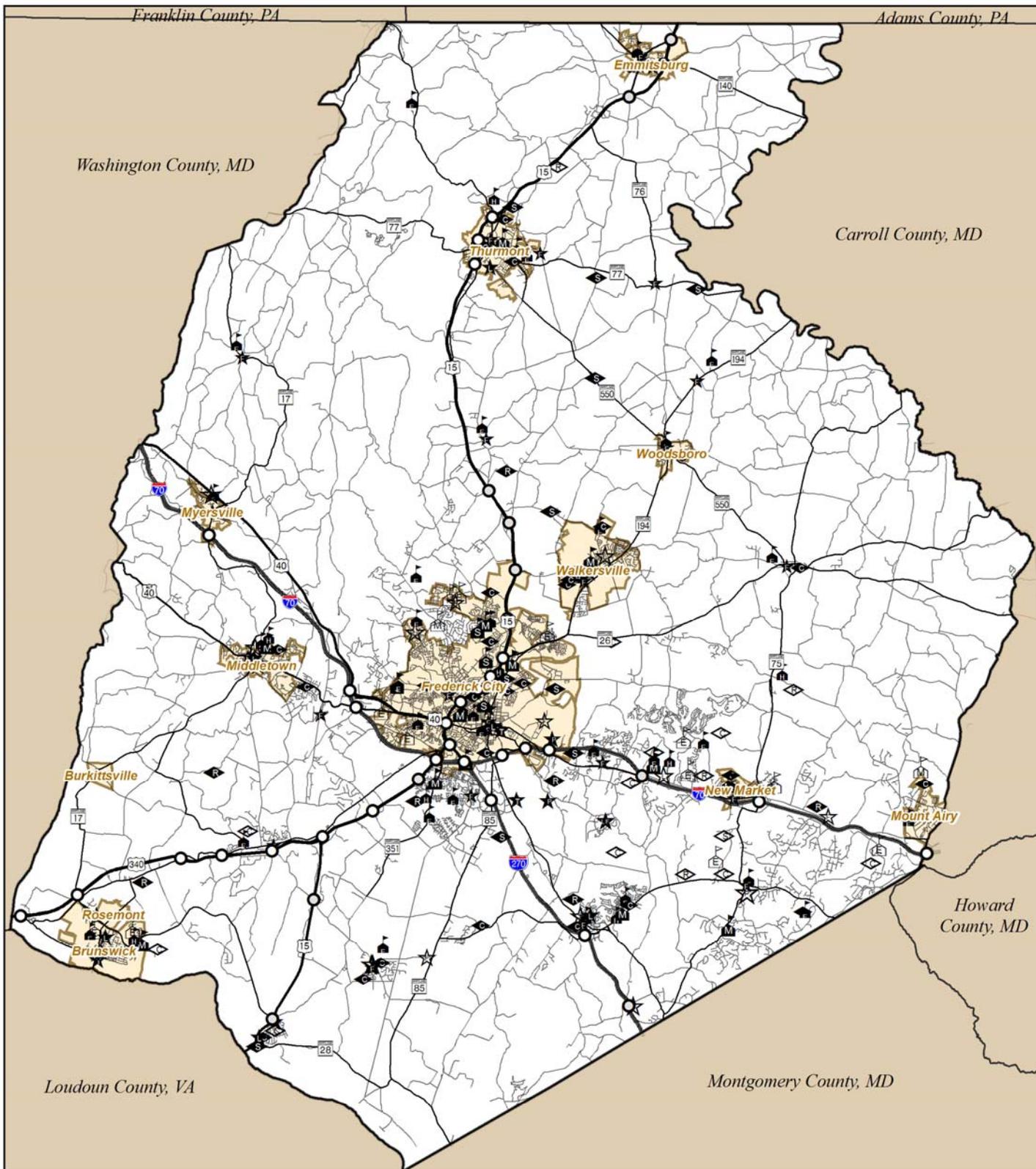
Park Classification	2009 Population: 233,439		
	2009 Existing Acreage	2009 Acreage Needs	2009 Acreage Deficit
Neighborhood	829	1,167	338
Community	1,475	2,334	859
Regional	1,119	2,334	1,215
Total	3,423 acres	5,836 acres	2,413 acres

Table 07-11: Projected Parkland Needs

Park Classification	2020 Population: 287,900		2030 Population: 331,700	
	2020 Cumulative Needs	2020 Acreage Deficit	2030 Cumulative Needs	2030 Acreage Deficit
Neighborhood	1,440	611	1,659	830
Community	2,879	1,404	3,317	1,842
Regional	2,879	1,760	3,317	2,198
Total	7,198 acres	3,775 acres	8,293 acres	4,870 acres

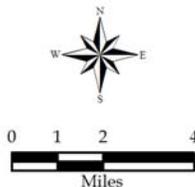
*2020 and 2030 populations are based on Maryland Department of Planning. October 2008.

Map 07-1: Community Facilities



Community Facilities

Existing	Proposed	
★	☆	Fire Station (F)
◆	◇	Police Station (PS)
■	□	Library (L)
		Community Park (C)
		Regional Park (R)
		Special Park (S)
		Elementary School (E)
		Middle School (M)
		High School (H)
		Special School (S)



Division of Planning
GIS & Data Services Section

April 8, 2010

While efforts have been made to ensure the accuracy of this map, Frederick County accepts no liability or responsibility for errors, omissions, or positional inaccuracies in the content of this map. Reliance on this map is at the risk of the user. This map is for illustration purposes only and should not be used for surveying, engineering, or site-specific analysis.

PLANNED FACILITIES

This Plan identifies 15 planned park sites in the County, which assuming 100 acres for each Community Park and 200 acres for each Regional Park would add 2,000 acres to the County's system. In addition to new parks some of the parkland needs may be accommodated by adding land to existing parks. The locations indicated below are approximations and are not fixed on specific parcels.

Community Parks – 1,000 acres

- Brunswick – east side of the City south of MD 464
- Jefferson – between Broad Run Road and Old Middletown Road.
- Adamstown Commons – site identified in the development on north side of Doubs Road.
- Monrovia – vicinity of Ed McClain Road and MD 80.
- Harvest Ridge area - near Bill Moxley Road and Lomar Drive.
- Linganore – potential stream-valley park along Bens Branch and Crickenberger Road.
- Linganore – in the Linganore Town Center north of Meadow Road and I-70.
- Bartonsville - south of MD 144 and west of Ijamsville Rd.
- Urbana – north side of Ball Rd.
- Walkersville – south side of MD 26 to the east of MD 194.

Regional Parks – 1,000 acres

- Linganore – west side of Boyers Mill Rd. south of Summerfield.
- Urbana – along MD 80 between Urbana and Monrovia.
- Old Annapolis Road – in the vicinity of Linganore High School.
- North County – between Thurmont and Emmitsburg along the east side of US 15
- Point of Rocks – in the vicinity just north of the community

ELEMENT OF GREEN INFRASTRUCTURE PLAN

Parks are not only intended to serve as recreational and aesthetic amenities to County residents, but in some circumstances are intended to act as part of a larger Countywide effort for natural resource protection as described in chapter four of this plan, *Conserving Our Natural Resources and Green Infrastructure*. As described in that chapter, parks/protected lands are typically either large areas of preserved woodland, or “greenways” that follow the geography defined by a natural feature, such as a mountain ridge, river, or creek.

These areas serve a variety of non-recreational functions, such as water quality protection and supply, flood hazard reduction, aquifer recharge, preservation of habitat for wildlife, and erosion prevention. However, natural features also serve as parkland for the community at large because they provide scenic beauty and recreational opportunities such as hiking, hunting, camping, and picnicking.

The County park type most likely to serve as a green infrastructure element is the regional park. They are typically 200 or more acres and may be located adjacent to or contain water features such as rivers, stream valleys and ponds. While these parks are still primarily oriented to providing active recreational uses their larger size also allows for significant portions of a park to remain in a natural state for conservation-related purposes.

LIBRARIES

EXISTING FACILITIES

Frederick County Public Libraries currently operates the following eight public libraries in Frederick County:

- C. Burr Artz Public Library - system headquarters
- Thurmont Regional Library
- Urbana Regional Library
- Brunswick Branch Library
- Emmitsburg Branch Library
- Middletown Branch Library
- Walkersville Branch Library
- Edward F. Fry Memorial Library at Point of Rocks

Additional library services include a bookmobile that travels to senior centers and day care centers for at-risk children, and library operations for the County Detention Center.

LIBRARY TYPES

For the purposes of planning for new library facilities the County classifies libraries as either regional or branch libraries. At present each of the County's eight planning regions has at least one library facility and all are located in Community Growth Areas. This Plan does not specify the type of new libraries or the upgrading of existing libraries. The type of library as described below will be determined by the size of the surrounding community, available land, and opportunities for joint uses.

Branch Library

- Building size - 2,500 - 15,000 square feet. May be a standalone building or can be accommodated in a community center/multi-use building
- Parcel size – 2-3 acres
- Support smaller communities at pre-school through twelfth grade educational levels.

Regional Library

- Building size – 25,000 square feet minimum
- Parcel size – 3-4 acres
- Able to accommodate joint uses

PLANNED FACILITIES

This Plan identifies five planned library sites. The locations indicated below are approximations and do not reflect any actual holdings. They are to indicate future need and the general location of the facility.

Library Sites

- West Frederick City – new branch facility near the intersection of Kemp Lane and Christopher’s Crossing near the Whittier development.
- Town of Middletown – replacement of an existing facility to the north side of Town east of MD 17.
- Linganore – new branch facility in the Linganore Town Center commercial area between Oakdale High School and Old National Pike.
- Town of Walkersville – replacement of existing branch facility currently on Frederick Street
- Town of Myersville – new branch facility to be located on site of old town hall.

PUBLIC SAFETY

POLICE

Public law enforcement agencies operating in Frederick County include the following:

- Frederick County Sheriffs Office
- Maryland State Police, Frederick Barracks
- City of Frederick Police
- City of Brunswick Police
- Town of Thurmont Police

The Frederick County Sheriff’s Office provides the primary law enforcement services to the unincorporated portions of the County, in addition to providing security for the County Courthouse and operation of the County’s Adult Detention Center. The Sheriff’s Office also provides patrol services on a contractual basis to several municipalities including Emmitsburg, Myersville, and Middletown.

The Sheriff’s Office is based in the Frederick County Law Enforcement Center located adjacent to the Frederick Municipal Airport. All major law enforcement service and administration is managed and operated from this facility, which is also home to the Department of Emergency Communications 911 Call Center and Barrack B of the Maryland State Police.

The facilities strategy pursued by the Sheriff’s Office has shifted from the construction of fully staffed substation buildings located throughout the County. The only substation that is still planned to be constructed will be part of a new Green Valley Fire Station to be located in Monrovia.

The current strategy is to supply field offices. Unlike substations, field offices would not be fully staffed 24 hours a day, but rather would be spaces located in existing or planned County buildings such as libraries and fire stations where law enforcement personnel can perform follow ups, contact citizens, return phone calls, and prepare reports. There are field office's located at the Urbana Regional Library, and in the Point of Rocks Fire Station.

Measure of Service

There are currently 185 sworn, full time officers employed in the Sheriff's Office. Based on the July 2008 County population excluding the City of Frederick, (170,925 people) this results in a measure of service of approximately 1.1 officers per 1,000 population.

FIRE AND RESCUE

The County's Division of Fire and Rescue Services oversees all fire and rescue services and facilities in the County including those located in the municipalities. Fire and rescue services are provided through a combination of both volunteer and career responders. There are approximately 800 to 1,000 volunteer responders and 358 career fire/rescue personnel.

Fire/Rescue Facilities

There are 30 fire and rescue stations in Frederick County with ownership split between the County and the individual volunteer fire and ambulance companies. The County owns three of these, the Westview Station, Green Valley Station, and the Spring Ridge Station, while volunteer companies own the rest.

Measure of Service

In 2007 there were 27,456 calls for service. This results in an approximate measure of service for 2007 of 118 calls per 1000 population. Total call volume for 2005 was 22,824 and for 2006 were 25,136, which result in a measure of service of 103 calls per 1,000 population in 2005 and 111 calls per 1,000 population in 2006.

The highest concentrations of incidents are occurring within the City of Frederick. In fact, 51% of all incidents occurring in 2006 were located within the City of Frederick and the surrounding areas. This includes 52% of EMS incidents and 46% of fire incidents.

The current Fire and Rescue Service Master Plan, completed in 2008, recommends that while the current arrangement of facilities provides adequate coverage of the County, relocation and or consolidation of some stations may improve efficiency and overall response times.

PLANNED FACILITIES

There is one planned police station and there are eight planned fire stations. The locations indicated below are approximations and do not reflect any actual holdings. The corresponding symbols on the Land Use Plan map are to indicate the general location of the facility in the future.

Sheriff Substation

- Monrovia – near the intersection of MD 75 and MD 80. This substation would be part of a new Green Valley Station replace an existing station.

Fire stations

- Brunswick – relocation of the Brunswick Fire Co. from downtown Brunswick to MD 17 adjacent to the Brunswick Crossing development.

- Adamstown – relocation of the Carroll Manor Fire Co. from Adamstown to the intersection of New Design Rd. and Adamstown Rd.
- South Urbana – While a fire station symbol is not shown on the Land Use Plan map a station in this area between I-270 and MD 355 would be considered if the Hyattstown Fire Station is closed.
- East County – new station between New Market and Mount Airy along Old National Pike.
- East Frederick City – new station in the vicinity of the Frederick Municipal Airport.
- North Frederick City – new station in the vicinity of Christopher’s Crossing and Walter Martz Rd.
- Middletown – relocation of existing station on MD 17 in downtown to a site adjacent to the Middletown Primary School on Franklin St.
- Monrovia – relocation of New Market/Green Valley substation currently located at the southeast corner of MD 75 and MD 80.

HEALTH AND HUMAN SERVICES

Health and Human Services is a new element to a County comprehensive plan and is relevant to the County’s long range planning in several respects. Foremost is the trend of an aging population that is projected to increase as a total proportion of the County’s population. This will have implications for the level of direct services that County government provides and for other issues such as transportation and housing. Including these services in the comprehensive plan will also establish a more coordinated effort for new facilities to consider shared space in other County facilities and to ensure the services are located in proximity to the population they would serve.

COUNTY GOVERNMENT SERVICES

The Citizens Services Division of Frederick County Government is comprised of the following departments that provide a variety of programs and services:

- The Office for Children and Families
- The Department of Aging
- The Department of Human Relations
- Family Partnership
- Head Start
- Child Advocacy Center
- The Department of Housing and Community Development

Office for Children and Families

The Office for Children and Families is the staff to the Local Management Board, a state and county legislated board. This office administers grants which fund a broad spectrum of children and families services in Frederick County. The office provides fiscal and programmatic oversight of all grant funded programs, including the ongoing provision of technical assistance to sub awardees. The office is also responsible for the administration of the Local Coordinating Council, a state mandated interagency body which reviews and oversees community-based and residential services for highly at-risk youth. Finally, every three to five years OCF/LMB is required to conduct a community needs assessment in order to gauge and guide all children, youth, and family services in the Frederick Community. During the most recent (2007) assessment childcare and childcare centers were indicated as a pressing need in the County.

Department of Aging

The Department of Aging serves the over 60 years of age population of Frederick County, their caregivers, and their family members. The State of Maryland projects that by 2030, the proportion of the total population in Frederick County that is over the age of 65 will almost double from 9.6% to 18.3%. This means that while one out of ten people in the year 2000 were over the age of 65, two out of ten will be over the age of 65 in the year 2030.

The Department of Aging operates five senior centers throughout the County. They are located in Frederick, Emmitsburg, Brunswick, Thurmont, and Urbana. These centers provide meals, recreation and education programs, health screenings, and a place to socialize with others in the community. Two additional senior centers are planned for Middletown and Walkersville. While some residents are able to access the senior centers by driving/carpooling and walking the Department also has a van at each center to provide door to door transportation. Residents may also use the County's TransIT paratranist service and only the Frederick senior center can be accessed on TransIT's fixed route service.

Family Partnership

Family Partnership (FP) operates two family support centers (Frederick and Emmitsburg) in leased facilities. FP serves both expectant mothers and young families with children age 0 to 4. Neither of the family support centers is a licensed day care center, so the parents must always be present when the children are on site. The services provided at the centers include: education and employment classes, developmental child care, parenting, life skills, health workshops, and service coordination. The County provides limited transportation for families using the centers. The Family Partnership staff also conducts home visits.

Head Start

Head Start is a federally funded early childhood education and family service whose primary target population is families, who have limited income (federal income guideline criteria applied), with children aged 3 and 4 years. Head Start operates 15 classrooms in 11 locations primarily in County facilities and elementary schools. Some services are conducted in families' homes. Three of the classrooms operate full days year round in order to assist underemployed working parents, while the others operate as half day for the ten month school year.

Center Name	Location	Facility Owner
Carroll Creek	401 Sagner Ave., Frederick City	Frederick County
Carver	Madison Ave. Frederick City	City of Frederick
Emmitsburg	Emmitsburg Community Center	Frederick County
Hillcrest	Hillcrest Elementary School	Board of Education
Market Street	Citizens Services building	Frederick County
North Frederick	North Frederick Elementary School	Board of Education
Riverside	Riverside Technology Park	Frederick County (leased)
Rock Creek	Rock Creek School	Board of Education
Sagner	Police Activity League building	City of Frederick
Walkersville	35 E. Frederick Street, Town of Walkersville	Children's Center of Walkersville
Waverley	Waverley Elementary School	Board of Education

Both Family Partnership and Head Start serve families with young children who require additional child care and other family oriented resources. Currently, the two Family Partnership sites in the Emmitsburg Community Center and the Riverside Technology Park are co-located with Head Start. Future sites for Head Start and Family Partnership facilities should allow for the joint use of these programs and should also be sited to serve families outside of the City of Frederick.

Child Advocacy Center

The Child Advocacy Center of Frederick County (CAC) is an agency set up to assist children who are victims of sexual and physical abuse. The CAC provides medical examines, counseling and advocacy for victims. The CAC also coordinates services from the Department of Social Services' Child Protective Services Division, local police agencies, and the Frederick County State's Attorney's Office. Victims and families also receive information and referrals to other appropriate community agencies. The CAC only receives referrals from the Frederick County Department of Social Services' Child Protective Services Division (CPS) or local law enforcement agencies.

Non-Profit and Charitable Organizations

Non-profit and charitable organizations provide a wide range of human services and play a significant role in advancing the vitality of communities throughout the County. These organizations greatly expand the range of human services offered in the County compared to those that the County itself provides. Some types of services offered by non-profit and charitable organizations in Frederick County are as follows:

- Aid and assistance for person with developmental disabilities.
- Adult daycare services for the elderly providing meals, transportation, care, and therapeutic activities.
- Provision of housing for people with developmental disabilities.
- Residential treatment for alcohol and drug dependant adults.
- Organizations that provide general services such as food, shelter, medical care, housing, and other forms of assistance to families and individuals who are low-income or homeless.

- Comprehensive services for victims and survivors of domestic violence, rape/sexual assault and child abuse.
- Education, training, and career services for people with disadvantages, such as welfare dependency, homelessness, and lack of education or work experience, as well as those with physical, mental and emotional disabilities.
- Provision of emergency food assistance, eviction prevention services, budget counseling, financial assistance for utility payments, and assistance with health care, dental care, and prescription medications.
- Services to promote and build family functioning.
- Umbrella services that organize other charitable and volunteering activities.

ACTION ITEMS

Schools

- SC-A-01 Develop a school site land banking program as part of its overall land development review process.
- SC-A-02 Promote Safe Routes to Schools program through plans and programs that enhance pedestrian accessibility and safety.
- SC-A-03 Update the pupil yield factor study every two years.

Parks

- SC-A-04 Establish standards for the provision of recreational amenities servicing commercial and employment projects.

Public Safety

- SC-A-05 Periodically undertake comprehensive reviews of public safety needs based upon future growth projections to establish minimum standards for police and fire/rescue protection.
- SC-A-06 Mutual aid agreements between Frederick County and all adjoining jurisdictions should continue to be sought and/or refined to clarify responsibilities and improve protection services.
- SC-A-07 Establish Response Time Standards for fire and rescue services and ensure that fire and ambulance services are provided in accordance with these adopted standards.

Human Services

- SC-A-08 Review the Zoning Ordinance to allow for implementation of human services in appropriate districts to further the delivery of the services to the community.
- SC-A-09 Map (assess) human services components to better gauge issues and opportunities in an effort to identify, predict and prioritize county and community level needs.

PUBLIC UTILITIES ELEMENT

POLICIES

Water and Sewer Policies

- PU-P-01 Compliance with the County's Water and Sewerage Plan and its policies is required of County Government agencies.
- PU-P-02 Cooperate with the municipalities in joint planning of future water and sewerage services.
- PU-P-03 Extension and interconnection of existing water and sewerage systems to facilitate infill development is preferred over establishment of new systems in order to maximize economies of scale and system flexibility.
- PU-P-04 Protect public water impoundments, their watersheds, and public community groundwater systems from contamination due to incompatible land uses.
- PU-P-05 Encourage water conservation measures in all County systems through the plumbing code and through establishment of programs for this purpose.
- PU-P-06 Discourage the establishment of individual well & septic systems, and individual well & public sewer systems within Community Growth Areas.
- PU-P-07 Discourage the construction of new water/sewer service that relies on individual wells with a community sewerage system.
- PU-P-08 Consider, and when appropriate, encourage the use of well-demonstrated alternative technologies and methodologies for the treatment of wastewater (sewage) both municipal and private onsite disposal systems.
- PU-P-09 Multi-use water and wastewater systems may be appropriate for permitted and special exception uses in areas outside of community water/sewer service areas if deemed consistent with the Comprehensive Plan. The determination of consistency may consider but not be limited to the size and intensity of the proposed use, the surrounding existing and planned development patterns and land uses, and the proximity to environmentally sensitive lands.

Solid Waste Management Policies

- PU-P-10 Cooperate with other jurisdictions in developing regional solutions to solid waste management problems.
- PU-P-11 Integrate solid waste management systems and programs to ensure reliable, safe and cost effective disposal and recycling services for Frederick County residents.
- PU-P-12 Construction of a regional energy recovery facility or waste-to-energy (WTE) per the Board of County Commissioner approved plan and to be located in the McKinney Industrial Park adjacent to the Ballenger Creek Wastewater Treatment Plant and Division of Utilities and Solid Waste Management headquarters is consistent the County Solid Waste Management Plan and this Countywide Comprehensive Plan.

RELATED COUNTY PLANS

1998 Frederick County Solid Waste Management Plan

This plan provides the data and planning framework to make decisions about the implementation of capital construction and management programs for solid waste facilities. Additionally, the Plan also serves as a blueprint for accomplishment of Frederick County's goal to recycle waste as mandated by the State of Maryland. Finally, the Plan articulates and identifies issues that the County must address in the future.

2008 Frederick County Water and Sewerage Plan

The purpose of the Master Water and Sewerage Plan is to provide an overview of the planning policies, needs, and planned infrastructure related to community and individual water and sewerage systems. The Water and Sewerage Plan is organized into four chapters, appendices, and maps defining the various service classifications.

SOLID WASTE MANAGEMENT

The 1998-2017 Solid Waste Management Plan includes recommendations for the sizing and staging of needed management facilities, the organization of collections systems for solid waste and recyclables, and required modifications to County policies and regulations. The Division of Utilities and Solid Waste Management (DUSWM) is responsible for management of the County's solid waste facilities.

The County's sanitary landfill and allied waste management facilities is located at Reich's Ford Road to the southeast of Frederick City. Landfill operations include monitoring and managing a "closed" Site 'A' Landfill, the management of the operational Site 'B' Landfill, as well as the operation and maintenance of a waste processing and transfer station.

The County's solid waste management program includes the following operations, facilities and activities:

- Countywide curbside recycling program in the City of Frederick
- Maintain 12 residential recycling drop-off centers throughout the County
- Maintain two yard waste recycling centers (Walkersville and Reich's Ford landfill)
- Coordination of nine waste-oil recycling centers
- Organization of the Household Hazardous Waste Drop-off events

CURRENT AND PROJECTED NEEDS

The current and projected needs of solid waste management in Frederick County revolve around reorganizing solid waste management practices to solve the problem of an over-capacity landfill and the increasing waste disposal needs of a growing population. Several alternatives for meeting the demand for new capacity have been pursued including:

- Optimize the existing landfill capacity, through redesign of disposal cells in the County landfill.
- Increase the overall landfill capacity through an increase in height and side slope grade.
- Secure long-term waste disposal capacity in landfills outside the County and construct a transfer station to facilitate waste transfer operations.
- Expanding residential curbside recycling collection services to all residential properties in the County.
- Development of a regional (Carroll/Frederick) Waste to Energy (WTE) Facility, which provides for the recovery of energy from post recycling municipal solid waste.

All of these measures have been implemented or are underway. The modified liner design for the landfill cells increased the amount of landfill capacity by approximately 129,000 cubic yards or the approximate equivalent of 75,000 tons of disposal capacity. In March 2003 the DUSWM requested a permit modification to allow for a vertical expansion of the Site B landfill and to increase the landfill's design side slope from 4:1 to 3:1. The MDE approved the new permit in May 2007. By increasing the height of the landfill, approximately 2 million cubic yards of additional waste disposal capacity can be provided.

In April 2005 the County entered into a long-term waste transportation and disposal contract with Waste Management Incorporated, which provides the County with out-of state landfill capacity and waste transportation services until 2011. Additionally, the County has recently opened a transfer station at the Reich's Ford landfill to facilitate shipment of waste out-of-state and to improve its recycling efforts. Long term solid waste management strategies for the portion of solid waste that cannot be recycled should consider emerging technologies, which have been deemed as fully demonstrated at the scale necessary for Frederick County. Frederick County, through the Northeast Maryland Waste Disposal Authority, completed a comprehensive investigation of fully demonstrated solid waste disposal system technologies and in 2009 completed a multi-year procurement for a state-of-the-art WTE facility.

WATER AND SEWERAGE SYSTEMS

One of Frederick County's primary roles in protecting public health, safety, and welfare is to assure a dependable, safe, public supply of water to its citizens. The provision of public water and sewer service in an efficient manner not only protects public health and the environment but facilitates orderly and compact development patterns in Frederick County, consistent with the Comprehensive Plan. The primary means of planning for water and sewer is through the County's Water and Sewerage Plan, which was recently updated in 2008. The Water and Sewerage Plan includes goals and policies for water and sewer planning, identifies current and planned service areas and, documents system capacities and use.

WATER AND SEWERAGE PLAN REVISIONS

The Comprehensive Plan has resulted in revisions to the community growth area boundaries, land use plan designations, and zoning, which will be reflected in amendments to the Water and

Sewerage Plan classifications for individual parcels. The following types of amendments to the Water and Sewerage Plan will be made:

Service Area Boundaries

The service area boundaries for water and/or sewer service areas would be adjusted to match revisions to the community growth area boundaries. As parcels are shifted into or out of a water/sewer service area their water/sewer classification would also change.

No Planned Service Classification

Parcels removed from a water/sewer service area would be classified No Planned Service (NPS) on the Water and Sewerage Plan. This classification will also apply to parcels designated Agricultural/Rural but are within a community growth area and the water/sewer service area. The Agricultural/Rural land use plan designation within a community growth area is used as a development staging mechanism to indicate a longer term development time frame. Subsequent plan updates may apply a development land use plan designation that would be matched with the appropriate water/sewer classification.

Planned Service Classification

The Planned Service (PS) classification is applied to parcels within a community growth area that have a land use plan designation other than Agricultural/Rural or Natural Resource. These parcels could also be zoned Agricultural or Resource Conservation. The PS classification generally indicates that water/sewer service would be available in an 11-20 year time frame.

S-5/W-5 Long Range Plan Classification

The S-5/W-5 classification generally indicates that water/sewer service would be available in a 7-10 year time frame. An S-5/W-5 classification would be applied to parcels with a land use plan designation other than Agricultural/Rural or Natural Resource AND have zoning other than Agricultural or Resource Conservation.

COMMUNITY WATER SERVICE

Within the County are 15 regional community water service systems operated either by the County or a municipality. There are two major institutional uses, Ft. Detrick and Mt. St. Mary's University, that maintain their own systems. Not listed under the County Systems are several small community systems and individual subdivision systems that the County also maintains. These small community systems are not planned for expansion nor are they located so as to be easily and economically connected to a regional system.

County Systems

- New Design – serving the following community growth areas: Adamstown, Point of Rocks, Ballenger Creek, Urbana, Monrovia, Linganore, Spring Ridge/Bartonsville, and New Market.
- Fountaindale/Braddock Heights
- Jefferson (not a single water system; comprised of multiple systems within existing subdivisions)
- Libertytown (not a single water system; comprised of multiple systems within subdivisions)

Municipal Systems

- City of Frederick
- Walkersville
- Woodsboro
- Thurmont
- Emmitsburg
- Brunswick – serving Village of Rosemont and County areas of Knoxville and New Addition.
- Middletown
- Myersville
- Mount Airy

Independent/Institutional Systems

- Ft. Detrick (US Government)
- Mt. St. Mary’s University

Frederick County’s Division of Utilities and Solid Waste Management (DUSWM) operates the largest of the community water systems (referred to as the New Design system) which relies on surface water from the Potomac River. Several smaller community water systems, also owned and operated by Frederick County, rely on groundwater to serve individual subdivisions and unincorporated communities. The Potomac River provides approximately 80% of the County’s public water supply, with the remaining 20% supplied by groundwater.

The City of Frederick is the largest municipal system and uses water from four sources: the Monocacy River, Linganore Creek, the Fishing Creek Reservoir, and several groundwater wells. In addition, the City of Frederick has an agreement with the County to purchase up to 8 million gallons per day of maximum day capacity from the County’s Potomac River supply. The City is also seeking additional groundwater sources for its municipal supply.

Ft. Detrick relies on water from the Monocacy River, but this source may have limitations for their future expansion. Municipal systems rely on a combination of groundwater wells, surface water, or springs.

COMMUNITY SEWER SERVICE

There are 13 regional community sewerage service systems in Frederick County:

County Systems

- Central Frederick Service Area – serving the community growth areas of: Walkersville, Ballenger Creek, Linganore, Spring Ridge/Bartonsville, Adamstown, Buckeystown, Urbana, Frederick (portion), and Libertytown.
- New Market/Monrovia
- Fountaindale
- Jefferson
- Point of Rocks

Municipal Systems

- Brunswick – serving County areas of Knoxville and New Addition.
- Emmitsburg
- Middletown
- City of Frederick
- Myersville
- Mount Airy
- Woodsboro
- Thurmont

In addition, there are five smaller sewer systems outside of the community service areas. These small community systems are not planned for expansion nor are they located so as to be connected to a regional system.

- White Rock
- Mill Bottom
- Pleasant Branch
- Crestview Estates
- Blue Ridge Summit / Highfield
(Washington County provides both public water and sewer service to this area)

The County's primary waste water treatment plant (WWTP) is the Ballenger Creek facility which discharges treated effluent to the Monocacy River. The City of Frederick and Ft. Detrick each have a WWTP discharging into the Monocacy River upstream of the Ballenger Creek WWTP. Most of the municipal systems discharge into tributaries of the Monocacy River, while the Myersville, Middletown, and the County's Fountaindale and Jefferson systems discharge into Catoctin Creek. The Brunswick system and the County's Point of Rocks system discharge directly into the Potomac River.

A planned expansion of the County's Ballenger Creek WWTP with Enhanced Nutrient Removal using membrane bioreactor technology will further reduce nutrient concentrations below pollutant loading limits for the Monocacy River. What will be known as the Ballenger Creek/McKinney WWTP will allow the County to eliminate the discharge of two sub-regional WWTPs in New Market and Monrovia and the Landfill Leachate treatment plant discharge to Bush Creek.

MULTI USE SYSTEMS

Multi-Use water and wastewater systems may be used to serve individual uses typically located outside of community (public) water/sewer service areas. These uses may include institutional uses such as schools, churches, and parks as well as residential, commercial, or industrial uses. Multi-use systems are specifically limited to only serve a single lot or parcel, compared to a community system that serves multiple lots/parcels.

Multi-Use water systems have a capacity in excess of 5,000 gallons per day and may utilize ground water or surface water sources. Locations of Multi-Use water systems are included and described in the County's Water and Sewerage Plan.

Multi-Use wastewater systems have a system capacity in excess of 5,000 gallons per day and may utilize a variety of treatment methods including septic systems or small wastewater treatment plants that discharge into adjacent streams. Locations of Multi-Use wastewater systems in the County are included and described in the County's Water and Sewerage Plan.

There are 20 Multi-Use Wastewater Systems and 26 Multi-Use Water systems serving individual businesses, institutional uses, and several County schools.

ACTION ITEMS

Water and Sewer

- PU-A-01 Implement Source Water Protection Plans.
- PU-A-02 Watershed Management Plans should be considered as part of the development review process.
- PU-A-03 Work with the Health Department to accommodate new technologies.

Solid Waste

- PU-A-04 Maintain representation on regional boards that evaluate the feasibility and implementation of regional solid waste acceptance and processing facilities.
- PU-A-05 Construct a regional energy recovery facility or waste-to-energy (WTE) per the Board of County Commissioner approved plan in the McKinney Industrial Park adjacent to the Ballenger Creek Wastewater Treatment Plant and Division of Utilities and Solid Waste Management headquarters.

HOUSING ELEMENT

The purpose of this section is to address affordable and workforce housing issues and the County's role in provision of housing and housing related programs. This element will meet the State's required inclusion of a Workforce Housing Element in a jurisdictions comprehensive plan.

HOUSING GOALS

- HO-G-01 Achieve a balance of housing choices that meets the needs of Frederick County individuals and families at all income levels.
- HO-G-02 Support opportunities for people to live where they work.
- HO-G-03 Strive to provide those with special needs (elderly, disabled, very low income) safe, sound and sanitary homes.
- HO-G-04 Increase investment in existing neighborhoods and rural communities through revitalization efforts.
- HO-G-05 Utilize infill and redevelopment to increase housing choices throughout the County.

HOUSING POLICIES

- HO-P-01 Support construction of affordable housing in order to address projected shortfalls in availability.
- HO-P-02 Continue to support efforts that promote and provide accessible, affordable housing options to residents.
- HO-P-03 Reasonably accommodate the housing needs of all residents in an effort to allow them the option of remaining in the County.
- HO-P-04 Support green building design for energy efficiency, health of occupants and housing long-term affordability.
- HO-P-05 Encourage higher density, mixed-use and mixed-income development in designated growth areas where a balance of housing types and styles are offered to meet the diverse housing needs of residents.
- HO-P-06 Provide the aging and elderly population with communities that offer direct access to public transportation and essential services.
- HO-P-07 Encourage the work force to secure housing in close proximity to their jobs.
- HO-P-08 Maintain the quality and unique character of its housing stock in existing neighborhoods and communities.

RELATED COUNTY PLANS AND STUDIES

2005 Frederick County Study of Workforce Housing Needs

The Frederick County Affordable Housing Council, in partnership with Lipman, Frizzell and Mitchell and Montgomery County Housing Opportunities Commission, produced a study of workforce housing needs including recommendations on inclusionary zoning implementation and a 25 item action plan for the Department of Housing and Community Development, subsequently approved by the County Commissioners.

BACKGROUND

Having decent and safe shelter is a basic necessity of life and Frederick County strives to achieve a balance of housing choices to meet the diverse needs of its residents and families at all income levels. Homeownership is recognized as the single most influential contributor to a community's quality of life and neighborhood stability. The County's owner-occupancy rate of more than 76% is reflective of the County's economic and demographic characteristics as well as its location in the Baltimore-Washington metropolitan area.

The Department of Housing and Community Development is responsible for the administration of many rental and home ownership programs for the lowest income to moderate-income residents. The Department manages the County-owned Bell Court, a senior rental- housing complex for very low-income residents, located in Woodsboro. Through the Housing Initiative Fund, the Department provides loans to developers of affordable housing for the acquisition, construction, preservation and rehabilitation of affordable housing. Rental subsidy programs require monthly rent check processing, unit inspections, and certification of program participants. Homeownership programs include down payment and settlement cost assistance for first time homebuyers and housing rehabilitation loans for existing homeowners. The Department administers the County's Moderately Priced Dwelling Unit Ordinance (MPDU), a program that requires the construction of moderately priced housing in every new development of 25 or more units in the county on public water and sewer.

Total Housing Units	86,154
Total Occupied Units	81,851
Owner Occupied Units	63,284
Renter Occupied Units	18,577
Vacant Housing Units	4,303
*U.S. Census American Community Survey, 2007	

Frederick County is an attractive place to live due to its proximity to the nation's Capitol, scenic resources, cultural heritage and diverse options for housing. Those desiring to move to Frederick County can choose between vibrant downtowns, historic Main Streets, rural communities, and

new mixed-use neighborhoods. Relative to other Washington, D.C. area counties, Frederick County is still considered an affordable place to live with median home sales less than \$100,000 that of adjoining counties, like Loudoun County, VA and Montgomery County, MD.

Table 07-13: Washington D.C. Area Housing Affordability*

County	2007 Median Sales Price
Frederick County, MD	\$310,000
Prince George's County, MD	\$320,000
Howard County, MD	\$390,000
Washington, D.C.	\$409,000
Loudoun County, VA	\$440,000
Montgomery County, MD	\$444,000
Fairfax County, VA	\$459,000

*Frederick County Office of Economic Development, 2008

Since 2000, the County's population has increased on average 4,500 people per year and by 2030, the County's population is projected to grow by 105,348 people. Much of this increase has come from in-migration from other parts of the Washington metropolitan region. In fact, between 2002 and 2003, 39.9% of in-migration to Frederick County was from suburban Washington and accounted for a net increase of 3,919 people¹. Regional job growth and a strong demand for housing have combined to increase land and construction costs, which contributes to the rise in the price of housing. Additionally, in-migration of more affluent individuals increases demand for more luxurious i.e. higher prices housing and discourages developers from offering a more diversified range of housing options.

The factors affecting the cost of housing in Frederick County include:

- Regional Job Growth
- High Demand for Housing
- Cost of Raw Land
- Increased Affluence
- Regulatory Barriers
- Development-related Fees
- Construction Materials, Labor, and Related Costs

The rising cost of housing in Frederick County has also produced an out-migration pattern. Residents who grew up in the County may have to move elsewhere to obtain affordable housing and those working here may not be able to afford to live here. From 2002-2003, 19.1% of out-migration from Frederick County was to surrounding states like Virginia, West Virginia and Pennsylvania and another 18.8% of people moved to western Maryland counties. For the approximately 84,731 jobs in Frederick County, 29% (24,459) are filled by in-commuters who reside outside of the County. The greatest source of in-commuters is Washington County where the median value of owner-occupied homes was \$127,800 less than Frederick County in 2006².

¹ Frederick County Affordable Housing Council - Study of Workforce Housing Needs.

² U.S. Bureau of the Census. 2008. Fact Finder site, <http://www.census.gov>.

In Frederick County, average housing prices have risen 76% while average weekly earnings have only risen 22%³. As long as home prices outpace income, affordable housing and homeownership will continue to be out of reach for many of the County's residents.

The current economic conditions, which began in 2008 and may continue for several years, have resulted in a decline in median housing prices in the County. At this time it is difficult to conclude if the decline in housing prices will be significant enough and be in place long enough to reverse or even slow down the migration of residents in search of cheaper housing in other jurisdictions. Furthermore the decline in housing prices seems to have affected primarily existing houses and may not have an effect on new housing construction.

HOUSING NEEDS

Frederick County's primary housing needs are presented in this section. Topics include affordable housing, including definitions, housing the County's special needs populations, and workforce housing initiatives.

AFFORDABLE HOUSING

Affordable housing can generally be defined as: *Decent, safe and sanitary shelter, of adequate size so as to not cause overcrowding, and does not require any more than 30% of a household's annual gross income.*

In a very competitive housing market the guideline of no more than 30% of annual income for housing may not be obtainable even for those with incomes over the median for the area. However, because of scarce resources and the availability of other programs for higher income households, the appropriate focus of City and County programs should be on very low and low-income households and in certain cases moderate-income households. The rationale for this focus is that paying over 30% of annual income for housing has more severe consequences on the low-income household than on higher income households. When a very low or low-income household overpays for housing, it means fewer dollars are left at the end of a month for other essentials such as food, medicine, clothing, and childcare. The following definitions of affordable housing are specific to conditions in Frederick County.

- Very-low Income Housing – affordable to households earning between 0%-50% of the HUD Median Income for Frederick County (includes extremely low income households). This translates to an income range of \$0 to \$49,200 for a family of four in 2008.
- Workforce Housing - affordable to households earning more than 50% 120% of the HUD Median Income for Frederick County (includes moderate-income households). This translates to an income range of more than \$49,200 to \$118,800 for a family of four in 2008.

Based on findings from the *Frederick County Study of Workforce Housing Needs*, the County's Affordable Housing Action Plan (2006) concluded that to maintain an appropriate proportion of affordable housing over the 2005-2010 time period, a projected 2,384 new affordable homes would need to be produced. This projection was based on a detailed analysis of housing

³Presentation to the Frederick County Association of Realtors, Challenges and Solutions to Affordable Housing, 2006.

production, population growth and household income and served to maintain existing ratios of affordable to market rate housing at 2005 levels. The table, below, presents the types of affordable housing units that would be needed by income level and the total number of units needed to achieve the goals of the Action Plan. Similarly, the Metropolitan Washington Council of Governments' Housing Directors Advisory Committee (MWCOC-HDAC) projected a 13,766 total affordable housing unit shortfall for Frederick County between 2005-2015.⁴ They reviewed employment and household data collected from their Cooperative Forecasting studies as well as the Consolidated Plans of member jurisdictions to arrive at their projections.

Table 07-14: Frederick County Affordable Housing Needs, 2005-2010*

Types of Affordable Housing Units Needed/ Income Levels	Units Needed over 5 Years	Units Needed per Year
Homeownership units for moderate income/workforce households	1,674	335
Rental units for low income households	60	12
Rental units for very low income households	650	130
Totals	2,384	525

*Affordable Housing Action Plan, 2006

HOUSING FOR POPULATIONS WITH SPECIAL NEEDS

Frederick County's populations with special needs include the elderly, physically disabled, homeless, and persons with very low incomes. Sub-groups of populations with special needs may include survivors of domestic violence, youth aging out of foster care, persons with severe and persistent mental illness, or those with developmental disabilities⁵. These individuals often have difficulty finding safe, affordable, accessible and permanent housing.

Many of those with special needs are in the very low-income bracket. According to the Frederick Community Action Agency (FCAA), there were an estimated 13,153 persons living under the federal poverty level (\$10,400 for a single person and \$21,200 for a family of four) in Frederick County in 2004, accounting for 5.9% of the population. The Environmental Systems Research, Institute, Inc (ESRI) estimates that there were 4,288 senior households in Frederick County in 2004 earning less than \$25,000 per year, or about one-third (33.2%) of all seniors. Of those, 2,192 senior households (17.0%) had incomes less than \$15,000.

Elderly

The elderly require different conditions and services related to housing than other special needs populations. Accessibility and affordability are essential to their quality of life. Some older persons are able to age in place in the home they have occupied for a lifetime where family and friends provide care and companionship. However, many others require housing assistance, 24-hour care, help with medications, meals, and transportation. As the proportion of elderly residents continues to increase, more emphasis will be needed on provision of housing and services.

⁴ Metropolitan Washington Council of Governments' Housing Directors Advisory Committee. Affordable Housing Targets for the Region. 2007.

⁵ Florida Housing Finance Corporation web site. 2008. <http://www.floridahousing.org/SpecialNeeds>

For the 81.5% of seniors (age 65+) in Frederick County who are homeowners the sale of their homes will most often provide them with sufficient cash equity to facilitate their transfer to a CCRC (Continuing Care Retirement Community) or a similar market rate facility. The recent *Study of Workforce Housing Needs* (2005) revealed that the greatest need for independent living senior apartments is for the lowest income seniors, many of whom have never owned a home. These households typically have fixed incomes, often only Social Security, and few assets. The greatest unmet demand for senior housing is not for market rate rental units, but rather at the subsidized rental and affordable end of the market.

People with Disabilities

The Frederick County Commission on Disabilities estimates that 38,000 County residents are living with disabilities. These disabilities range from neuro-muscular handicaps, mobility issues, and developmental disorders, visual and hearing difficulties, arthritis, and recovery from strokes or other challenging conditions. Of Frederick County's population 5 years of age and older, 11.4% are living with a disability. That percentage increases dramatically in the population 65 years and over, where 37.1% are disabled. Ensuring that the disabled population has access to a diversity of affordable, accessible housing options (including rentals, home ownership, group homes, and other arrangements) and services could mean the difference between independence and institutionalization.

Homelessness

Those individuals and families that are homeless or are at risk of becoming homeless require varying degrees of housing assistance from the community. Within the homeless demographic, there are those with even more specialized needs such as victims of domestic violence, runaway youth, veterans, individuals with mental illnesses or health conditions, and individuals with drug and/or alcohol problems.

A Point-in-Time Survey, conducted in 2008 by the Frederick Community Action Agency, identified 217 different adults and 85 different children living homeless in Frederick County. Seventy-four adults responded that they were chronically homeless during the survey. Additionally, 1,440 different men, women and children used homeless shelters and transitional housing programs in 2007. There are currently seven major agencies and facilities that address the needs for the homeless in the City and County including Heartly House, Frederick Community Action Agency, Advocates for Homeless Families, Linton Emergency Shelter/Religious Coalition for Emergency Human Needs, Beacon House/Frederick Rescue Mission, Hope Alive and the Frederick County Department of Social Services.

WORKFORCE HOUSING

Historically, affordable housing programs were targeted primarily to individuals and families with low to very low incomes through a variety of HUD subsidy programs. However, dramatic increases in housing prices between 2000 and 2005 have now priced out even moderate-income individuals and families from obtaining affordable housing. The relatively recent use of the term workforce housing is defined as follows:

- Workforce Housing - affordable to households earning more than 50%-120% of the HUD Median Income for Frederick County (includes moderate-income households). This translates to an income range of \$49,200 to \$118,800 for a family of four in 2008.

The income range noted in the definition above is based on HUD's Washington Metropolitan Statistical Area median income for a family of four of \$99,000 as of 2008. Using federal and industry guidelines, which dictate that no more than 30% of a family's income be spent on housing, a family making \$99,000 should spend no more than \$297,000 on housing. According to Metropolitan Regional Information Systems (MRIS), in 2001, the average sold price for homes in Frederick County was \$182,576. By 2006, the average sold price had more than doubled to \$363,854. While incomes rose over that period, increases in housing prices far exceeded wages. In fact, in 2007, 30% of owner-occupied households and 49% of renter-occupied households spent greater than 30% of their gross income on housing costs⁶.

Examples of typical workforce jobs include child-care workers, nurses, fire personnel, police, administrative assistants, customer service personnel, first level supervisors, information specialists, help desk specialists, employment consultants, retail sales personnel, claim processors, construction trade workers, teachers, inspectors and loan processors. The table on the next page presents median wages for various occupations in the County, and the affordable rent and price of housing.

The County adopted a Moderately Priced Dwelling Unit (MPDU) Ordinance in 2002 to increase the supply of workforce and moderately priced housing. A MPDU is a dwelling unit for which the sales price or rental fee is capped and the unit is targeted to a household earning a moderate income. The Ordinance applies only to County developments and requires that all residential developments on public water and sewer with 25 or more dwelling units include a minimum of 12.5% of moderately priced units of varying sizes. The County's first MPDU's were constructed at the Whispering Creek development in 2007. Currently, there are ten residential development projects in the building pipeline with approximately 790 MPDU's planned for future development.

Table 07-15: Workforce Housing by Income

Frederick County Occupation ¹	Median Wage ¹ (Gross income)	% HUD Median Income, rounded up to nearest 10% ⁴	Affordable Housing Price based on Wage	
			Rent per month ²	House sales price ³
Cashier	\$18,600	30%	\$465	\$46,500
Pharmacy aide	\$21,275	30%	\$532	\$53,188
Home health aide	\$29,250	40%	\$731	\$73,125
Family social worker	\$44,200	60%	\$1,105	\$110,500
Police, front line	\$47,925	70%	\$1,198	\$119,813
Computer support specialist	\$49,175	70%	\$1,229	\$122,938
Teacher, elementary	\$57,425	80%	\$1,436	\$143,563
Registered nurse	\$78,100	100%	\$1,953	\$195,250

Note: Affordable price is based on the single income for the household. 1) Source: Department of Labor, Licensing and Regulation. 2) Rent- 30% of gross annual income, including utilities/12. 3) House price- 2.5 times annual income. 4) Based on HUD Washington Metropolitan Statistical Area 2008 median income for a family of 2 - \$78,700.

⁶ American Community Survey (2007). U.S. Census Bureau.

CURRENT PROGRAMS AND STRATEGIES

The County's Department of Housing and Community Development (DHCD) oversees a diverse mix of housing programs tailored to renters, homeowners, developers and nonprofit organizations. The DHCD receives guidance from the Affordable Housing Council and works toward implementation of an Affordable Housing Action Plan. In 2008, the Department managed the following programs:

County Operated Affordable Housing Development

- Bell Court Senior Housing

Rental Assistance Programs

- Housing Choice Vouchers Program (Section 8)
- Bell Court Senior Housing
- Rental Allowance Program (RAP)
- Bridge Subsidy Program (Section 8)

Homeowner Rehabilitation Programs

- Frederick County Emergency Rehabilitation Revolving Loan Fund
- Maryland Rehabilitation Loan Programs
- Maryland Housing Rehabilitation (MHRP)
- Indoor Plumbing Program (IPP)
- Lead Hazard Reduction Grant and Loan Program (LHRGLP)
- Federal Lead Hazard Reduction Program (FLHRP)
- Special Targeted Applicant Rehabilitation (STAR)

Homebuyer Programs

- Frederick County Homebuyer Assistance Program
- Frederick County American Dream Initiative Program
- Moderately Priced Dwelling Unit (MPDU) Program

Developer Programs (Private & Not-for-Profit)

- Building Fee Deferral Program
- Deferred Loan Program
- Payment in Lieu of Taxes (PILOT)
- Tipping Fee Waiver Program

Other Programs and Services

- Frederick County Minimum Livability Code for Renters
- Service Linked Housing Grant
- Emergency Shelter Grant
- Housing Information and Referral

HOUSING IMPLEMENTATION

While no universal strategy exists to resolve the affordable housing crisis, a combination of government assistance, relief from regulatory barriers, fostering of public private partnerships, and leveraging funds in new and innovative ways, may make a significant contribution to resolving the local problems. It must also be understood that affordable housing is a regional issue which will require regional coordination.

HOUSING ACTION ITEMS

- HO-A-01 Develop new and refine existing County affordable housing programs in response to consumer needs and demand.
- HO-A-02 Review regulations and codes in order to alleviate potential barriers to the production of affordable, accessible housing.
- HO-A-03 Explore amendments to the Zoning Ordinance to enhance the use of accessory apartments/dwelling units.
- HO-A-04 Apply for additional Housing Choice Vouchers in response to any published Notice of Funding Availability, especially for very low income, senior citizens, and persons with special needs.
- HO-A-05 Find opportunities for State and Federal funding in support of the production of affordable rental housing.
- HO-A-06 Collaborate on affordable housing projects/partnerships to increase affordable housing or address housing issues.
- HO-A-07 Facilitate a continued dialogue with municipal leaders on affordable housing issues, needs and priorities.
- HO-A-08 Implement incentives, to facilitate affordable housing construction by private non-profits, such as reducing building fees and allowing for fast track permitting.
- HO-A-09 Track and evaluate the availability of housing stock to ensure that choices and flexibility are being provided to consumers.
- HO-A-10 Develop an outreach/marketing campaign to dispel negative stereotypes and perceptions associated with affordable housing.
- HO-A-11 Determine the County's future role in the development and construction of new affordable housing, including the identification of properties owned by the County that could be utilized for affordable housing projects.
- HO-A-12 Locate and prioritize infill and redevelopment areas that would be appropriate for affordable housing development.
- HO-A-13 Coordinate with the private and nonprofit sectors to achieve affordable housing goals.
- HO-A-14 Identify neighborhoods in need of revitalization and enhancement efforts and prioritize a set of achievable projects.