

MCPB Item No. 7 March 21, 2002

March 15, 2002

Memorandum

To: Montgomery County Planning Board

From: Karl Moritz, Research Manager, 301-495-1312

Re: Proposed Amendment to the Annual Growth Policy's School Test

Summary

On February 8, Councilmember Subin introduced an amendment to the FY 2002 Annual Growth Policy which would change the AGP's test for the adequacy of public schools. Although the Council has not scheduled any work sessions for this amendment, the Council may do so in the future. There is a legislative requirement that the Planning Board provide comments on AGP amendments within 45 days of introduction.

The current capacity threshold is 100 percent; Mr. Subin's amendment would use 95 percent. The change would put the following clusters into moratorium: Gaithersburg, Paint Branch, Seneca Valley, Sherwood, Watkins Mill, and Wootton. According to Council staff analysis, all but Paint Branch will likely emerge from moratorium in July when the capacity from new capital projects can be counted.

The County Council tightened the school test from 110 percent to 100¹ percent on November 1. That action put the Damascus cluster into moratorium, although it is expected to emerge in July.

Park and Planning staff recommend against further tightening of the AGP's school test. In addition to the reasons discussed last fall (when staff recommended, and the Planning Board agreed, that the school test should not be tightened from 110 percent), staff does not believe that information has emerged in the past three months which justify the sudden imposition of short-term residential subdivision moratoriums across a broad portion of the County. The one cluster that will likely continue to be in moratorium after July is Paint Branch, much of which is already in moratorium for new residential subdivisions.

¹ The Council also clarified the definition of classroom capacity. The new definition is somewhat less stringent, on average, than the old definition.

The AGP's School Test

County Council staff provide an excellent summary of the AGP school test in their memo accompanying the draft amendment (attached at circles 1 to 4 and quoted below):

"Currently the test calls for the Council to evaluate available capacity in each high school cluster by level (elementary, middle, and high) by comparing enrollment projected by Montgomery County Public Schools with projected school capacity at each level five years out. If insufficient capacity is available, the Council determines whether an adjacent cluster or clusters has sufficient capacity to cove the projected deficit in school capacity.

"In the AGP adopted on October 30, 2001, the Council used 100 percent of Council funded capacity as the school capacity measure. The measure does not count relocatable classrooms in computing a school's capacity for AGP purposes. Council-funded capacity is based on calculations that assign 25 students for grade 1-6, 44 for half-day kindergarten where it is currently provided, 22 for all-day kindergarten where it is currently provided, and an effective class size of 22.5 for secondary (middle and high schools) grades. Under the test adopted on October 30, only the Damascus Cluster fails the school adequacy test, due to a lack of capacity at the high school level. Therefore, a moratorium on residential development approvals (with some exceptions) is currently in place in the Damascus Cluster."

"Councilmember Subin recommends that the Council use 95 percent of Council funded capacity as the school capacity measure. This new capacity measure would be compared with MCPS's new enrollment forecast that was developed as part of the Superintendent's FY 03-08 CIP request. The Damascus cluster would remain in moratorium, and the moratorium would be extended to six additional clusters: Gaithersburg, Paint Branch, Seneca Valley, Sherwood, Watkins Mill, and Wootton...

"If the capacity-adding projects in the Board of Education's FY 03-08 CIP request were ultimately approved by the Council, even if some of the projects were approved on a schedule that does not complete them until September 2007, then most of these seven clusters would come out of moratorium with the adoption of the FY 2003 AGP Ceiling Element this summer. The only cluster that would remain in moratorium is the Paint Branch cluster."

Prior Consideration of This Issue by the Planning Board

The Montgomery County Planning Board last considered changes to the AGP's school test in September. At that time, the Board was reviewing a proposal by the Board of Education to change the school test from 110 percent. The Planning Board

recommended against tightening the test, which was the Park and Planning staff recommendation as well.

Because the AGP was using a different definition of classroom capacity at the time, the Board of Education's proposal would have put more clusters into moratorium than the Council's action ultimately did. Had the Board of Education's original proposal been implemented, the following clusters would have been put into moratorium: Damascus, Gaithersburg, Seneca Valley, Sherwood, and Watkins Mill. Had these areas gone into moratorium, the programming of a new Clarksburg High School (expected to be countable in July) would have relieved all of these moratoria.

Councilmember Subin's current proposal, therefore, is similar to the Board of Education's proposal from last fall. The main difference is that two additional clusters would be put into moratorium (Paint Branch and Wootton) and one would remain in moratorium after July (Paint Branch).

Park and Planning staff developed their recommendation to the Planning Board last fall based, in part, by analysis contained in a memorandum from Superintendent Jerry Weast (attached at circles 14 to 17).

Among staff's concerns (last fall and today) is that a tightened test would shift budgetary priorities even further toward school facilities to support new housing in upcounty areas. In his memo, the Superintendent suggests that this might come at the expense of MCPS priorities in the downcounty region. Park and Planning staff have also been concerned that additional pressure from the AGP on schools will reduce the County's ability to address pressing transportation concerns.

The Superintendent's memo also notes that the last remaining area of new growth, Clarksburg, is already in moratorium for transportation reasons. In addition, he notes that while new subdivisions contribute to increased school enrollment, a greater contribution comes from the turnover of existing housing to families with younger children.

Park and Planning staff are concerned that increasing the likelihood of housing moratoria will have a negative effect on the delivery of a balance of jobs and housing. In recent years, job growth has outpaced housing growth by more than the 150 percent that is considered balanced.

Park and Planning staff believe that the Council took these concerns into account when the Council approved a 100 percent test using a different definition of capacity that limited the moratorium to one cluster (Damascus) – a moratorium that is expected to be short-lived if the Clarksburg High School is programmed as expected. Staff's impression also is that – apart from the outcome of the test – the Council felt that the revised definition of capacity resulted in a more valid, technically accurate test.

Additional Concerns About the Current Proposal

In addition to the concerns expressed this past fall, Park and Planning staff have concerns about the timing and the effect of the proposal to further tighten the test to 95 percent of capacity.

The timing concern relates to the fact that the proposal is outside of the standard 2-year review. Staff recognizes that the two-year cycle is not sacred, and that there are procedures for allowing amendments at any time. However, staff believe that the purpose of the two year cycle was to add some measure of certainty to the regulatory process. In the recent past, the Council has been very reluctant to review AGP issues outside of the 2-year cycle and has typically deferred issues to the next AGP Policy Element. Until 1995, the Council reviewed AGP policy issues annually, which the Council decided was too frequent. An amendment coming so soon on the heels of a recent Council action on the same issue may enhance a view that the regulatory climate is unstable.

For most of the clusters affected, the proposed amendment would impose an unanticipated moratorium relatively rapidly, then lift the moratorium a few months later. Park and Planning staff believe that on the whole, any modest benefits the school system might gain from a few months' delay in the approval of some subdivisions would be counterbalanced by the negative impact on the landowners affected by the moratorium. Since the majority of subdivisions² are approved more than a year before construction begins, it is possible that a few months' subdivision moratorium would have little detectable effect on school enrollment.

The one cluster which does not have hopes of almost immediate moratorium relief is Paint Branch. Much of the Paint Branch cluster is already in moratorium (the area south of Route 198 in the Fairland/White Oak policy area). Most of the Paint Branch cluster that is not in moratorium is the area north of Route 198. This area is sufficiently rural (and planned to stay rural) so that it is not covered by AGP staging ceilings. A third, smaller portion of the cluster extended into the Cloverly policy area, which is not in moratorium for new housing.

Park and Planning staff believe that the Council fully considered the school test issue in the fall. In addition to the percent rule and the capacity definition, the Council explored what types of development might be exempt from the test (e.g., senior housing), whether there should be a Special Ceiling Allocation for Affordable Housing under the school test (the Council decided against) and whether there should be a de minimis rule for schools (the Council decided against). Staff does not believe that issues have arisen since October which create urgency to a further tightening of the test, especially since most of the moratoria will be lifted almost immediately.

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² Very small subdivisions are more likely to move ahead in the same year, but even so, an approval in April is not much different than an approval in July.

School Test Attachments

In the interests of maintaining a manageable packet, staff tries to limit the attachments to those that provide useful information. Attached are:

- The proposed AGP amendment, with Council staff's cover memo and cluster enrollment and capacity calculations.
- The portion of the Planning Board's AGP Policy Element letter to the County Executive and County Council containing the Board's recommendation on the school test.
- Council President Nancy King's letter and Superintendent Weast's memo discussing the factors which affect changes in student enrollment.
- Cluster boundary maps countywide and for the clusters proposed for moratorium.
- The AGP policy area map, with areas in moratorium for housing darkened.

AGP Top-to-Bottom Review

As the Board is aware, the Council directed the Planning Board to lead a top-to-bottom review of the AGP over the next two years. Staff has recently launched some background studies, including a review of growth management practices around the country and a detailed comparison of Montgomery County's approach and the approaches of a few others. There will be findings at the beginning of the summer (approximately June) for the Board to review and to discuss directions for the next phase of the study.

Another task that is expected to be completed in the next month is a discussion with staff from relevant County agencies and representatives from Rockville and Gaithersburg to solicit their input about how the study should be focused and pursued. As the Board is aware, the City of Gaithersburg has instituted a halt on residential subdivision approvals in part because of concern over school capacity. It would certainly be valuable if some consensus on APFO administration could be achieved among the municipalities and the County.

Commissioner Wellington has requested that as staff identifies interesting and information relevant to the AGP study, that we provide it to the Board. We will be happy to do that, so you will periodically find such material in your "in-boxes."

AGENDA ITEM # 2-I February 12, 2002 Introduction

MEMORANDUM

February 8, 2002

TO:

County Council

RO

FROM:

Glenn Orlin, Deputy Council Staff Director

SUBJECT:

Introduction: Amendment to the Adopted FY 2002 Annual Growth Policy -

adequacy test for public school facilities

Councilmember Subin is recommending that the Council amend the adequacy test for public school facilities. Currently the test calls for the Council to evaluate available capacity in each high school cluster by level (elementary, middle, and high) by comparing enrollment projected by Montgomery County Public Schools with projected school capacity at each level five years out. If insufficient capacity is available, the Council determines whether an adjacent cluster or clusters has sufficient capacity to cover the projected deficit in school capacity.

In the AGP adopted on October 30, 2001, the Council used 100 percent of Council funded capacity as the school capacity measure. This measure does not count relocatable classrooms in computing a school's capacity for AGP purposes. Council funded capacity is based on calculations that assign 25 students for grades 1-6, 44 for half-day kindergarten where it is currently provided, 22 for all-day kindergarten where it is currently provided, and an effective class size of 22.5 for secondary (middle and high school) grades. Under the test adopted on October 30, only the Damascus Cluster fails the school adequacy test, due to a lack of capacity at the high school level. Therefore, a moratorium on residential development approvals (with some exceptions) is currently in place in the Damascus Cluster.

Councilmember Subin recommends that the Council use 95% of Council funded capacity as the school capacity measure (©1-2). This new capacity measure would be compared with MCPS's new enrollment forecast that was developed as part of the Superintendent's FY 03-08 CIP request. The Damascus Cluster would remain in moratorium, and the moratorium would be extended to six additional clusters: Gaithersburg, Paint Branch, Seneca Valley, Sherwood, Watkins Mill, and Wootton (©3-5).

Councilmember Subin feels that the Council has made an extraordinary effort in conjunction with Superintendent Weast to lower class size and to promote staff development to



make that initiative work. He believes the initiative has been costly but successful. It is his sense that unless the school test is tightened that initiative is at risk.

If the capacity-adding projects in Board of Education's FY 03-08 CIP request were ultimately approved by the Council, even if some of the projects were approved on a schedule that does not complete them until September 2007, then most of these seven clusters would come out of moratorium with the adoption of the FY 2003 AGP Ceiling Element this summer. The only cluster that would remain in moratorium is the Paint Branch Cluster (see ©6-8).

If the Council initiates an amendment to the AGP, it must send the proposed amendment to the County Executive, the Planning Board, and other agencies, and make copies available to the public. The Executive and Planning Board must send any comments to the Council and other agencies within 45 days after receiving the amendment, and must make copies available to the public. The Council may amend the AGP after a public hearing. The hearing is scheduled for March 12, 2002.

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Resolution	n No	
Introduce	d:	
Adopted:		
·-		

COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND

By: Councilmember Subin

SUBJECT: Amendment to Annual Growth Policy to revise school capacity measure

Background

- 1. Under County Code §33A-15(h), the County Council may amend an adopted Annual Growth Policy by resolution after holding a public hearing.
- 2. A public hearing was held on this resolution on (date).

Action

The County Council for Montgomery County, Maryland approves the following resolution:

The Annual Growth Policy, as amended by Resolution 14-1052, is amended as follows:

Public School Facilities

S2 School Capacity Measure

The Council uses [100] <u>95</u> percent of Council funded capacity as the school capacity measure in the administration of the Adequate Public Facilities Ordinance. This capacity measure does not count relocatable classrooms in computing a school's permanent capacity.

Council funded regular program classroom capacity is based on calculations that assign [of] 25 for grades 1-6, 44 for half day kindergarten where it is currently provided, 22 for all day kindergarten where it is currently provided, and an effective class size of 22.5 for secondary grades.

S4 Determination of Adequacy

Using the approach outlined [above] in this part, and assuming the approved FY 01-06 CIP as amended, the Council declares school capacity for school year 2006 to be adequate for





anticipated growth during 2001-2 in all high school clusters at all grade levels, except for the Damascus, <u>Gaithersburg</u>, <u>Paint Branch</u>, <u>Seneca Valley</u>, <u>Sherwood</u>, <u>Watkins Mill</u>, <u>and Wootton</u> High School [cluster] <u>clusters</u> at the high school level. Tables 3, 4, and 5 present the results of this analysis.

The Planning Board, in its review of preliminary plans of subdivision in FY 2002, must consider schools to be adequate for APFO purposes in all clusters except the Damascus, <u>Gaithersburg</u>, <u>Paint Branch</u>, <u>Seneca Valley</u>, <u>Sherwood</u>, <u>Watkins Mill</u>, <u>and Wootton</u> High School [cluster] <u>clusters</u>.

This is a correct copy of Council action.

Mary A. Edgar, CMC, Clerk of the Council

Date

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Annual Growth Policy Test Using 95% of AGP Capacity — High Schools Reflects County Council Adopted Fforecast for 2006-07

	AGP Test 2: Space in	Adjacent Cluster(s)?	Cinciple 103	ERISIEM 193		P. Montromen 139						Rockville 268		Destroyille 180	Poplesville 109									Rockville 268		
	AGP Test 1: AGP Students	Below Cap.	~~	400	100	200	-374	103	250	ľ	61	•					281	ļ			097-		`	_		-131
	95% AGP				, n	500°			2,03			1,838								1,582			•			3 2,074
AGP Test	100% AGP*	Approved FY01-06 CIP		1,575	3,758	37,78	2,035	1,000	2,138	1,980	2,093	1,935	2,113	2,093	2.070	1,688	006	1.980	1,66	1,66	1,82	2,273	2,00	1,643	2,025	2,18
	_	%	1	8	ن	90	23		27	02	25	. 3	9	45	8	132	:03	33	97	273	263	31	162	66	22	115
		Capacity Remaining @ 100% MCPS canacity	1	09-	143	96				7					-120			-33		-273			ν.			7
ift	% MCPS*	Capacity With Capacity Approved Remaining @ 100% EYOLOR CIP MCPS ranacity		1,530	3,605	1,710	2,003	1,563	1,995	1,829	1,910	1,863	2,007	1,994	2.016	1,620	869	1,830	1,511	1,495	1.729	2 129	1.868	1.531	1910	1- UBU 6
High School Enrollment and Capacity	% MCPS*	Capacity With Approved		1,530	3,605	1,710		1,563	1,995	1,829	1,910		2,007	1,994		1,620		1,830	1,511	1,495	1.729		1.868	1.531	1910	0000

Adequate
Inadequate
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Adequate
Inadequate
Adequate

Adequate Adequate Adequate

AGP Test Result -Capacity Is:

Inadequate Adequate

Wootton 2,205 2,090 -115 2,183 2,074 -1311

capacity for Grades 6-12 rates all rooms at 22.5.1.
Enrollment projections by Montgomery County Public Schools, October 2001.
Blake, Paint Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these high schools.





Annual Growth Policy Test Using 95% of AGP Capacity — Middle Schools

Reflects County Council Adopted FY01-06 Capital Improvements Program (CIP) and October 2001 Enrollment Forecast for 2006-07

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mont and	3
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Middle School Enrollment and Capacity	ollment and Ca	pacity		AGP Test				
Cluster, Area	Projected Sept. 2006 Enrollment	100% MCPS* Capacity With Approved FY01-05 CIP	Capacity Remaining @ 100% MCPS capacity	100% AGP Capacity With Approved FY01-06 CIP	95% AGP Capacity With Approved FY01-06 CIP	AGP Test 1: Students Above or Below 95% AGP Cap.	AGP Test 2: Space in Adjacent Cluster(s)?	₹ IL U
8-CC	1,095		-158	066	941	-155	Walter Johnson 510	L
Blair	2,821	67	258	3,240	3.078	257		
Stake	1.238	1,364	126	1,485	1.411	173		
Churchii	1,488		-27	1,575	1,496		-	
Damascus	1,502	-	187	1,800	1,710	208		
Einstein	1,309	_	645	2,115	2,009	002		٠.
Gaithersburg	1,794		160	2,093				
Walter Johnson	1,499		392	2,115				
Kennedy	1,368	_	208	1,755		582		
Magruder	1,427	-	301	1,800	•	_		
R. Montgomery	1,004	`	49	1,170				٠.
Northwest	1,526		-186	1,440	_	-158	Damascus 208	
Paint Branch	1,188	1,312	124	1,395	•			
Poclesville	319		181	518				
Quince Orchard	1,591	-	-337	1,350	-	•	-309 Gaithershurg 194 Watkins Mil 22	
Rockville	928	-	43	1,035	983	52		1
Seneca Valley	1,370	_	4-	1,463	1,390	20		
Sherwood	1,325	1,577	252	1,620	1,539	•		_
Springbrook	1,218	-	27	1,373	1,304			
Watkins Mill	1,481	•	279	1,800	1.710			
Wheaton	1,290	1	-245	1,125	1.069	-221	Finstein 700	Ц.
Whitman	1,279	*	-140	1,193	1.133	-146	W	_
₩ootfon	1,492	1,623	131	1,688	1,604	112		

Adequate Adequate

Capacity is: AGP Test Result -

Adequate

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MCPS program capacity based on rating of capacity for special programs as well as regular education program, (from the CIP.)
AGP cluster capacity based on rating all half-day K rooms at 44, full day K rooms at 22, and all other elementary rooms for Grades 1-5 at 25.1. Secondary school

capacity for Grades 6-12 rates all rooms at 22.5:1.

Enrollment projections by Montgomery Counly Public Schools. October 2001 Farquhar Middle School enrollment and capacity 30% in Northeast Consortium and 70 % in Sherwood cluster.

Ridgeview Middle School enrollment and capacity 80% in Quince Orchard cluster and 20% in Northwest cluster. Cabin John Middle School enrollment and capacity 50% in Wootton cluster and 50% in Churchill cluster.

Kingsview Middle School enrollment and capacity 45% in Quince Orchard cluster and 55% in Northwest cluster.

Clemente Middle School enrollment and capacity 55% in Northwest cluster and 45% in Seneca Valley cluster.

Blake, Paint Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these high schools. Blake is calculated using the following portions of middle schools; Banneker (30%) Briggs Chaney (25%). Fargithar (30%) Key (30%) and White Oak (35%). Paint Branch is calculated using the following portions of middle schools; Banneker (70%) and Briggs Chaney (75%). Springbrook is calculated using the following portions of middle schools; Key (70%) and White Oak (65%).



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Annual Growth Policy Test Using 95% of AGP Capacity —Elementary Schools Reflects County Council Adopted FY01-05 Capital Improvements Program (CIP) and October 2001 Enrollment Forecast for 2005-07

Elementary School Enrollment and Capacity	1 Enrollment and	d Capacity		AGP Test			-	
		100% MCPS*		100% AGP*	95% AGP	AGP Test 1:	AGP Test 2:	AGP Test
	Projected		Capacity	Capacity With	Capacity With		Space in	Result -
Cluster Area	Sept. 2006	Approved FY01-06 CIP	Remaining @ 100% MCPS capacity	Approved FY01-06 CIP	Approved FY01-06 CIP	Above or Below 95% AGP Cap.	Adjacent Cluster(s)?	Capacity is:
	l				T			
	2.858	3.262	404	3.359	3.191	333		Adequate
Blair	5.310		258	5.781				Adequate
Blake	2.383			2.734				Adequate
Churchill	2,445			2,477		-92	Whitman 241	Adequate
Damascus	3,210		5	3,409				Adequate
Einstein	3,188		-16	3,247		-103	B-CC 333	Adequate
Gaithersburg	4,039	4,140	101	4,342		98		Adequate
Walter Johnson	2,863		-187	2,834	2,692	-171	B-CC 333	Adequate
Kennedy	2,571		7	2,705		e		Adequate
Magruder	2,905		385	3.528		447		Adequale
R. Montgomery	2,335			2,658	8 2,525	190		Adequate
Northwest	3,647	3,356		3,488		-333	Q.O. 72, S.V. 306	Adequate
Paint Branch	2,170		479	2,84(Adequate
Poolesville	771		•	88	2 838			Adequate
Quince Orchard	2,882	2,945	63	3,109	9 2,954	72		Adequate
Rockville	2,213			3,021				Adequate
Seneca Valley	3,028			3,509				Adequate
Sherwood	2,539	2,912	373	3.040	0 2,888	349		Adequate
Springbrook	2,348			2,88,				Adequate
Watkins Mill	2,939	2,995		3,190		92		Adequate
Wheaton	3,099		5 -543	2,628		-602	Rockville 657	Adequate
Whitman	2,011			2,371	1 2,252			Adequate
Wootlon	3,057	3,148	91	3,384		158		Adequate

* MCPS program capacity based on rating of capacity for special programs as well as regular education program, (from the CIP.)
* AGP cluster capacity based on rating all half-day K rooms at 44, full day K rooms at 22, and all other elementary rooms for Grades 1-5 at 25:1. Secondary school

Enrollment projections by Montgomery County Public Schools, October 2001 capacity for Grades 6-12 rates all rooms at 22.5:1.

Blake, Plant Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these high schools.

Blake, Plant Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these high schools.

Blake includes Burnt Mills, Page, Fairland, Stonegate and portions of Jackson Road (50%), and Sherwood (45%) elementary schools.

Springbrook includes Broad Acres, Cresthaven, Cannon Road, Drew, Westover and a portion of Jackson Road (50%), and Northeast ES #16 elementary schools.





Annual Growth Policy Test Using 95% of AGP Capacity — High Schools Reflects Recommended FY03-08 Capital Improvements Program (CIP)

High School Enrollment and Capacity	Ilment and Capac	ity		AGP Test				ACD Tost
	Projected Sept. 2007	100% MCPS* Capacity With Recommended	100% MCPS* Capacity With Capacity Recommended Remaining @ 100%	100% AGP* Capacity With Recommended	95% AGP Capacity With Recommended	AGP lest 1: Students Above or Below	AGF 1651.2. Space in Adjacent	Result - Capacity is:
Cluster Area	Enrollment	FY03-08 CIP	MCPS capacity	FY03-08 CIP	FY03-00 CIP	7	Circles (5):	
1	001	•	C d	1 575	1.496	-65	Einstein 267	Adequate
о В	2,583,		187	3.848	•	`		Adequate
Har.	2,010	•	361	1771				Adequate
Blake	1,5/4	01/1		2.03	•	-109	R. Montgomery 222	Adequate
Cherchi	180'7		929	2.678	••			Adequate
Damascus	1,372			2 228	2,117			Adequate
EINStein	0,00,0		71-	2,340				Adequate
Caithersburg	2,170	4 007		2.09		32		Adequate
Walter Johnson	308.				•			Adequate
Kennedy	1,676		2 6	,			Rockville 262	Adequate
Magruder	2,08E				000			Adeciale
R. Montgamery	1,766	1 994		-		127	Decision 110	Adecrate
Northwest	2,140				•			Inadequate
Paint Branch	1,917		•		400,1			Adominio
Poolesville	636		232					Adequate
Orince Orchard	1.91			1,980	`	-32	Seneca Valley 133	Aceduale
Rockville	1,320				1,582			Adequate
Cenera Valley	1.74		75			_		Anedraic
Consess venes	104			2,093				Adequate
Sherwood	1906	2,00				105		Adequate
Springbrook	7.00		203	2,318				Adequate
Walkins Mill	06.1					-81	Rockville 262	Adequate
Wheaton	1,642			3000			W. J. 32	Adequate
Whitman	1.92			77.70		-103	N N	Adequate
Wootton	2,177	7 Z,u90	79-				l	

• MOPS program capacity based on rating of capacity for special programs as well as regular education program, (from the CIP.)
• AGP cluster capacity based on rating all half-day K rooms at 44, full day K rooms at 22, and all other elementary rooms for Grades 1-5 at 25.1. Secondary school capacity for Grades 6-12 rates all rooms at 22.5.1.
Enrollment projections by Montgomery County Public Schools, October 2007.
Blake, Paint Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these high schools.



— Middle Schools Annual Growth Policy Test Using 95% of AGP Capacity Reflects Recommended FY03-08 Capital Improvements Program (CIP)

Capacity is:

Cluster(s)? Space in Adjacent

Above or Below 95% AGP Cap.

AGP Test Result -

AGP Test 2

AGP Test 1: Students

Middle School Enrollment and Capacity	rollment and Cap	acity		AGP Test	
Chefar Area	Projected Sept. 2007 Foorlinest	100% MCPS* Capacity With Recommended	Capacity Remaining @ 100% MCPS capacity	100% AGP* Capacity With Recommended FY03-08 CIP	95% AGP Capacity With Recommended FY03-08 CIP
BOIL BIRD	Ī		in a contract of		
9- CC	1,083			066	
Blair	2,765	3,077	312	3,240	3,0
Blake	1,261			1,485	
Churchill	1,446	1,461	15	1,575	
Damascus	1,567	1,689		1,800	
Einstein	1,338	1,936		2,115	
Gaithersburg	1,804	-		2,093	-
Watter Johnson	1,541	-		2,115	
Kennedy	1,388	•		1,755	
Magruder	1,414	1,728	314	1,800	
R. Montgomery	1,028	1,040		1,170	
Northwest	1,559			1,440	
Paint Branch	1,149	_		1,395	
Pootesville	331	200		518	
Quince Orchard	1,629	2,065	436	2,160	2,1
Rockville	910	-		1,035	
Seneca Valley	1,416	_		1,463	~
Sherwood	1,265	1,577	312	1,620	-
Springbrook	1,199	_		1,373	~
Watkins Mill	1.488	1,760		1,800) (
Wheaton	1,322	1	368	1,935	-
Whitman	1,228	1,138	06-	1,193	-

	066	941	-143	Walter Johnson 468	Adequate
	3,240	3,078	313		Adequate
	1,485	1,411			Adequate
	1,575	1,496			Adequate
	1,800	1,710	143		Adequate
	2,115	2,009			Adequate
	2,093	1,988			Adequate
	2,115	5,009	468		Adequate
_	1,755	1,667			Adequate
	1,800	1,710			Adequate
	1,170	1,112			Adequate
	1,440	1,368		Quince Orchard 423	Adequate
	1,395	1,325	176		Adequate
	518	492			Adequate
	2,160	2,052	423		Adequate
	1,035	983	62		Adequate
	1,463	1,390		Watkins Mill 222	Adequate
	1,620	1,539	274		Adequate
	1,373	1,304			Adequate
	1,800	1,710			Adequate
	1,935	1,838	3		Adequate
	1,193	1,133	-95	Waiter Johnson 468	Adequate
	1,688	1,604	•		Adequate
SE	as regular education program (from the CIP	(from the CIP.)			

MCPS program capacity based on rating of capacity for special programs as well as regular education program, (from the CIP.)
AGP cluster capacity based on rating all half-day K rooms at 44, full day K rooms at 22, and all other elementary rooms for Grades 1-5 at 25:1. Secondary school

capacity for Grades 6-12 rates all rooms at 22.5:1.

Farquhar Middle School enrollment and capacity 30% in Northeast Consortium and 70 % in Sherwood cluster. Enrollment projections by Montgomery County Public Schools, October 2001

Ridgeview Middie School enrollment and capacity 80% in Quince Orchard cluster and 20% in Northwest cluster. Cabin John Middle School enrollment and capacity 50% in Wootton cluster and 50% in Churchill cluster.

Kingsview Middle School enrollment and capacity 45% in Quince Orchard cluster and 55% in Northwest cluster.

Clemente Middle School enrollment and capacity 55% in Northwest cluster and 45% in Seneca Valley cluster.

Blake, Paint Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these high schools.

Blake is calculated using the following portions of middle schools, Banneker (30%) Briggs Chaney (25%) Farquhar (30%) Key (30%) and White Oak (35%). Paint Branch is calculated using the following portions of middle schools, Banneker (70%) and Briggs Chaney (75%).

Springbrook is calculated using the following portions of middle schools; Key (70%) and White Oak (65%).





Annual Growth Policy Test Using 95% of AGP Capacity —Elementary Schools Reflects Recommended FY03-08 Capital Improvements Program (CIP)

Elementary Scho	Elementary School Enrollment and Caps	Capacity		AGP Test				
		100% MCPS		100% AGP*	95% AGP		12:	AGP Test
	Projected	Capacity With	Capacity	Capacity With	Capacity With		Space in	Result -
	<u>-</u> 1	Recommended	Recommended Remaining @ 100%	Recommended	Recommended Expans CIP	Above or Below	Adjacent Cluster(s)?	Capacity is:
Cluster Area		1103-08-CIT	Wich's capacity	10.00-001	1000001	100000		
0	0380			3.359	3.191	341		Adequate
: د د د	2000		228	5 781				Adequate
blair	25.00		•	2,534	2.597			Adequate
Diake	2,414	305.0	g de	2,477		-112	Whitman 263	Adequate
Single in	3,325		•	3,409			Galthersburg 340	Adequate
Finetein	3 167			3,247				Adequate
Caithorchura	4 000			4.592				Adequate
Maller Johnson	2.856		•	2.834			B-CC 341	Adequate
Konnodu	2 535	2 42R		2,709				Adequate
Magridge			420	3,528	3,352	•		Adequate
Montanana G				2,658				Adequate
Northwest			-415				Q.O. 92, S.V. 318	Adequate
Daint Branch								Adequate
Doctorville				882				Adequate
Ouince Orchard		2.897		3,109		1 92		Adequate
Rockville		i	3	3,021				Adequate
Seneca Valley	_			3,509				Adequate
Shenwood	2.577	2,905	328	3,040	2,888			Adequate
Springhronk	2618			3,337				Adequate
Watking Mill	2,807			3,340		3 266		Adequate
Wheaton	3.050			3,153	3 2,995		Rockville 648	Adequate
Whitman	1.989	2,281	292	-				Adequate
Wootton	3,064		i		3,215	151		Adequate

 Wootton
 3,064
 3,158
 101

 MCPS program capacity based on rating of capacity for special programs as well as regular education program; (from the CIP.)
 AGP cluster capacity based on rating all half-day K rooms at 44, full day K rooms at 22, and all other elementary rooms for Grades 1-5 at 25.1. Secondary school

capacity for Grades 6-12 rates all rooms at 22.5:1.
Enrollment projections by Montgomery County Public Schools, October 2001
Blake, Paint Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these High schools.
Blake, Paint Branch and Springbrook are part of the Northeast High Schools Consortium. Data shown is for the base areas of these High schools.
Blake includes Burnt Mills, Page, Fairfand, Stonegate and portions of Jackson Road (50%), cloverly (15%), and Sherwood (45%) elementary schools.
Paint Branch includes Burtonsville, Galway, Greencastle and a portion of Gloverly (85%) elementary schools.
Springbrook includes Broad Acres, Cresthaven, Cannon Road, Drew, Westover and a portion of Jackson Road (50%), and Northeast ES #16 elementary schools.





Letter doted 9/27/02 from Chairman Holmes to County Cancel Chairman Ewing and County Executive Dimension Methodology Questions from the FY 2001 AGP

County Council discussions leading up to the adoption of the FY 2001 AGP raised several issues about Annual Growth Policy methodologies. These include: how the AGP counts new capacity from grade-separated interchanges, how the AGP counts development projects that straddle County lines, and when the AGP adds federal facilities to the pipeline of approved development.

The Planning Board recommends no changes to AGP methodology on any of these issues. However, the Board notes that an update of the status of the funding of the FDA consolidation has led to the addition of 801 jobs to the Fairland/White Oak pipeline to reflect the funding of Phases I and II of the consolidation.

AGP School Test

The Montgomery County Planning Board does not recommend changing the AGP School Test. The purpose of the test is to assure that provision of school facilities keeps pace with the approval of new housing, and the Board believes that the current test performs that function adequately.

The Planning Board further believes that any tightening of the school test should be contingent upon agreement of the Cities of Rockville and Gaithersburg to abide by a moratorium if it is imposed.

In previous considerations of a 100 percent test, it has been debated whether developers should be able to address school capacity deficits by either providing school facilities ("ceiling flexibility") or by making a payment toward school facilities. In those previous discussions, the Board of Education, the Planning Board, and the County Council felt that a developer contribution system would be cumbersome and would often yield undesirable results. The Planning Board continues to agree.

If the School Test is tightened, the Planning Board recommends that elderly housing be exempt from the resulting moratoria, since elderly housing does not have an impact on school enrollment. The Planning Board believes the idea of a "special ceiling allocation for affordable housing" for the school test has merit, but suggests that this issue could and should wait until the next AGP Policy Element if the school test is tightened.

Permitting the Conversion of Jobs to Housing in Metro Station Policy Areas

The Planning Board endorsed the proposal to amend the AGP to allow a developer with an already-approved non-residential subdivision in a Metro Station Policy Area to convert all or some of that approval from jobs to housing. Given the desirability of housing near Metro and the challenges to providing it, the Planning Board does not believe there would be any instances where such a conversion would not be welcome, as long as housing is a permitted use under adopted plans.



Sep. 5. 2001 1:39PM

BOARD OF EDUCATION of Montgomery County · Maryland

Eight Hundred Fifty Hungerford Drive - Rockville, Maryland - 20850 - Phon. 278 2007

September 4, 2001

The Honorable Douglas Duncan, County Executive Executive Office Building 101 Monroe Street Rockville, Maryland 20850

The Honorable Blair G. Ewing, President, County Council and Members of the County Council
Stella B. Werner Council Office Building
100 Maryland Avenue
Rockville, Maryland 20850

General Arthur Holmes, Jr., Chairman Montgomery County Planning Board 8787 Georgia Avenue Silver Spring, Maryland 20910-3760

Dear Mr. Duncan, Mr. Ewing, and General Holmes:

On August 28, 2001, the Board of Education adopted the enclosed resolution requesting a change to the Annual Growth Policy (AGP) test for school capacity. The Board of Education's resolution reflects concern that the existing AGP test for school capacity has been too loose, and has not protected schools from undesirable levels of overutilization. No school cluster has ever been closed to development since the AGP test began, in spite of considerable overutilization of schools in a number of areas. The resolution proposes the AGP test use 100 percent utilization instead of the current use of 110 percent utilization. No change is proposed to the test component that looks at capacity in adjacent clusters.

The Board of Education's request should not be construed as a statement on the merits of growth and housing development. The Board of Education clearly understands the many benefits of development. What is of concern is that the original intent of assessing schools in the AGP is not being reasonably met by the current test. Making the modification suggested would promote the degree of coordination between new residential development and school capacity intended by the AGP.



The Honorable Douglas Duncan The Honorable Blair G. Ewing General Arthur Holmes, Jr. 2

September 4, 2001

I understand growth policy issues are addressed on a biennial basis, as part of the County Council's review of the AGP Policy Element. The timing of the Board of Education's resolution fits into the upcoming review of policy issues, presenting an opportunity for the Board of Education's request to be incorporated in a revised AGP test for schools beginning in FY 2002.

Tables attached to the Board's resolution show what the effect of this change would be if it were in place for the FY 2002 AGP. These tables show that space issues are most pronounced at the high school level, and with the revised approach five high school clusters would be closed to new development in FY 2002 – Damascus, Gaithersburg, Seneca Valley, Sherwood, and Watkins Mill.

Thank you for your careful consideration of the Board's resolution.

Sincerely,

Nancy J. King

President

NJK.;jc

Enclosure

Copy to:

Members of the Board of Education

Dr. Weast

Dr. Williams

Mr. Bowers

Mr. Hawes

Mr. Kress

Mr. Lavorgna

Ms. Marks

Mr Martinez

DISCUSSION/ACTION 9.0

Office of the Superintendent of Schools MONTGOMERY COUNTY PUBLIC SCHOOLS Rockville, Maryland

August 28, 2001

MEMORANDUM

To:

Members of the Board of Education

From:

Jerry D. Weast, Superintendent of Schools

Subject:

Annual Growth Policy

The county Annual Growth Policy (AGP) may be amended every two years (in odd-number years). Proposed amendments respond to issues that arise with administration of the AGP and its ability to accommodate desired public policies. The document containing proposed amendments is called the AGP Policy Element. The AGP Policy Element for the 2001-2003 period is now out for review.

At this time the Montgomery County Public Schools (MCPS) has an opportunity to comment on the AGP Policy Element and the AGP in general. I am aware that in the past there was interest in a change to the AGP schools test. In this memorandum, I will provide my point of view concerning AGP issues and the merits of once again requesting a change to the AGP schools test.

Following is the schedule for review and adoption of the 2001-2003 AGP Policy Element:

- May 1, 2001—The Maryland-National Capital Park and Planning Commission staff draft AGP Policy Element released
- June 15, 2001—The Planning Board's work session on the draft AGP Policy Element and the Planning Board's final draft AGP Policy Element transmitted to the county executive and County Council
- August 1, 2001—County executive's comments on the AGP Policy Element due
- September 1, 2001—MCPS and the Washington Suburban Sanitary Commission's comments on the AGP Policy Element due
- September 2001—Planning Board work session to review comments on the AGP Policy Element
- September 2001—County Council AGP Policy Element public hearings and work session(s) with the Planning, Housing, and Economic Development Committee
- October 2001—Full County Council work session on the AGP Policy Element
- November 1, 2001—Adoption of any amendments to the AGP Policy Element

August 28, 2001

This year 13 issues are raised in the AGP Policy Element, with most having to do with adjustments to transportation ceilings in the AGP. (See the attached policy element issues.) I do not recommend commenting on these issues because they would have little impact on school system concerns over enrollment growth and the pace of residential development. The issues raised have nothing to do with the AGP schools test.

This review period also is an opportunity for the school system to raise concerns and propose changes to the AGP (other than those currently included in the AGP Policy Element). In 1997, during the review period for the 1997-1999 AGP Policy Element, the Board of Education attempted to have a change made to the schools test. Although the Montgomery County Planning Board, county executive, and County Council rejected the request to change the test, there has continued to be concern over the effectiveness of the test in the community. As we struggle to keep pace with enrollment growth, many people feel that approvals for new residential development in the county need to be more closely used to school capacity.

The current AGP schools test evaluates projected enrollment compared with capacity five years in the future. The unit of geography used in the test is the cluster, and each cluster is "tested" for future elementary, middle, and high schools capacity. To bring flexibility to the test, the AGP adds two components. First, 10 percent additional capacity is added to school capacities. Second, if a cluster fails the AGP test at any school level, capacity that may be "available" in an adjacent cluster may be applied to the deficit in the first cluster. If there is sufficient capacity in adjacent clusters to make up the deficit in the cluster under review, it passes the test. These two flexibility components of the schools test were designed to take into account the perceived variability and uncertainty of projected school enrollment and capacity. These measures also were designed to recognize the nature of solutions open to the school system for overutilized schools, including the use of relocatable classrooms for interim periods of overcapacity and boundary changes. No cluster in the county has ever failed the AGP schools test.

In 1997 the Board of Education's request to change the AGP schools test was directed at lowering the use of 110 percent of capacity in clusters to 100 percent. No change was proposed in regard to the use of capacity that may be available in surrounding clusters. At this time the Board of Education may want to take the opportunity to once again suggest changes to the AGP schools test. If so, I would agree with past Board of Education action that the component of the schools test to change would be the use of 100 percent capacity instead of 110 percent. While I think it is important for the Board of Education to discuss this change, I want to be realistic as to the extent to which such a change in the schools test would change future school enrollments and utilizations. Also, I wish to provide comment on some possible downsides to a tightening of the schools test.

Staff has prepared the attached set of tables displaying the results of the current AGP test for clusters and the results if the test were tightened to use 100 percent capacity instead of 110 percent. It is worth noting that even under a 100 percent capacity AGP schools test, elementary and middle schools capacities in every cluster are shown to be adequate. High school capacities come up short in some clusters as we approach peak enrollment in the next six years. Areas of the county that would fail are upcounty areas and the Sherwood Cluster, where critical high



Members of the Board of Education

3

August 28, 2001

school projects are scheduled in the approved Capital Improvements Program (CIP) but not yet funded. Once these are funded in the FY 2003-2008 CIP process, all of these areas would likely pass an AGP test of high school capacity at 100 percent.

In the majority of the county, new residential development has become very limited as areas have built out and only small in-fill projects are possible. However, we continue to have enrollment growth and overutilized schools in these areas as a consequence of existing housing turning over to younger families and as the wave of children that have been attending elementary schools age into secondary schools. The impact of housing turnover versus new development is far more important to enrollment trends in the majority of our schools. The AGP has no control over housing turnover and neighborhood change in existing communities.

Substantial residential development is occurring only in a few parts of the county. In Germantown, the final stages of the master plan are being reached and almost all residential properties have been built or have subdivision approval and are under way. The City of Rockville, City of Gaithersburg, and Town of Poolesville are not subject to AGP restrictions; therefore, the schools test does not affect subdivision approval decisions in these areas. In addition, most developable land in these jurisdictions is already built or has projects that are under way. In Rockville, the last two sizeable residential properties, Fallsgrove and King Farm, are approved for development and are under construction. In Gaithersburg, the Lakelands community has approval and is rapidly building out. Hidden Creek in Gaithersburg has received development approval and will begin construction in the near future. In the Town of Poolesville, additional residential development would require annexations and expansion of the town's water and sewer facilities. In all of these areas, a change to the AGP test would have no effect on school facility issues.

Clarksburg represents the last major community that will be built in Montgomery County. This is the only part of the county with the potential for sustained building and growth for many years. At this time, an AGP moratorium on new housing subdivision approvals is in place in Clarksburg due to inadequate road capacity. A few recent approvals of large properties in this area have been possible due to developer willingness to build an unprecedented amount of road, water, and sewer infrastructure. These improvements have enabled their projects to pass the AGP test by privately funding the infrastructure. Developers in Clarksburg also will be dedicating a number of school sites. In terms of school capacities, elementary and middle schools in this part of the county pass the AGP schools test, even when using 100 percent capacity. At the high school level, using 100 percent capacity, the Damascus Cluster and the surrounding Gaithersburg, Seneca Valley, and Watkins Mill clusters would fail the AGP schools test until a new high school is funded in the approved CIP. (This is expected to occur this year with Clarksburg High School's inclusion in the FY 2003-2008 CIP.)

Given this review of county residential development, it is clear that, with the possible exception of the Clarksburg area schools, little to no change in projected enrollment and facility usage would be accomplished by changing the AGP schools test to use 100 percent capacity instead of 110 percent. One could argue that it is more important to work with the county to achieve funding for our needs than to enter the controversial fray of development regulation. Adoption



4

August 28, 2001 wherein pressure to

of a tightened AGP schools test also may have an unintended consequence wherein pressure to fund upcounty projects would predominate (in order to avoid shutting down areas to development) at the expense of funding downcounty projects (where there is no compelling AGP issue to influence CIP funding decisions). This dynamic could upset the Board of Education's delicate balance for distribution of CIP projects based on school needs.

On the other hand, if the Board of Education feels it is important to send a signal of dissatisfaction with the current pace of development approvals compared with the provision of funds for school projects, it may want to notify the County Council. I would defer to the Board's judgment on this matter. Should the Board decide to proceed with a request to change the AGP schools test, the following resolution is provided for your consideration:

WHEREAS, A review of the Annual Growth Policy test for school adequacy shows that the test provides too great a degree of flexibility in favor of development, and this has resulted in clusters where schools are seriously overutilized while passing the AGP schools test; and

WHEREAS, Public testimony concerning schools clearly indicates that there is a lack of acceptance in the community of the use of 110 percent school utilization as one component of the AGP schools test; and

WHEREAS, Even with a modification of the AGP schools test to use 100 percent school utilization instead of 110 percent, there will continue to be considerable flexibility in the test as a result of the component of this test that looks to capacity in adjacent clusters, which assumes the possibility of boundary changes; now therefore be it

Resolved, That the County Council, the county executive, and the Planning Board be advised that the Board of Education requests that the Annual Growth Policy test for school adequacy be modified to use 100 percent utilization as the maximum allowable in tests of cluster capacity; and be it further

Resolved. That a copy of this resolution be forwarded to the County Council, the county executive, and the Planning Board.

JDW:LAB:JJL:vnb

Attachments

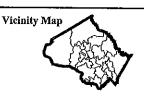
Board of Education Districts

Montgomery County Public Schools 2

Rockville, Maryland

Cluster Serivce Area

District Boundary



Map Compiled by MCPS Department of Planning and Capital Programming May 1, 2001 Map base provided by Montgomery County DIST Geographic Information System Team



Proposed for moratorium under 95% test

