



Montgomery Planning Functional Planning and Policy Division

06/21/2018
Agenda item 02

FY2019 Annual School Test

Results Effective July 1, 2018



Annual School Test Overview

- The annual school test is a primary component of the County's Subdivision Staging Policy (SSP) that evaluates the adequacy of schools to accommodate new residential development.
- The test results are approved each June after the Capital Budget and MCPS Capital Improvements Program (CIP) are adopted by the Council.
- The results take effect at the start of the next fiscal year on July 1.

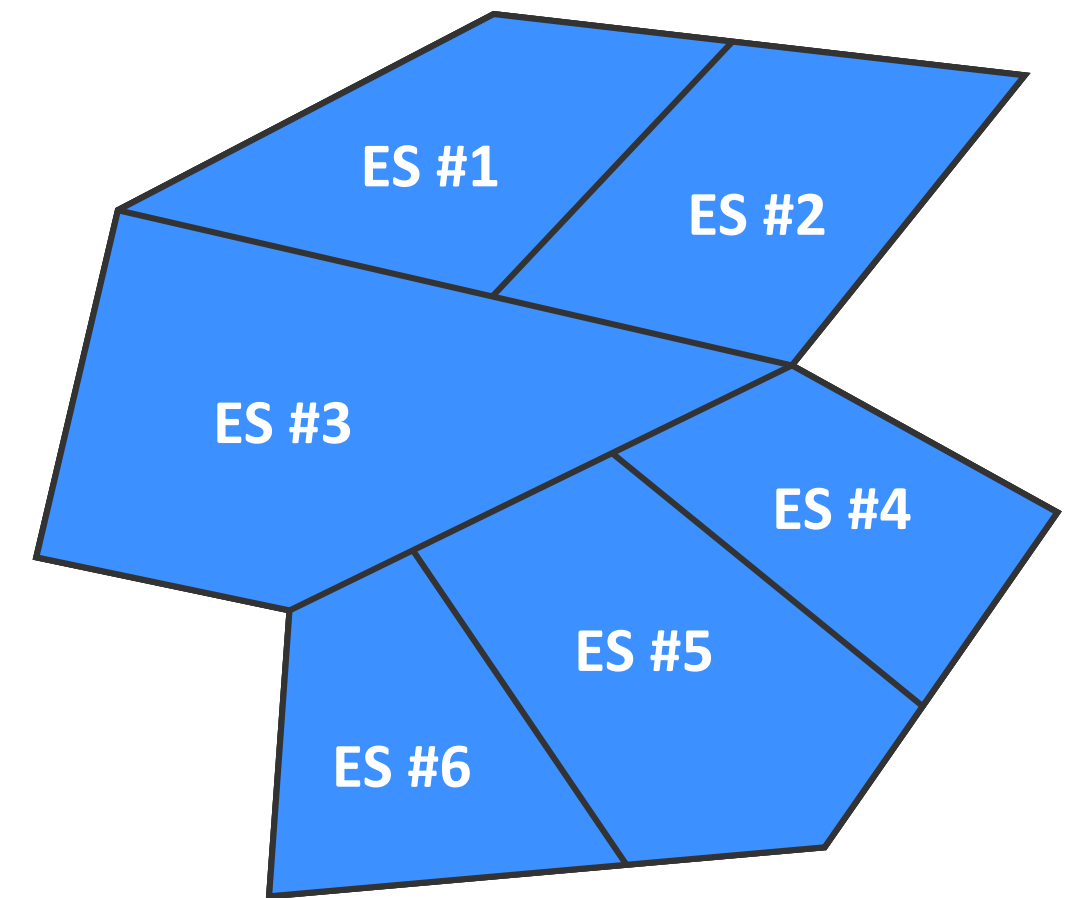
Annual School Test Overview

- Determines if (or when) new residential subdivisions in any school service area should be subject to a moratorium, based on the projected utilization of school facilities.
- Projected utilization is based on projected enrollment and capacity in the final year of the adopted (or amended) CIP.
- The FY19 test results are based on projected enrollment and capacity in Montgomery County public schools for the **2023-24 school year**.

Annual School Test Overview

The annual school test is a two-tiered test. Adequacy is reviewed at

- the **cluster** level for elementary, middle and high school, and at
- the **school** level for individual elementary and middle schools



Student Generation Rates

About Student Generation Rates

A ratio that identifies the average number of MCPS students living in a single dwelling unit of a particular housing type within a particular geography.

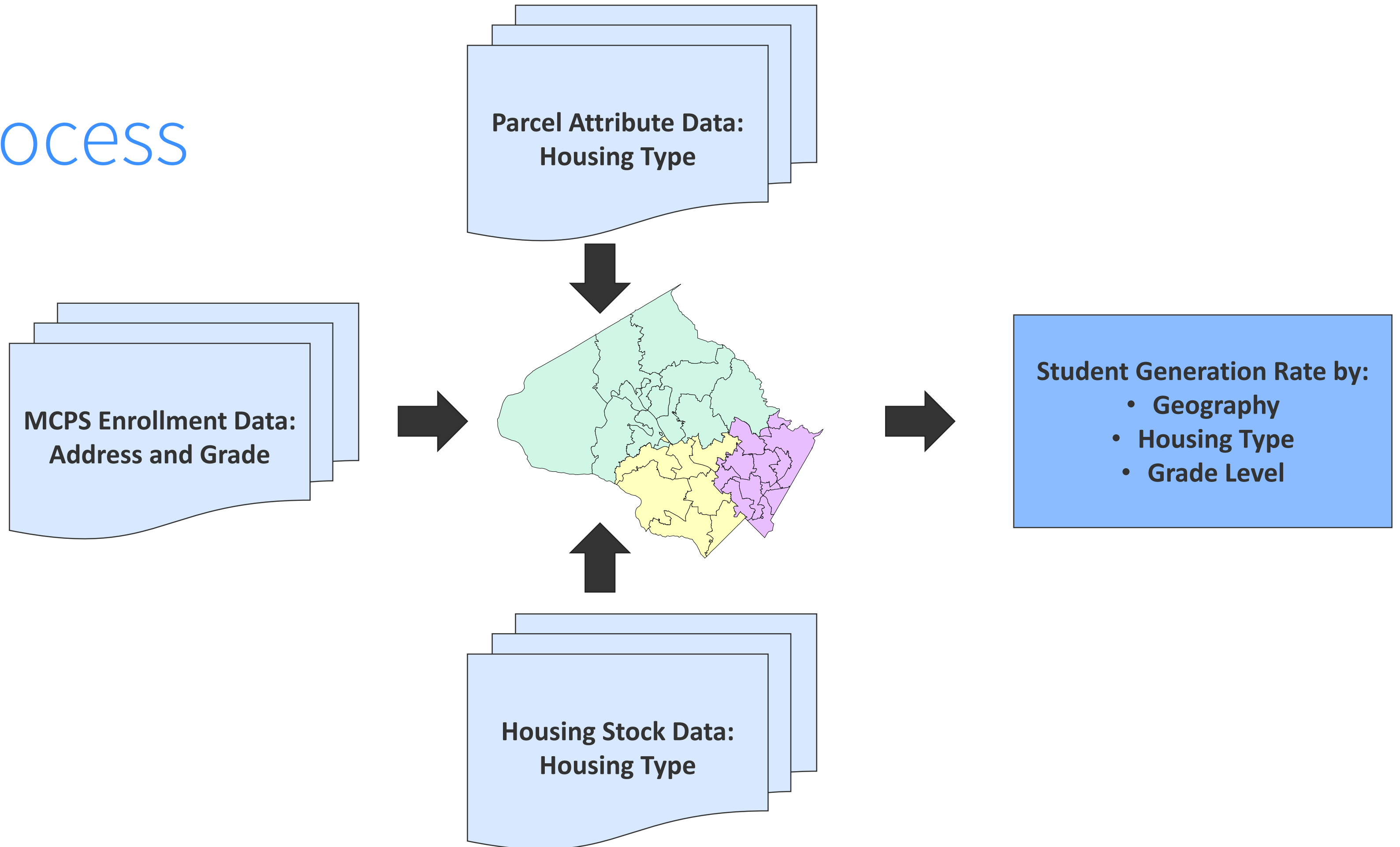
Used to...

- calculate school impact taxes
- estimate a sector plan's potential enrollment impacts
- estimate the enrollment impacts of a development application
- help project future enrollment (MCPS)

Updated every two years.

- Last updated using September 2016 enrollment and housing data; started using these in July 2017.

Process



How do we look at student generation?

Currently, by...

- Geography (countywide, regionally, by cluster service area)
- Housing type (SFD, SFA, MF high rise, MF low rise)
- Grade level (elementary, middle, high)

In the future? Maybe by...

- SFD parcel attributes: parcel size, unit size, unit age, years since last sold, distance to a school, etc.
- Neighborhood attributes: average age of householder, housing affordability

Student Generation Rates Calculation

Countywide multifamily high rise elementary school SGR:

- ES students in multifamily high rise, countywide = 3,460 students
- # of multifamily high rise units, countywide = 48,176 units

$$\frac{3,460 \text{ students}}{48,176 \text{ units}} = \mathbf{0.072 \text{ ES students/unit}}$$

What does that mean?

- On average across the county, each multifamily high rise unit generates 0.072 elementary school students.
 - ...100 multifamily high rise units generate 7.2 elementary students.
 - ...1,000 multifamily high rise units generate 72 elementary students.
- Very important to know that this is **not an estimate**. These are as close to capturing reality, for the given geography and housing type, as possible. We were able to match 99.1% of the 159,000+ MCPS students to a housing type!

Other questions we are frequently asked...

Do student generation rates account for vacancy rates?

- No these are not adjusted for vacancy rates. But if a small geography is experiencing temporarily high vacancy rates, that could cause the generation rates for that small geography to be artificially low. But that is in part why we don't tend to use the smaller geography rates (such as school cluster or school service area) and in part why we update these every two years.

Other questions we are frequently asked...

Why do I see 20 students waiting for the bus at a building in downtown Bethesda?

- When people see students at a bus stop, they generally don't know where those students live. They could be coming from multiple buildings. However, we know where they live, and we have counted them in our rates. If the student population in a building has grown dramatically, we will capture that when we recalculate the rates every two years.

Other questions we are frequently asked...

If multiple families are living in the same home, each with multiple students, are you capturing that?

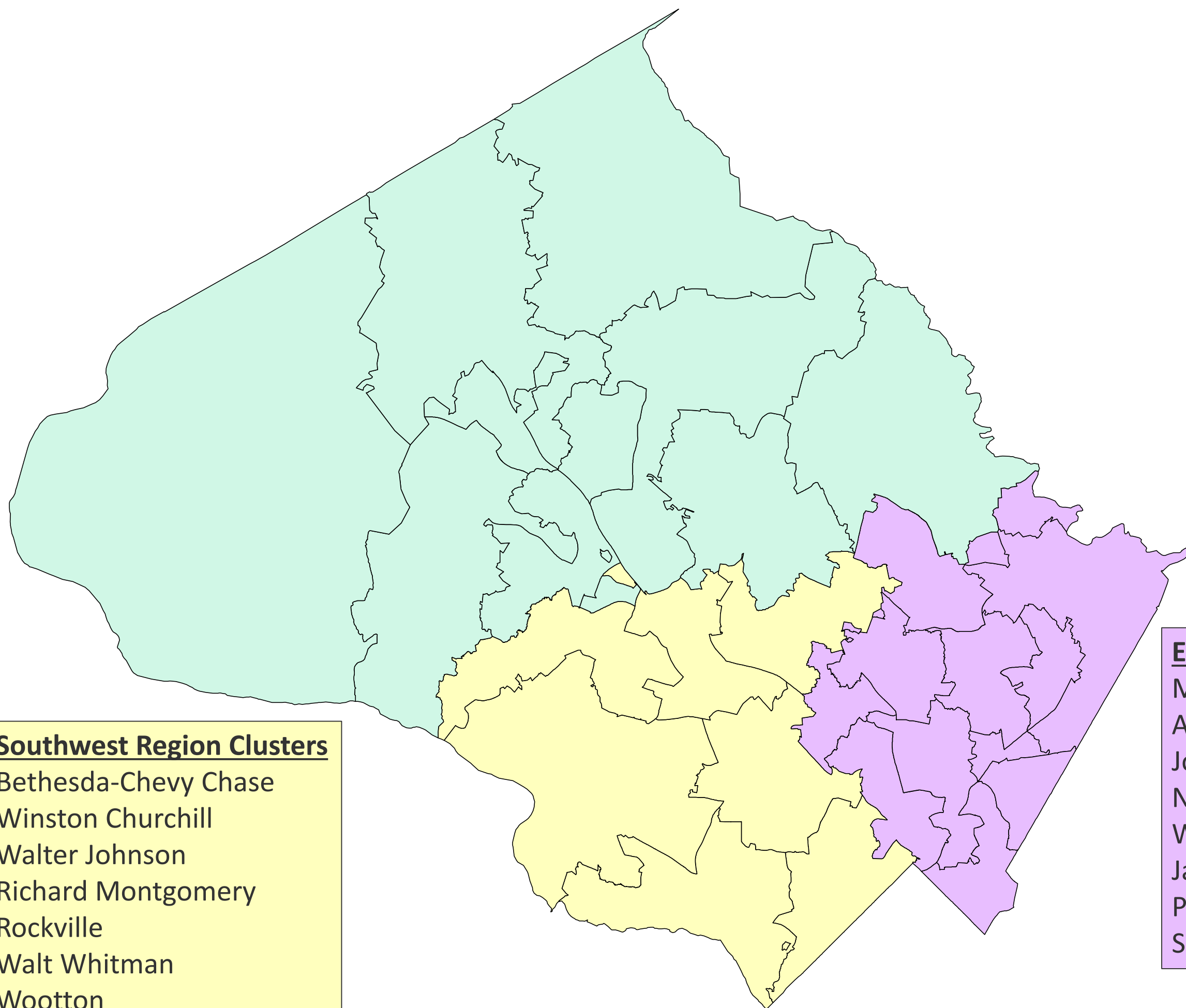
- Absolutely. We count the number of students living at each address – whether that is one student from one family or 10 students from three families – and match that count to a housing type.

Current Countywide Student Generation Rates

	Elementary	Middle	High	K-12
Single Family Detached	0.204	0.111	0.150	0.465
Single Family Attached	0.234	0.111	0.147	0.491
Multi-Family Low to Med Rise	0.212	0.084	0.112	0.408
Multi-Family High Rise	0.072	0.029	0.038	0.139

Upcounty Region Clusters

Clarksburg
Damascus
Gaithersburg
Col. Zadok Magruder
Northwest
Poolesville
Quince Orchard
Seneca Valley
Sherwood
Watkins Mill



Southwest Region Clusters

Bethesda-Chevy Chase
Winston Churchill
Walter Johnson
Richard Montgomery
Rockville
Walt Whitman
Wootton

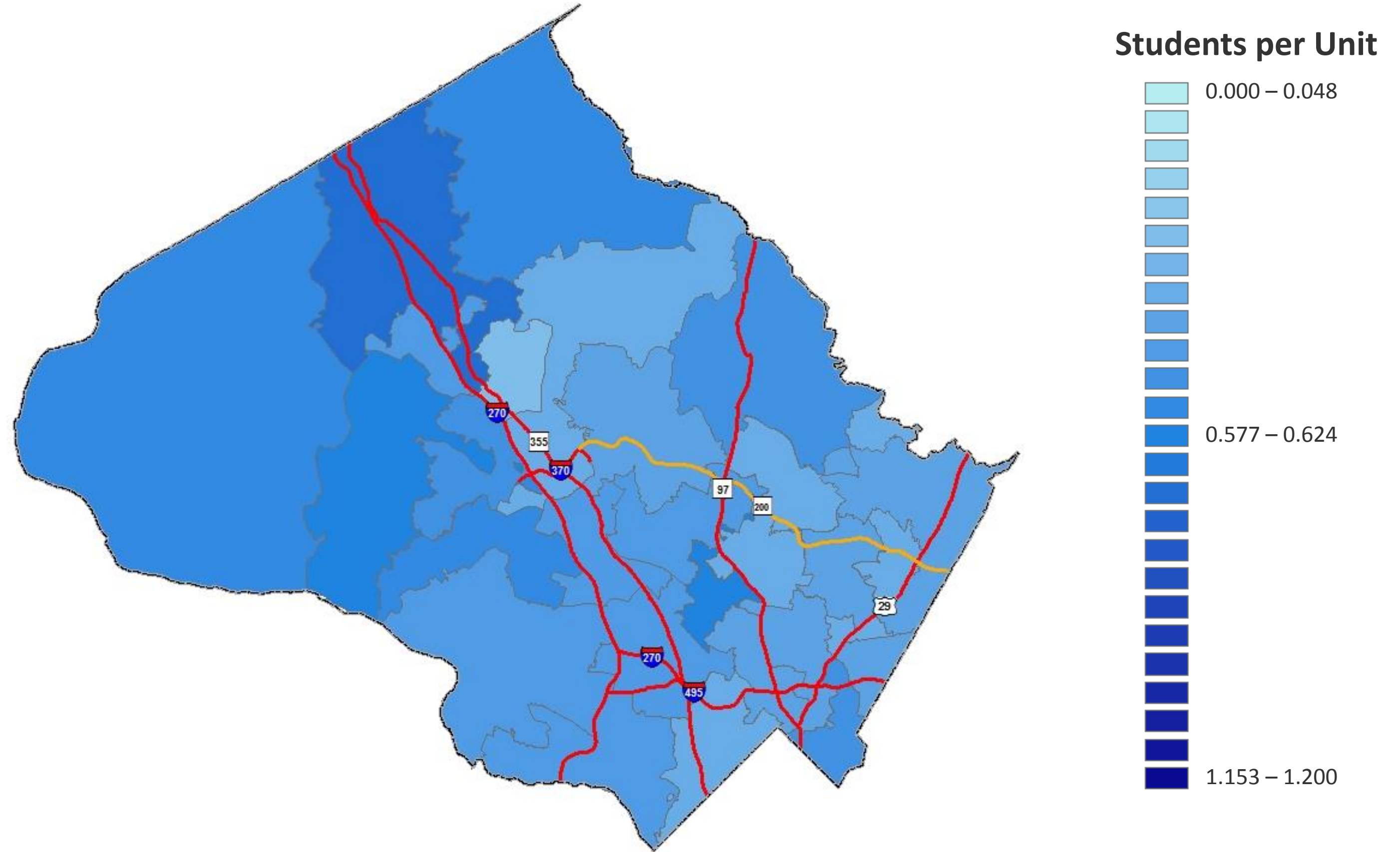
East Region Clusters

Montgomery Blair
Albert Einstein
John F. Kennedy
Northwood
Wheaton
James H. Blake
Paint Branch
Springbrook

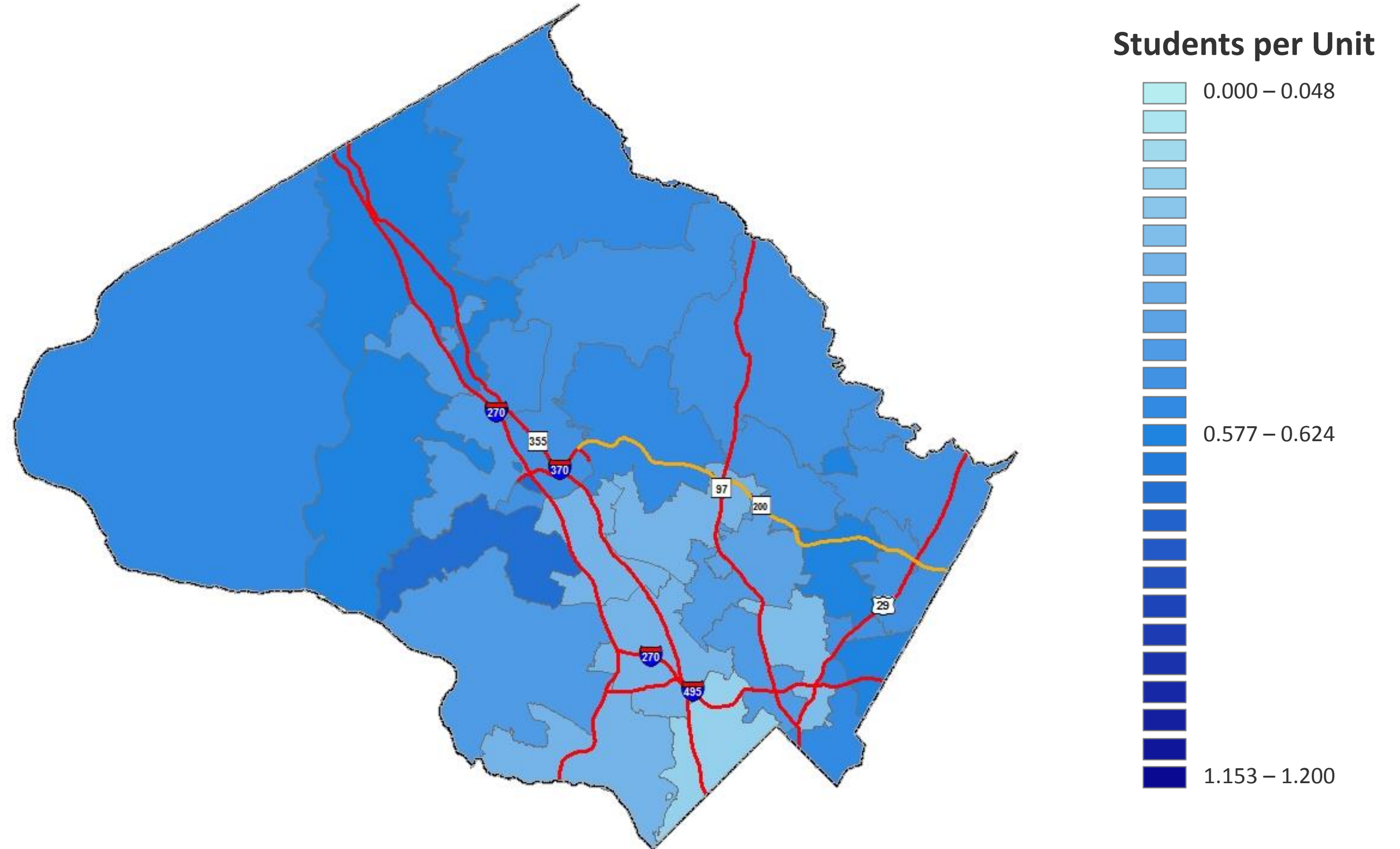
Current Regional Student Generation Rates

	Elementary	Middle	High	K-12	
Upcounty Region	Single Family Detached	0.214	0.123	0.168	0.505
	Single Family Attached	0.251	0.116	0.151	0.519
	Multi-Family Low to Med Rise	0.204	0.074	0.099	0.378
	Multi-Family High Rise	0.074	0.031	0.037	0.142
Southwest Region	Single Family Detached	0.193	0.111	0.147	0.451
	Single Family Attached	0.191	0.094	0.124	0.408
	Multi-Family Low to Med Rise	0.146	0.063	0.083	0.291
	Multi-Family High Rise	0.055	0.022	0.031	0.108
East Region	Single Family Detached	0.207	0.099	0.139	0.445
	Single Family Attached	0.217	0.108	0.149	0.475
	Multi-Family Low to Med Rise	0.268	0.108	0.146	0.522
	Multi-Family High Rise	0.099	0.039	0.051	0.188

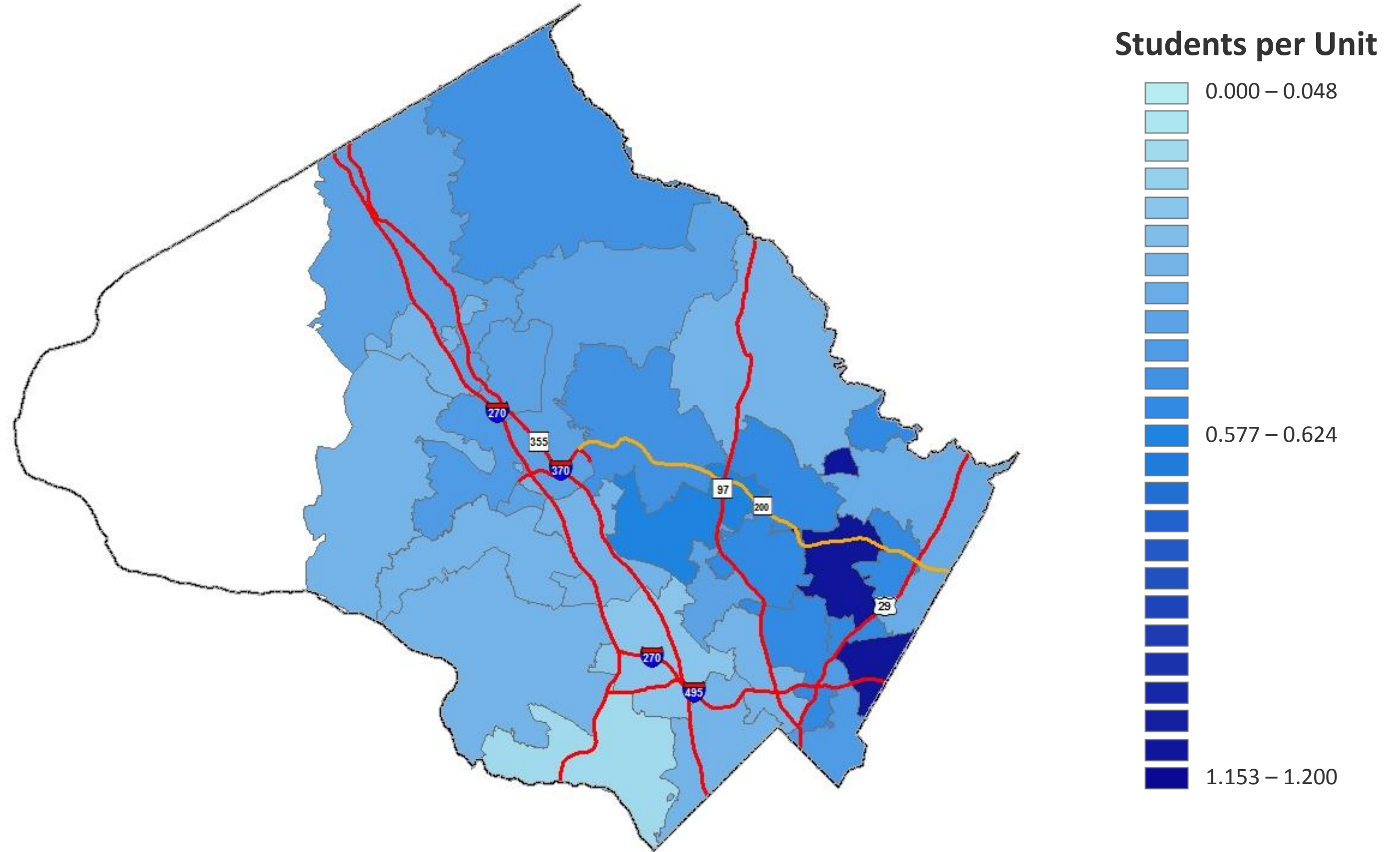
K-12 Single Family Detached SGRs by Cluster



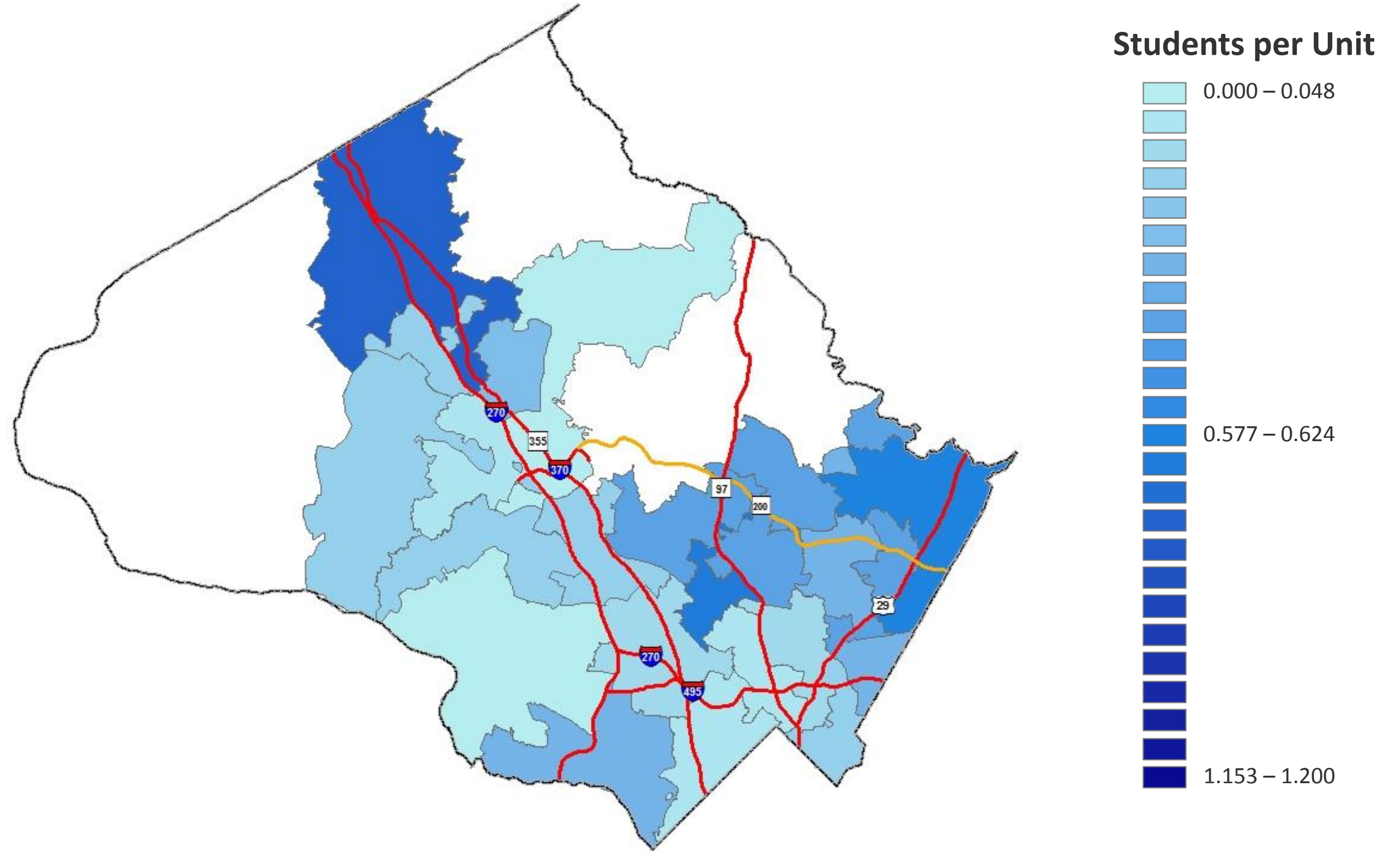
K-12 Single Family Attached SGRs by Cluster



K-12 Multifamily Low Rise SGRs by Cluster



K-12 Multifamily High Rise SGRs by Cluster



Placeholders

What is a placeholder “solution?”

- Funding approved by the County Council for an as yet undefined project that is under assessment by MCPS.
- Counts as funded capacity, thus preventing potential moratorium.
- Funding is typically not requested by MCPS.
- Funding is typically programmed in the out years of the CIP.
- While the placeholder implies that MCPS will pursue an addition at the school, in reality, the scope of the real project is unknown because MCPS has not fully determined the appropriate solution to the enrollment issue.
- The ultimate solution could be larger and more expensive than the placeholder, or might not even involve a capital project.

What factors are considered when adding a placeholder?

- Potential for new development does NOT play a role in the decision.
- The following conditions must exist:
 1. Service area in moratorium or close to entering moratorium.
 2. MCPS actively pursuing or studying a solution specifically for that school or cluster.
 3. Assurance from MCPS that it expects the real solution to be implemented within the 6-year CIP timeframe.

Do placeholders prevent the funding of other projects?

- No. Placeholder funding is designated out of a reserve fund (generally 9-10% of the Capital Budget) that is used for cost overruns, unexpected capital projects, etc.
- Approximately \$15.4 million in the approved CIP, designated out of the capital reserves.
- These are priority issues for MCPS – if they knew what solution they would be pursuing, it would appear in this CIP.
 - The expectation is that MCPS will include a well-defined solution in the next CIP request in two years, or as a CIP amendment next year.

Cluster Test Results

Test Overview: Cluster Test

The Cluster Level Test is conducted to evaluate adequacy across all the schools in a cluster and to determine cluster-wide moratoria.

Cluster Moratorium Threshold:

Projected cumulative utilization greater than 120% at any school level (elementary, middle or high school) across the entire cluster is the threshold at which residential subdivision approvals are halted.

Subdivision Staging Policy FY 2019 School Test Results Summary
Reflects County Council Adopted FY 2019 Capital Budget and FY 2019-2024 Capital Improvements Program (CIP)
 Effective July 1, 2018

School Test Description and Details	School Test Outcome	Elementary School Inadequate	Middle School Inadequate	High School Inadequate
<p style="text-align: center;"><u>CLUSTER TEST</u></p> <p>Inadequate if cluster is over 120% utilization, by level</p> <p>Test year 2023-24</p>	<p style="text-align: center;"><u>MORATORIUM</u></p> <p>Moratorium required in cluster service areas that are inadequate.</p>			Montgomery Blair (123.8%) Northwood (141.2%)
	<p style="text-align: center;"><u>OPEN CONDITIONALLY</u></p> <p>Placeholder projects prevent these cluster service areas from entering moratoria. <i>See notes.</i></p>			Albert Einstein (140.2%) ^a
	<p style="text-align: center;"><u>OPEN CONDITIONALLY</u></p> <p>Planned projects in other clusters and/or reassignments prevent these cluster service areas from entering moratoria. <i>See notes.</i></p>			Clarksburg (142.4%) ¹ Walter Johnson (133.8%) ²

Five clusters exceed the moratorium threshold at the high school level. Two will enter into a moratorium for FY 2019, while the other three remain open conditionally due to a placeholder project or a CIP project in another cluster.

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	<p style="text-align: center;"><u>OPEN CONDITIONALLY</u></p> <p>Planned projects in other clusters and/or reassignments prevent these cluster service areas from entering moratoria. <i>See notes.</i></p>			<p>Clarksburg (142.4%)¹ Walter Johnson (133.8%)²</p>

Moratoria:

- Montgomery Blair Cluster (123.8% HS utilization)
- Northwood Cluster (141.2% HS utilization)

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Placeholder:

- Albert Einstein Cluster (140.2% HS utilization) – 14 high school classrooms

How are placeholder impacts calculated?

The placeholder adds capacity to the applicable school based on the school level and size of the placeholder. Planning staff uses the following classroom capacities to determine capacity impacts:

School Level	Classroom Capacity
Class Size Reduction (CSR) Elementary School	22 students
Non-CSR Elementary School	23 students
Middle School	21.25 students
High School	22.5 students

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Approved CIP Projects:

- Clarksburg Cluster (142.4% HS utilization) – Seneca Valley HS revitalization/expansion
- Walter Johnson (133.8% HS utilization) – reopening of Woodward HS

How are impacts of CIP projects at other schools calculated?

- When an approved CIP project at a school is intended to relieve enrollment burdens at another school, the completed project **will result in student reassignment.**
- MCPS doesn't typically decide the boundary changes until a year before the project is complete, so we have to **estimate the enrollment impact of an as yet undetermined boundary change.**
- We do this by assuming a goal of **equalizing utilization** across the applicable schools.

Individual School Test Results

Test Overview: Individual School Test

The Individual School Level Test is conducted to evaluate the adequacy of individual elementary and middle schools and to determine local moratoria.

Elementary School Thresholds:

- Projected utilization greater than 120%
- Projected capacity deficit of 110 seats or more

Middle Schools Thresholds:

- Projected utilization greater than 120%
- Projected capacity deficit of 180 seats or more

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16 elementary school service areas exceed the moratorium thresholds. Five of the service areas will enter moratoria, while the other 11 remain open conditionally due to placeholder projects or CIP projects at other schools.

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Moratoria:

- Ashburton ES (-173, 122.5%)
- **Burnt Mills ES (-183, 146.7%)**
- **Highland View ES (-122, 142.4%)**
- **Lake Seneca ES (-120, 130.4%)**
- Stonegate ES (-151, 140.6%)

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Placeholders:

- Bethesda ES (-139, 124.8%) – 6 classrooms
- Judith A. Resnik ES (-110, 122.1%) – 4 classrooms
- Somerset ES (-139, 127.0%) – 4 classrooms

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Approved CIP Projects:

- Rachel Carson ES (-319, 146.2%) – rev/ex at DuFief ES
- Cedar Grove ES (-204, 148.8%) and Wilson Wims ES (-549, 173.6%) – opening of Clarksburg Village ES #2 and Clarksburg Cluster ES #9
- Clarksburg ES (-277, 188.8%) – opening of Clarksburg Cluster ES #9

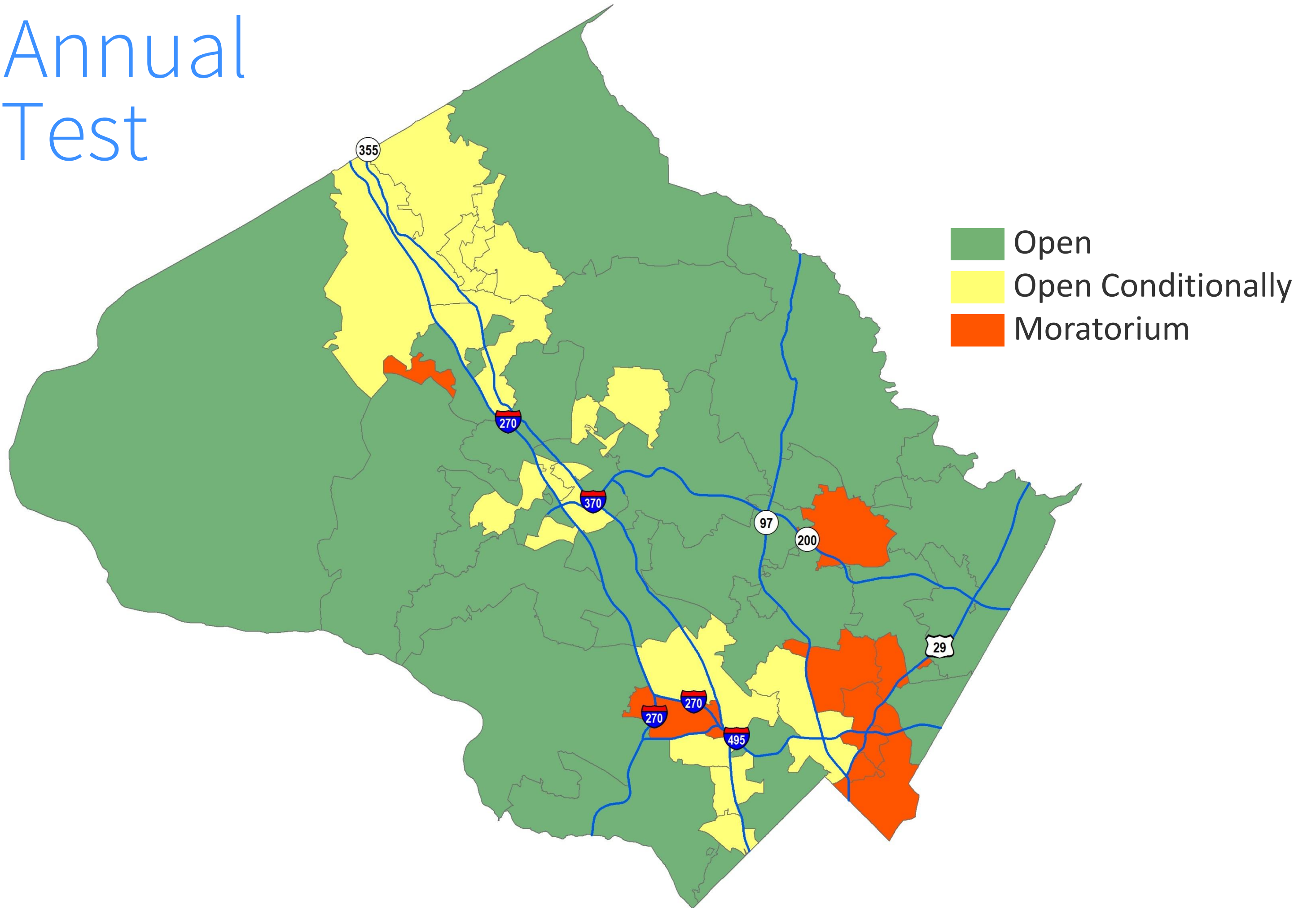
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Approved CIP Projects:

- Forest Knolls ES (-220, 140.1%) – additions at Montgomery Knolls ES and Pine Crest ES
- Rosemont ES (-281, 148.0%), Strawberry Knoll ES (-215, 146.1%) and Summit Hall ES (-221, 150.5%) – opening of Gaithersburg Cluster ES #8

FY2019 Annual School Test Results



School Queue

School Queue Overview

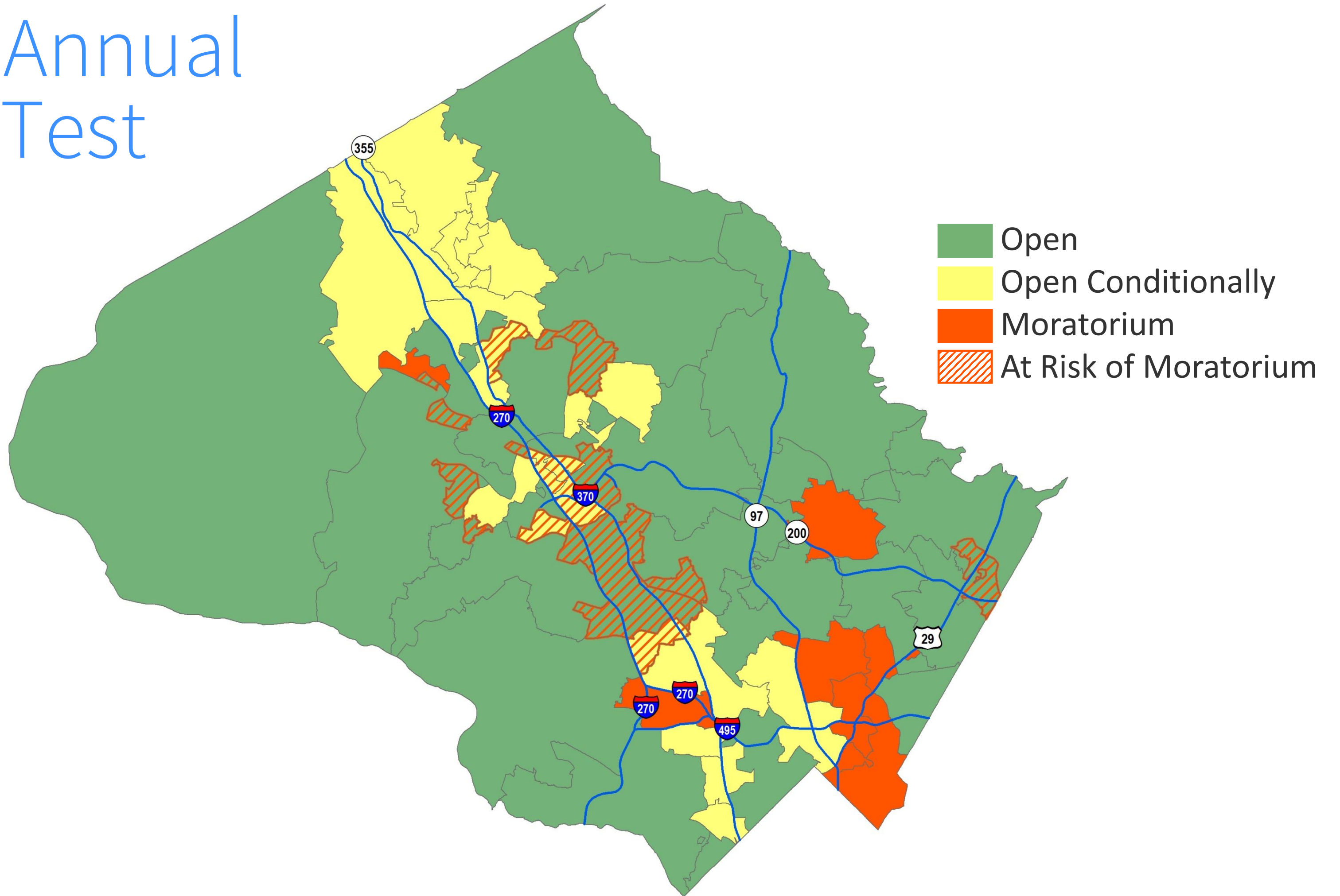
If a subdivision would cause utilization rates to exceed a moratorium threshold at any cluster or individual school level, the applicant is only allowed to build the number of dwelling units producing students up to that threshold.

School Queue Overview

The following cluster/school service areas are close to triggering moratoria:

- Richard Montgomery Cluster – 15 high school students
- Clopper Mill ES – 19 students
- Capt. James E. Daly ES – 12 students
- Farmland ES – 18 students
- Greencastle ES – 12 students
- Thurgood Marshall ES – 8 students
- Meadow Hall ES – 12 students
- Forest Oak MS – 3 students

FY2019 Annual School Test Results



School Impact Evaluation Change

Current Method for Evaluating an **Application's** Enrollment Impact

- Calculate using **county-wide** student generation rates based on the mix of housing types in the development.

Current Method for Evaluating a **Master Plan's** Enrollment Impact

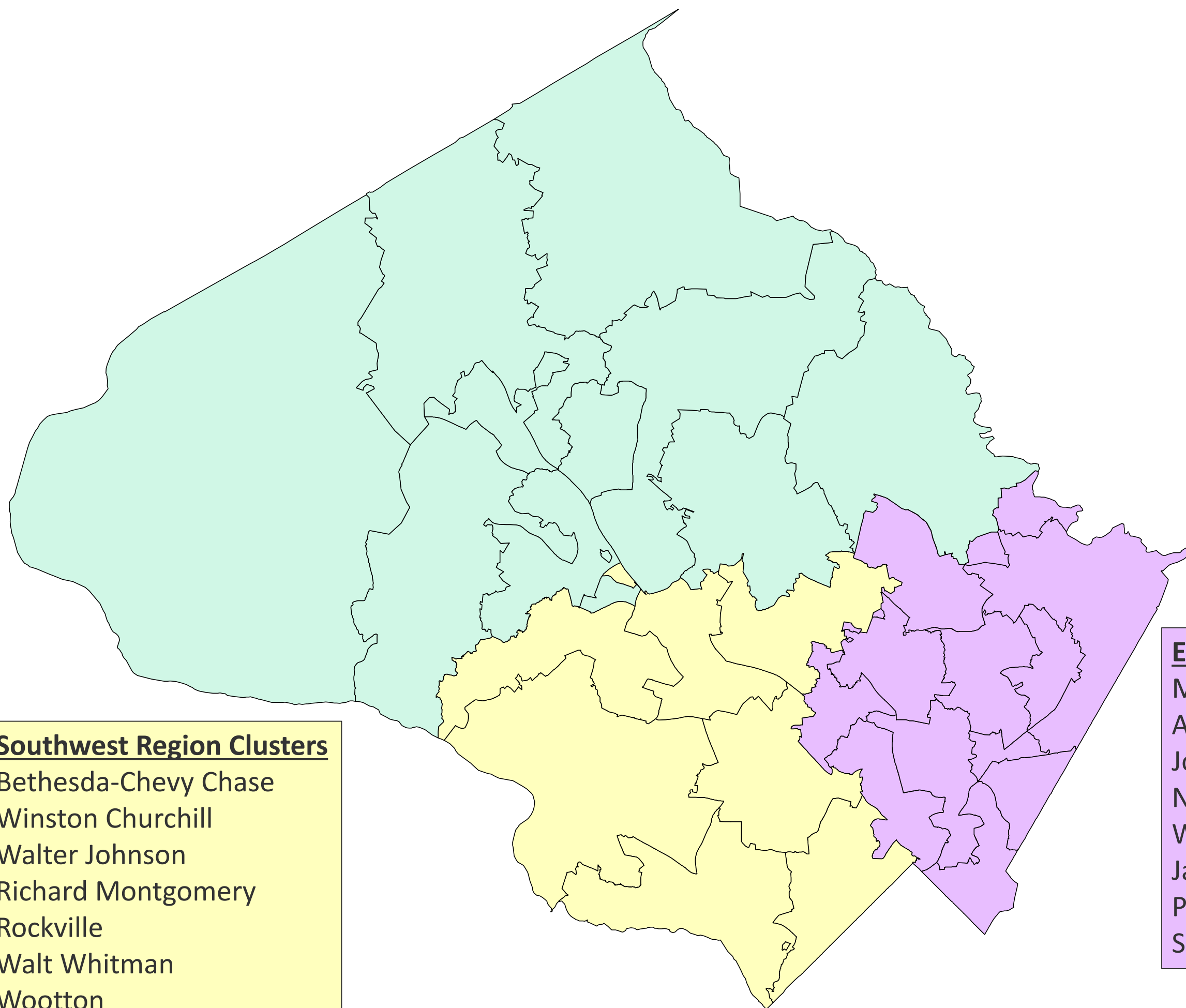
- Calculate using **regional** student generation rates (east, southwest and upcounty) based on the potential mix of housing types.

PROPOSED Method for Evaluating an **Application's** Enrollment Impact

- Calculate using **regional** student generation rates based on the mix of housing types in the development to be consistent with methodology used for master plans.

Upcounty Region Clusters

Clarksburg
Damascus
Gaithersburg
Col. Zadok Magruder
Northwest
Poolesville
Quince Orchard
Seneca Valley
Sherwood
Watkins Mill



Southwest Region Clusters

Bethesda-Chevy Chase
Winston Churchill
Walter Johnson
Richard Montgomery
Rockville
Walt Whitman
Wootton

East Region Clusters

Montgomery Blair
Albert Einstein
John F. Kennedy
Northwood
Wheaton
James H. Blake
Paint Branch
Springbrook