

**THE TOWN OF POOLESVILLE**

**MASTER PLAN**

*OCTOBER, 1990*



*THE TOWN OF POOLESVILLE  
P. O. BOX 158  
POOLESVILLE, MARYLAND 20837*

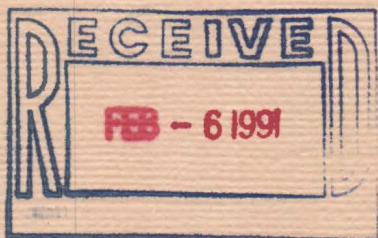


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# POOLESVILLE MASTER PLAN

## INTRODUCTION

Located in Upper Montgomery County, Maryland, Poolesville is an enclave of rural life off the main thoroughfares leading to the urbanized Washington Metropolitan Area. It is a Town which prides itself on its long history of rural and historic charm and the self-sufficiency of its residents. Poolesville is moving into the 21st century in a progressive, but controlled and deliberate fashion. This Plan recognizes the Town's heritage and sets forth a reasoned path for continued growth and prosperity, while retaining the rural lifestyle which is unique in the Metropolitan Area and cherished by its residents.

## ORGANIZATION

This Plan is divided into five major Sections: Poolesville Today, Land Use Plan, Public Facilities Plan, Transportation Plan, and Implementation Plan. In addition there are appendices dealing with park and recreation requirements, school needs and capital financing.

Staging refers to the allocation of the future growth of an area, in sequence, according to locations and amounts that are determined in advance, and according to the availability of public facilities such as water supply, sewerage, schools, and roads. Although a plan may be broken down into specific stages of development, usually it is not desirable to tie each to specific dates. Keying a staging plan to precise time-periods does not allow for unforeseen events which may speed up or slow down the development process. Each subsequent stage of development should rather begin after certain events have occurred or pertinent decisions have been made.

Staging is desirable when large amounts of infrastructure are yet to be built because it:

- o Provides a major tool to sequentially implement Master Plan proposals;
- o Assures that development occurs only when and where adequate public facilities are available;
- o Provides a basis for scheduling and budgeting of the public facilities; and
- o Coordinates public and private development.

Stages I, II and III were initially developed to ensure that the growth rate did not exceed the orderly construction of needed infrastructure. Currently most major items of infrastructure are in place and future growth sequencing will be based upon the criteria established in the Implementation Section of the Plan. Therefore, the Stages I, II and III terminology has been eliminated in this Plan.

## POOLESVILLE TODAY

### Existing Uses of Land

#### The Pattern

Poolesville has a fairly simple land use pattern that demonstrates the extensive growth that has occurred since 1970. The center, crossroads section, or the "old town" portion, consists of the commercial and residential buildings constructed from the 18th to the 20th century and is typical of towns of this size which have developed independently from city or suburban growth. Extending to the east and south are large tracts of housing in more recently-built subdivisions. Still within the Town limits but beyond these developed and sections lie tracts of vacant and agricultural land. Beyond the limits of the Town proper the landscape is dominated by agricultural and forested lands, with farm buildings and dwellings scattered throughout.

The following Table indicates the acreage devoted to each of the land uses in the Town.

TABLE 1  
CURRENT LAND USE  
TOWN OF POOLESVILLE  
(IN ACRES)

<u>Existing Land Use</u>	<u>Acreage</u>	<u>% of Total</u>
Residential, Single Family	539.00	25.51
Residential, Multi-Family	30.00	1.42
Commercial	63.45	3.00
Public/Utility/Industrial	81.00	3.83
Industrial	2.12	.10
Park	40.50	1.92
Vacant or Agricultural	<u>1,356.93</u>	<u>64.22</u>
Total	2,113.00	100.00

#### Residential Land Use

The Town's housing is predominantly single-family, detached dwellings; however, approximately 32 percent of the total housing units are townhouses. Old town Poolesville's housing was built incrementally over a period of many years, and thus its styles, sizes, lot sizes and densities vary considerably (see Map 1). This long development process has also resulted in a mixing of residential and commercial uses, particularly along Fisher Avenue (Route 107). In addition, a few dwelling units

are located in some of the commercial structures in the old town.

Housing in the newer sections of the Town, having been built as subdivisions, is much more uniform in size, age, style, and lot size. Densities reflect the zoning requirements in the Town's five residential zones for 1/3, 1/2 and 3/4 acre minimum lot sizes for single-family homes as well as RDT zoning and 12 dwellings per acre for townhouse units.

All recent residential development has been located in single-family subdivisions. Table 2 summarizes this building activity, and Map 2 shows their locations.

TABLE 2  
RESIDENCES BUILT SINCE 1970

<u>SUBDIVISION</u>	<u>NUMBER OF DWELLING UNITS AS OF OCTOBER 1989</u>
SENECA CHASE	167
SUMMERHILL	161
WESMOND	300
WESMOND TOWNHOUSES	130
WESTERLY/MEADOW PARK	307
WOOTTON HEIGHTS	<u>45</u>
TOTAL	1,110

Note: Five other subdivisions are approved which will add another 295 single family residences by 1992.

In 1950, Poolesville was a rural town with only 58 single-family dwelling units. Residential development increased only slightly by 1970, totalling 128 single-family units. However, during the post 1970 period, the Town experienced its greatest expansion, increasing by more than 900 units to 1,086 dwellings in 1977. The current residential development was made possible by the increased availability of public sewerage and water from the Town.

In general, the condition of the Town's housing is quite good, although a few structures in the old Town center are deteriorated.

### Commercial Land Use

Most of Poolesville's commercial land uses are located at or near the "old town" crossroads of Routes 107 and 109 (see Map 1). They consist of retail stores, service establishments, and offices. Most stores are small outlets of 2,000 square feet, or less, of space and include restaurants, gas stations, etc. Retail stores and

services currently account for approximately 45,000 square feet, while there is approximately 6,000 square feet of office space within the Town. At this time several commercial sites have site plan approval and will add to the commercial inventory by the end of 1990. Service outlets, an important part of Poolesville's commercial scene, include automobile-oriented services (gasoline and repair), plumbing, home improvement and dry cleaning services.

Prior to 1989 the commercial uses in Poolesville were not "planned", i.e., retail and service outlets were not designed and located to create a well-functioning, pedestrian-oriented environment. Rather, they were established independently, over a considerable period of time, as happened in many small towns like Poolesville. Some of the stores have gone through transformations of one sort or another. The Selby family, for example, built a new, larger store to replace its former market. As is typical of many small towns, the commercial buildings in Poolesville are not continuous, but are often separated by residential or public land uses or by vacant tracts.

Residents of Poolesville currently appear to be well-served with "convenience goods" facilities such as food stores, a drug store, a hardware store, and similar outlets, which sell relatively less expensive items used by households as a matter of daily routine and for which little deliberation occurs before their purchase. There are few facilities, however, which sell "shoppers' goods," (i.e., more expensive, single-purchase items which the customer selectively purchases after comparing price, quality, brand name, and style). The lack of this type of retail facilities is due to the limited population of the Town and vicinity, the isolated location of the Town relative to the overall road system in Montgomery County, and the fact that shoppers' goods facilities, such as jewelers, furniture stores, and clothing stores, tend to locate in planned shopping centers with large service areas, such as the Francis Scott Key or Lakeforest Malls.

The chief addition to commercial land use in Poolesville will be three planned shopping centers which will be located in the established commercial district.

### Other Land Uses

Public, utility, and institutional land uses include the Poolesville Junior/Senior High School, the Elementary School, the Town Hall, the Post Office, a C&P Telephone building, the water tower and sewage treatment plant, numerous churches as well as parkland. Halmos and Stevens are the two major parks in Town. There are also a number of small parks and public open spaces in the Town. Beyond the developed areas of the Town are sizable tracts of land that are either used for agriculture or are vacant. A special commercial zone was recently added on the southwest quadrant of the Town.



### Existing Zoning

The Town of Poolesville retains separate planning and zoning powers from those of Montgomery County. Its zoning ordinance originated in the early 1950's. The current version was adopted in 1987. The ordinance contains nine categories--five residential, two commercial, and one industrial (see Map 3). A special commercial category which limits the commercial uses of certain areas has been adopted and applied to a limited amount of commercial space. The Multiple-Residential district, which permits multiple-family and townhouse dwellings, as well as uses permitted in the other two residential zones, has 3,000 square feet minimum lot sizes (2,400 square feet for townhouses). Multiple-family dwellings are also permitted in the Commercial zone. The only undeveloped multiple-residential property in Town is located at the corner of Fisher and Wootton Avenues.

Table 3 indicates the area covered by the zoning categories and the amount of undeveloped land in each.

TABLE 3  
EXISTING ZONING  
TOWN OF POOLSVILLE  
(in acres)

	<u>Developed</u>	<u>Undeveloped</u>	<u>Total</u>
Residential Density Transfer		595.6	595.6
Residential-Agricultural (1/2 acre Lots)	48.3	1,095.8	1,144.0
Residential-Rural (1/3 Acre Lots)	336.0	203.0	539.0
Multiple-Residential	27.9	2.1	30.0
Commercial	17.3	42.4	59.7
Special Commercial	3.1	.6	3.8
Industrial	2.1		2.1
	<u>434.7</u>	<u>1,939.5</u>	<u>2,374.2</u>

### Population Characteristics

The 1989 population of the Town was approximately 3,775 people. Comparison with the 1970 population of 349 (1970 U.S. Census) indicates the extent

to which the Town has grown. It is also noteworthy that the ratio of the Town population to the total vicinity population has also risen.

Data on specific population characteristics, such as age breakdowns, was last assembled for the Town of Poolesville for the 1980 U.S. Census. For the purposes of this Plan, it is assumed that the demographic profile of the Town and surrounding vicinity has not changed since the last census.

### Transportation Facilities

Future growth of the Town is the major factor which will determine the adequacy of existing roads, the need for major road improvements and the feasibility of expanded mass transit. Currently, the principle access into and out of Town is provided by Maryland Route 107 (Whites Ferry Road) and 109 (Beallsville Road) (see Map 4). The Route 107/Route 28 corridor is the major route used by the many Poolesville residents who commute daily down-County. The Route 107/Partnership Road/River Road route also receives heavy commuter use. Route 109/Route 28 is the principle corridor towards Frederick and points west. These two-lane roads were designed originally to serve a rural agricultural area and do not meet current standards. Routes 28 and 109 and the portion of River Road under the jurisdiction of Montgomery County, (east of West Willard Road), however, have been reconstructed to current standards (24-foot paving and 9-foot shoulders). Route 107 to the west of Town leads to Whites Ferry and on to Loudoun County, VA. Routine commuter traffic between MD and VA via the Ferry has increased since the replacement of the previous ferry. Map 4 indicates the 1988 traffic volume at various points on the major roads serving Poolesville.

Commuter rail service from Brunswick, MD through Mountgomery County to the District of Columbia is available in Barnesville which is approximately 8 miles north of Poolesville on Route 109. At different periods in the past (most recently 1988 - 1989) commuter bus service was provided to points down County. In each case service was eventually terminated because of limited ridership.

Within the Town's boundaries, the pattern of major through roads has remained basically unchanged for many years. The system of local streets, which existed before 1970, has been and continues to be expanded by the addition of many local subdivision streets. In general the local road system appears to handle the increased traffic well; however, circulation problems in the commercial area of the old town are increasing. Route 107 (Fisher Avenue), in particular, often is congested, a fact not unexpected when the main street of a crossroads town takes on the added traffic of a larger community, while continuing to function as a primary through route and carrier of commercial traffic. Planning for future alternative through routes will be a major aspect of the Transportation Section.

## Environmental Constraints

### Topography

The Town is virtually surrounded by a number of small streams and their associated floodplains (see Map 5). In general the floodplains are narrow corridors. Although severe restrictions are placed on alteration, development and use of the floodplains, their limited lateral extent cause little adverse impact on the overall planning for future growth. On the positive side, the extensive greenbelts along the stream corridors provide a unique recreational opportunity. This will be developed further in Appendix A.

### Sewerage and Water Supply

The two most important prerequisites to growth in any community are adequate water supply and sewage treatment. The ability to provide these two services limits the extent to which an area can grow. When public systems are used, it is their expansion which governs future growth.

The Town of Poolesville provides both public sewerage and water supply to most of its residences and businesses from its own systems. Sewage is treated at a plant located in the eastern part of the Town and the effluent is discharged into Dry Seneca Creek. Water is obtained from six wells located within the Town. The location of these facilities are shown on Map 6.

Although Poolesville is located outside the jurisdiction of the Washington Suburban Sanitary Commission (WSSC), a bi-county agency which supplies these services to most of the urbanized portion of the Maryland suburban area, it does come under Montgomery County's Ten-Year Water and Sewer Plan. The capacity of its water and sewerage systems are, therefore, governed by that Plan, and capacity expansions must receive County and State approval.

Poolesville obtains all of its potable (drinkable) municipal water from groundwater aquifers beneath its boundaries. A major constraint to growth has been and will continue to be related to the quantity and quality of available groundwater. A 1981 study by the U. S. and Maryland Geological Surveys provides a good analysis of groundwater in the Poolesville vicinity. Following the completion of this study two additional wells were added, bringing the yield capacity of the Town's system to more than 500,000 gallons per day. This is sufficient capacity to meet planned requirements; however, additional capacity will be needed prior to the initiation of major new development. The Implementation Section contains a more detailed discussion of needed water capacity.

## EXISTING PUBLIC FACILITIES

### Schools

The Town is served by two public school facilities, the Poolesville Elementary School (capacity: 635-760 students) at Route 107 and Cattail Road, and the Poolesville Junior/Senior High School (capacity: 980 students) on West Willard Road at Wootton Avenue (see Map 7). Although located in the Town, these schools are part of the Montgomery County School System: specifically the Poolesville Cluster. As such they serve not only Poolesville and the immediate vicinity, but also portions of other planning areas. The Fall, 1990 enrollment for Poolesville Elementary was 608. The Fall, 1990 enrollment for Poolesville Junior/Senior High was 556 . The majority of the students at both schools reside in Town.

The Junior/Senior High School, the core of which was built in 1911 as an elementary school, was expanded and modernized in 1978. The Elementary School, constructed in 1960, has also been modernized. These improvements provided adequate facilities at both schools through the spring of 1989. While the Junior/Senior High School enrollment remains below capacity, recent growth has resulted in enrollment increases that have exceeded the elementary school capacity. During the 1989-1990 school year, three portable classrooms were added to temporarily relieve the overcrowding. It is expected that enrollment growth will continue for the next five years and will add to the school capacity problem. A detailed discussion of the current and expected future condition of the Poolesville Cluster is presented in Appendix C.

### Parks and Recreation Facilities

The Town of Poolesville currently contains two developed public parks. Open space used for recreational purposes also exists at the two public schools and there are Town-owned "open spaces" in and adjacent to the single-family and townhouse developments built in the 1970s (see Map 7). A detailed inventory and description of park and recreation facilities is provided in Appendix A.

Many of the "open spaces" which exist in Westerly and Wesmond subdivisions are single-family sized building lots which were conveyed to the Town to satisfy the requirements for parks and recreation found in the zoning codes. While providing the immediate neighbors with additional open space, they are of little value to the Town residents as a whole. Consideration should be given to the possible sale of some or all of these properties with the revenues generated being devoted to additional recreational facilities that will benefit the general public. This will be discussed at greater length in the Implementation Section.

## LAND USE PLAN

This Section on Land Use is the heart of the Master Plan. The guidelines established herein will affect not only future land uses, but also the construction of public facilities such as water supply and schools, population densities, and the Town's very character and identity.

The Land Use Plan, illustrated on Map 8, provides for moderate and controlled growth consistent with the positive identity of the Town by establishing that:

- o Most single-family residential growth occur in sequence outward from existing developed areas.
- o Ensure that all needed infrastructure is in place prior to the approval of any new development.
- o Commercial land uses of various types predominate in the old town center, based on the continuation of the present commercial zone.
- o Floodplains identified in this Plan be preserved for open space use, but decisions to restrict development in other areas of environmental constraint await specific subdivision plan review.
- o Selected annexations that round out the Town's boundaries and facilitate the efficient provision of utilities be encouraged.
- o The historic significance of any structure affected by development be considered when reviewing site plans, and that the planning commission require revisions to these plans when, in their judgement, significant harm to historic structures is likely.

Assuming sufficient groundwater is available, the Plan contemplates an ultimate Town population of 7,500. An interim population of approximately 5,800 is used as the guideline in planning for public facilities. Development of the Town population beyond the interim 5,800 total may not occur for some time; however, since it depends on extension of public water and sewer facilities to other areas. If possible, additional public facilities will be added near the completion of currently approved developments.

## Proposed Residential Land Use

The residential growth outlined in this Master Plan reflects the traditionally dominant housing type of Poolesville -- single-family detached. The current number of townhouses is sufficient to continue providing a lower-cost form of housing. No additional multiple-residential zoning is recommended, since the present percentage is high for a community like Poolesville, and since virtually all land zoned for townhouses has been used. Overall, a range of densities and housing types remains a goal of this Plan. Map 8 indicates areas of future residential growth.

The residential portion of the Land Use Plan establishes that:

- o Future residential development consist of single-family detached homes.
- o Residential growth be sequenced, primarily building outward from the present town center. The sequencing of growth, planned not to out-pace the provision of public facilities, is described in the Implementation Section.
- o Senior citizen housing be encouraged within the Town. Since the special facility needs of this type of housing are not likely to conform to existing zoning provisions, the Plan recommends that special exceptions to provide such facilities be given favorable consideration.
- o Housing densities be based on present zoning (1/3 and 1/2 acre average densities, "Residential Medium Density;" as indicated on Map 8) for most of the initial general stage of growth, but lower-density zoning (3/4 acre average, "Residential Medium Low Density;" as indicated on Map 8) provides for a transition of densities outward from the center of Town. All development and any town center infill will be served by public water and sewer.
- o Existing residential use continue to be allowed, in the Town Center. However, no new residential use should be permitted in the Town center.
- o Access from new residential developments to existing residential areas, Town Center, and recreational facilities be provided via roads, sidewalks and bikepaths.

## Housing Needs

The residential land use recommendations of this Master Plan indicate the size of overall future housing needs for the Town; approximately 1,000 additional dwelling units in new residential areas and approximately 25 infill units throughout the Town.

## Proposed Commercial and Town Center Land Use and Historic Preservation

An economically workable and aesthetically pleasing central commercial area will provide needed goods and services to residents of Poolesville and the surrounding area. It will be the most active part of the community, encouraging personal as well as commercial exchange. The objectives for the area are to assure well designed new commercial uses which compliment each other, are aesthetically pleasing and are consistent with the concept of a rural American town.

This section establishes that:

- o Commercial uses in Poolesville - including retail, service, and office uses remain within the area defined by the Commercial Zone, to reinforce the Town Center concept and avoid strip commercial development along roads leading to the Town.
- o Residential infill within the Town Center will be discouraged.
- o To the extent possible, new public uses be located within the Town Center. Reinforcing the Center within the total Town context will help both the Center and the Town retain their identity.
- o Sidewalks be provided through the town center area, to help tie its different parts together and provide an attractive circulation alternative to the auto.
- o Bike paths be provided to improve access to schools (See Public Facilities Plan) and for recreational purposes (See Appendix A).

The future design and layout of Poolesville's Town Center is crucial to the overall image of the community. It is the area that provides the Town with a link to its historic past and, because of its scale and commercial activity, creates the image of small town America.

Recognizing the future potential of the Town's center, the Plan establishes that:

- o The commercial zone be dedicated to retail, service, and office commercial uses. Flexibility in the determination of specific uses should be based on market demands for these various types of commercial establishments. The plan also continues the present policy of permitting existing residential use in the town center, but discourages any new residential use.
- o Parcel 700 should be rezoned from residential to commercial.

- o Only limited expansion of the commercial district be considered until the existing zone is effectively utilized.
- o Historic preservation is a matter of concern to all Town residents and an integral part of the planning process. The Planning Commission is responsible for ensuring that historic preservation concerns are addressed during the site plan review process. To further the goal of historic preservation the following principles should guide the Planning Commission when reviewing site plans within or adjacent to historic areas:
  - All new commercial structures incorporate architectural elements and construction materials consistent with the early structures which now exist in the Town Center. Special consideration should be given to rooflines, window treatments and exterior construction materials.
  - The overall streetscape of the commercial district should be enhanced to provide an aesthetically pleasing perspective consistent with the overall concept of a small, rural village. Special consideration should be given to street and parking lot lighting, landscaping, installation of sidewalks, road improvements, and landscaping
  - In general all utilities to new or renovated commercial structures be placed underground whenever practicable.
  - A conceptual street scape plan and architectural guidelines should be developed in conjunction with local and state historic preservation groups. This plan should be used by the Planning Commission as a guide during the site plan review process.



## PUBLIC FACILITIES PLAN

While public facilities provide necessary support for proposed land uses, they can also place heavy demands on government budgets. Provisions for major facilities, such as sewerage treatment, water supply and schools, should be well timed and located, so that the needs of a growing population can properly be met without fiscal complications.

The Public Facilities Plan provides for the expansion of sewerage treatment and water supply facilities necessary to accommodate future growth. Augmentation of other public facilities also may be necessary. Facility expansion is related to the sequencing of future growth in the Implementation Section.

To summarize, it is planned that:

- o Immediate repairs to the sewerage system be made to reduce inflow and infiltration to 150,000 gpd average annual flow. Further plant capacity must be added to support an ultimate town population of 7,500 prior to the initiation of any major new developments.
- o Future recreation and park development be consistent with the Plan shown in Appendix A. Halmos and Stevens Parks will serve as the chief recreation facilities in the near term.
- o Additional school capacity be built in Poolesville consistent with the Poolesville Cluster Task Force recommendations.
- o The public library be expanded and relocated to the Town center as soon as possible.
- o A system of sidewalks and bikeways be created to increase access between Town Center and existing and proposed subdivisions, schools, parks and other public facilities.
- o Additional well(s) be constructed outside the influence cones of existing wells with the objective of increasing water capacity by 100 gpm before the start of any major new developments beyond those currently approved.
- o That a minimum of 1,000,000 gallons of additional potable water storage be available before the initiation of any major new developments beyond those currently approved.
- o That a system of regional stormwater management ponds be established. The system should be designed to minimize the number of ponds required, and eliminate localized ponds wherever possible unless they provide an aesthetically pleasing addition to the human environment.

## TRANSPORTATION PLAN

Future growth of the Town will both affect and be affected by its transportation facilities as well as those of the surrounding vicinity. Use of the access roads to the Town, and circulation on local streets, will be influenced by the growth concepts contained in this Master Plan. Future growth will impact on local circulation, arterial traffic, and major commuter transportation routes. Local circulation routes refer to street arrangements and connection roads that permit traffic circulation within the Town itself. Arterial traffic is that traffic which occurs on the major roads feeding into Town. Commuter routes are those roads such as Route 28 and River Road that provide Poolesville residents with access to metropolitan D.C. and down County job markets. Transportation requirements have been analyzed within these three categories.

The following recommendations are made for Vicinity roads affecting the Town. In order of priority there is a need for:

- o Major improvement to Partnership Road from River Road to Route 107 to include widening and intersection improvements, and improvements to the bridges over Seneca Creek on Route 28 and over Dry Seneca Creek on Route 107.
- o Major improvements to Cattail Road to include widening and alignment corrections.
- o Minor improvements to Hughes and West Willard Roads.
- o Additional improvements to Routes 107 and 109.

Within the Town, the staged growth identified in this Plan will increase the amount of traffic using the major streets and the number of auto trips originating or ending in western and northern portions of Poolesville. Commuter trips to and from the Town will also increase. To support the land uses described in this Master Plan, the following needs have been identified in order of their priority (See Map 9):

- o Completion of improvements to Route 107 from the intersection with Route 109 to the new County swimming pool.
- o Major improvements to Cattail Road. The Cattail Road improvement should be coordinated with the Vicinity Plan recommendation for removal of major curves and any future development in that portion of the Town.

- o Minor improvements to Wootton Avenue and West Willard Road, within the Town to include the realignment of Wootton Avenue and the construction of storm drains and sidewalks.
- o A one-way traffic system be considered in the Town Center when traffic volume becomes a problem, making Fisher Avenue (Route 107) one-way west from Wootton Avenue to Route 109, and Wootton Avenue one-way east from Elgin Road to Fisher Avenue. When it becomes necessary, Wootton Avenue should be extended to Route 109 so that this option is available. The potential damage to existing and historic structures that implementation of a one-way system will create should be carefully evaluated before exercising this option.
- o The design standards for right-of-way and pavement widths recommended in the Poolesville Vicinity Master Plan for use on the roads leading to the Town should be only used within Town boundaries to the extent that the environment and character of the Town are not negatively impacted.

The location of road access to future subdivisions is also of great importance to the safety and convenience of vehicular travel within the Town. Subdivisions should be designed with multiple access points, connecting to streets in existing subdivisions and to major existing and proposed roads, to prevent overloading of subdivision entrances and dangerous fire and safety situations. Specific recommendations are that:

- o Multiple street access should be provided to all future subdivisions, following the general locations given on the Map 9. This feature should be made a requirement for subdivision approval, at which time final alignments for the access routes can be determined.

The need for through roads in the northern part of town, to relieve the traffic burden of Route 109 and the 107/109 intersection, will increase as growth occurs in that section. Roads serving a function similar to Westerly Avenue in the southern part of town, which provides a through route and internal subdivision access, should be constructed east and west of Route 109. Specific recommendations are that:

- o Future primary roads should be provided roughly parallel to Route 109 to supplement its through-route function, as future subdivisions are built in this area. The first part of this road will be built by the developer of the Tama property and will eventually connect Cattail Road to Route 109.
- o A connector road should be constructed between Hughes Road at the entrance of Tom Fox Avenue and Route 107. The right-of-way was obtained during the subdivision review for the Koteen property, and

should be constructed by the developer to coincide with its development.

- o Fyffe Road should be extended as soon as possible to tie in with the Tama Subdivision roads.
- o Bodmer Avenue should be extended to West Willard Road when the remainder of the Westerly Subdivision is completed.

## IMPLEMENTATION

This section proposes that the recommendations of the Master Plan be implemented through the municipal powers vested in the Town. It proposes growth and public facilities construction according to a sequence of development, and proposes amendments to the Town's zoning ordinance and map necessary to carry out land use recommendations.

The implementation tools in this chapter are largely under the control of the Town, and thus represent ways in which local decisions can directly affect local development. The implementation process relies on legally-defensible tools now available to the Town, which should use them in coordinated fashion to achieve the goals of the Master Plan. The continuing use of these tools will be crucial to the success of the Plan.

The possibility that the Town might not be able to secure additional water supplies at some point during its future growth gives added support to using an overall development plan. Should water become unavailable, temporarily or for a long period of time, any growth that occurs separated from existing development would produce a "leapfrogging" situation that could remain for a considerable length of time. Sequencing development so that it always occurs next to existing development would prevent this unfortunate situation.

### Sequencing Development

Each undeveloped tract is assigned a net number of future dwelling units. Future development plans are based on building these dwelling units until the Town reaches a population of approximately 7,500 people. The scheme does not assign specific dates to tracts. Each tract should instead begin only after the required public facilities are built or assured. This number is for planning purposes and is not intended as the exact number of approved dwelling units. The final number will be determined during the site plan review process.

Note: This number is based on tract size, present or proposed zoning, and subtraction of 25 percent of its area for streets and other public use areas.

The criteria to be used in determining the exact sequencing of development are:

- o Maximization of public facilities: All future developments should be sequenced to minimize any Town costs for the provision of public facilities and to maximize the provision of schools, parks, roads, etc. Maximum use should be made of developer contributions to finance infrastructure costs and other capital expenditures which are likely to derive from the development.

- o Proximity to town center: The major expansion of the Town of recent years has occurred south and east of the old town center. The plan is based partly on channelling new development to other areas of the Town, to not only assure a balanced Town form, but to also produce a more efficient and assured basis of support for town center commercial and public activities.
- o New development adjacent to existing: It is desirable that each tract to be developed be located adjacent to present or future completed development, to prevent leapfrogging over vacant land in so far as is possible.
- o Commercial infill of Town Center: The Land Use Plan presents recommendations for the Town Center, which allow for commercial growth and public facility infill. The plan includes this development, but does not assign it a place in the development sequence, assuming it can occur at any point during that sequence.
- o Residential infill of existing subdivisions: The Land Use Plan allows for residential infill in existing noncommercial areas of Town. The plan includes this development, but does not assign it a place on the development sequence, assuming it can occur at any point during that sequence.
- o Public Benefits: Developments which provide needed public benefits or promote established public policy objectives should be given special consideration during sequencing.

Development of all of the tracts should not include those areas identified in the environmental analysis of this Plan as floodplains (see Poolesville Today chapter). These areas are shown as open space on Map 5, and have been excluded from the calculation of net dwelling units proposed for each tract. Additional areas for open space preservation may be identified during the process of site planning and subdivision; the Town's Subdivision Regulations will help ensure the retention of these areas.

## Public Facility Requirements

Table 5 summarizes the dwelling unit and population growth that would occur. It also gives the public facility implications of that growth, by indicating those facilities necessary for growth, such as water supply and sewerage, and those which should be provided as an appropriately timed response to growth.

**Inclusion or exclusion of properties on Table 5 does not imply a determination of water and sewer allocation. It is shown for planning purposes only.**

## Sewer Allocation Method

Since the Town is acting as the authority for providing public water and sewer service, it has the right to control how and when those services will be provided.

- o The Town will determine which areas of the Town are to be provided with sewer services, in accordance with the criteria set forth in this section and system capacity.
- o Landowners who wish to develop in these designated areas should file a preliminary plan of subdivision with the Town. Applications for subdivision will be evaluated in the order received and final allocations of water and sewer based on how well the development meets the criteria listed in this section.
- o Upon approval of the subdivision plan and development sequence by the Planning Commission the developer has one year in which to obtain construction permits for the initial number of units in the sequence plan.
- o After building permits have been issued for any lots, the intended builder has one year in which to pour footings for those units. Subsequent building permits must be obtained in a timely basis and footings poured in like sequence through the course of the approved development plan. The burden of proof of compliance will be on the developer.
- o Should the number of units specified not be permitted or footings not poured, the Town may recapture the amount of sewer capacity equal to the degree of nonconformance with the development staging plan, unless such nonconformance is due to governmental delays.
- o Recaptured capacity may be made available to other developers in the service area.

TABLE 5. Water and sewer needs for each tract. Population estimates are based on 3.36 persons per dwelling unit and volumes are based on 89 gallons per capita per day.

TRACT	DWELLING UNITS ADDED	POPULATION ADDED	SEWERAGE FLOWS & WATER DEMAND (gpd)
Res. Infill	25	84	7,500
Com. Infill			25,000
Westerly	64	215	19,200
* Seneca Chase	110	370	33,000
* Meadow Lark Manor	41	138	12,300
* Elizabeth's Delight	43	144	12,800
Schraf	66	222	19,800
* Tama I	93	312	27,900
Elgin	68	228	20,400
* Hunter's Run	100	336	29,900
Leet	52	175	15,600
* Seneca Chase	57	192	17,100
* Lakeview	22	74	6,600
Hartz	12	40	3,600
Bricken	45	151	13,500
Koteen	64	215	19,116
Tama II	24	81	7,200
Elgin	43	144	12,800
Leet	80	269	23,900
Schraf	13	44	3,900
Bricken	6	20	1,800
Heard	16	54	4,800
Varno	9	30	2,700
Pierce	3	11	979
<u>TOTAL CUMULATIVE</u>	<u>1,056</u>	<u>3,549</u>	<u>341,395</u>

\* Approved Developments



TABLE 6. Sequencing of required public facilities improvements.

FACILITY	YEAR OF CONSTRUCTION			
	1990	1991	1992	1993
<u>SCHOOLS</u>				
Elementary			X	
Middle				X
<u>ROADS</u>				
Wootton Extension				X
Cattail Improvement				X
Partnership Improvement			X	
Route 28 Bridge			X	
Tom Fox Extension			X	
Fyffe Completion			X	
Rt 107 Bridge Improvement		X		
<u>PARKS</u>				
Stevens Completion		X		
Halmos Improvement		X		
Multiuse Trail		X	X	X
Community Center			X	
<u>LIBRARY</u>				
Relocate to Commercial		X		
<u>PUBLIC WORKS</u>				
Administration Building			X	
Water Capacity (100 GPM)		X		
Water Storage (1M Gal)		X		
Complete Sewer Rehab. Program	X			
Sewer Plant Expansion				TO BE DETERMINED

## Zoning

This Master Plan recommends that the Town adopt the proposed Zoning Map. This map is one of the most important tools for implementing the plan's land use recommendations. The following is a list of specific zoning changes that would be required to implement this Master Plan:

- o Rezone the industrial properties along Fisher Avenue (parcels 530, 549 and 552) currently used for commercial uses but zoned industrial to general commercial.
- o Rezone the small parcel of residential property located adjacent to the Poolesville Towne Center development and owned by the Milford Mill Limited Partnership to general commercial.
- o The creation of employment opportunities is a matter of importance to the Town. Zoning proposals which create such opportunities and are consistent with the intent of the Master Plan should receive favorable treatment.

## Infrastructure Financing

As shown in Table 5, a number of new capital projects will be required as a result of the growth expected over the next five years. In most cases, these projects are needed solely because of the growth. In other cases both existing and new residents will benefit from the projects. The Planning Commission recommends that a combination of general fund revenues and impact fees be used to fund these projects. The size of the impact fee should credit new residents with their capital contribution through the general fund as well as recognizing the benefits that existing residents will receive as a result of these projects. Calculations and proposed impact fees are shown in Appendix B.

## **APPENDIX A PLAN FOR PARK AND RECREATION FACILITIES**

### **Overview**

The Master Plan for the Town of Poolesville projects an eventual population of approximately 7,500 people. This represents a near doubling of the current population of the Town and an expansion of residential housing throughout most of the now undeveloped portions of Poolesville. In planning for this growth, one of the major objectives established by the Poolesville Commissioners as described in the 1980 Master Plan is:

"Poolesville offers its residents a Town lifestyle, rather than that of a city, suburb, or crossroads village. Its manageable size, and such characteristics as its old Town center, have no doubt helped provide a sense of community, and have been part of the reason why people have moved to the Town. This plan assumes the importance of keeping these characteristics . . . ."

In keeping with this goal, the Poolesville Parks Board has developed this addendum to the Master Plan which outlines a set of guidelines for future development of parks and recreational facilities in the Town. The careful development of such facilities is crucial to the continued growth and existence of the "sense of community" described by the Commissioners in the 1980 Master Plan.

### **Purpose**

This Master Plan for Parks and Recreation is designed as a comprehensive guide for the continued orderly acquisition, development and maintenance of the Town's park system. The Plan is intended to serve as an effective planning tool to maintain and expand the existing parks and recreational facilities and to enhance an already successful parks program. The Plan is not intended to provide detailed guidance on the exact nature and equipment requirements of all existing and future parks and outdoor facilities. Instead, it is supposed to provide general guidance to Town planners and a vision of what our citizens have to look forward to as the Town develops. As such, the Plan should be continually reviewed and modified in the future as conditions and the desires of our citizens warrant. The Parks Board believes that comprehensive reviews of this Plan should be conducted no less than every five years. Both the Planning Commission and the Parks Board should work together as development proceeds in the Town to ensure that the goals and objectives of this Plan are achieved.

The 1980 Master Plan already contains some limited planning objectives for the future development of Town parkland and open space. Those objectives can be outlined as follows:

"Halmos Park should serve as the outdoor recreational center for the Town for the foreseeable future, supplemented by additional facilities provided at other Town park areas. Expansion of recreational facilities at the park should be planned and programmed by the Town to keep pace with population growth."

"Adequate areas should be set aside for passive recreational use."

"The Town should consider the use of an existing building as a community recreation and meeting center."

This Parks and Recreation Master Plan builds upon those general goals and is consistent with the intent and objectives of this plan.

### **Objectives**

The objectives of this Master Plan for Parks and Recreation are as follows:

- o Provide a well structured set of guidelines that can be used to ensure the orderly development and maintenance of parks and outdoor space as new residential and commercial growth occurs in the Town.
- o Provide an inventory of existing park and recreational facilities within the Town's borders for the use of the Commissioners, the Planning Commission and the citizenry.
- o Where appropriate, formulate acquisition, design and development criteria.
- o State clearly the Town's park and recreation facility policy goals.
- o Make specific recommendations, where possible, concerning the need for major outdoor facilities such as tennis courts, soccer fields and baseball fields.

### **Scope**

This Plan identifies major outdoor facilities (tennis courts, etc.), open space and other facilities (e.g., multiuse trails). It is **not site specific**. General planning objectives are established and locations for future parks are broadly described. However, specific recommendations regarding park sites and the quality of future facilities are left for discussion as development proceeds.

## GOALS

There are several goals and objectives that have been established by the Parks Board. They form a framework upon which the general guidelines in the Plan were developed.

- o Provide park facilities and open space adequate in both location and size to serve the needs of Town residents.
- o Provide diverse recreational opportunities within a reasonable distance for all Town residents.
- o Preserve adequate open space within the Town to enhance its advantages as a close community in a largely rural setting.

These goals and objectives were based on the existing guidelines contained in the Town's Master Plan, on feedback from Town residents as expressed at Parks Board meetings, and on a survey of citizen opinions regarding park and recreation matters conducted in the spring and summer of 1986.

The survey consisted of a series of five questions sent to every citizen of the Town. Among other things the survey revealed the following:

- o More than three-quarters of those responding felt the development of a Town park system should be a high or medium priority.
- o Most of those responding believed that "family oriented" activities should be stressed in the Town's parks. Such activities would include tot lots, picnic tables, grills and softball or baseball fields. All of these activities are either oriented toward young children or are typically used on family outings and picnics.

While the response rate on the survey was too small to be considered truly representative, it did indicate to the Parks Board that its emphasis on the importance of careful parks development is in line with citizen desires. A variety of well planned parks is a necessity for the continued development of a healthy community atmosphere in Poolesville.

## CURRENT PARK INVENTORY

Poolesville currently has 9 parks or green space locations throughout the Town. In total, the Town has approximately 34 acres of parkland. Only two of these locations, Halmos and Stevens Parks, contain substantial recreational facilities. A description of the parks and their acreage is as follows:

### Halmos Park: 15 Acres

Location: Running along the southern edge of Bodmer Avenue from Hoskinson Road to just west of Hughes Road.  
Facilities: Significant recreational facilities - tennis courts, basketball court, baseball field, softball field, soccer/football field, 20 car parking lot, concession stand, picnic tables, grills and bathrooms.

### L. M. Stevens Park: 7.5 Acres

Location: Off Seneca Chase Park Road in the Seneca Chase Subdivision.  
Facilities: Soccer field, basketball court, playground, baseball field, concession stand, 40 car parking lot, picnic tables, tot lot.

### Brooks Park: 1 Acre

Location: Just off Wootton Avenue at the south end of the Wesmond townhouses.  
Facilities: Tot lot.

### Collier Circle Park: 4 Acres

Location: Between Collier and Dowden Circles. Abuts Dry Seneca Creek.  
Facilities: Open space and holding pond.

### Campbell Park: 2 Acres

Location: On the south corner of Wootton and Fisher Avenues. Part of the park runs behind several homes located on Wootton Avenue.  
Facilities: Picnic pavilion.

### Whites Park: 1.7 Acres

Location: Just off the cul-de-sac at the north end of Whites Road.  
Facilities: Open Space

**Westerly Avenue: 1 Acre**

Location: On both the north and south corners of Westerly Avenue at its intersection with W. Willard Road.  
Facilities: Open Space

**Bodmer Park: 1 Acre**

Location: Abutting Halmos Park on the south and Bodmer Avenue on the north.  
Facilities: Tot lot.

**Wootton Heights: 1/2 Acre**

Location: Abutting Wootton Heights townhouses.  
Facilities: Tot lot.

**County Swimming Pool**

Location: North side of Fisher Avenue heading west from the Town Center.  
Facilities: Lap pool, recreation pool, kiddie pool, bathhouse, etc.

As can be seen, much of the Town's current inventory of parks and recreation space consists of small parcels of open space. There are significant recreational facilities but these are located almost exclusively at Halmos and Stevens Parks. Facilities for small children (tot lots) are located in several parks but they are not easily accessible to many residents.

There are a number of public recreational facilities and parks within the region immediately surrounding the Town. These include Owens Park in Beallsville, which has a softball field, three tennis courts, a tot lot and multi-purpose recreation building; the Poolesville Public Golf Course and Club which has a public golf course, swimming pool, two tennis courts, meeting facilities, a picnic pavilion and soccer field; and the elementary and high schools which together have four softball/baseball fields, three soccer fields, a football field and track facility.

In addition, the County has tentative plans to preserve a long open space park in the flood plain of Dry Seneca Park just outside the Town's border and there are other park facilities within driving distance maintained by the Federal, State and County governments.

However, none of these facilities fulfills the goals established by the Parks Board: a wide variety of facilities within a reasonable distance for the benefit of all residents. In addition, attractive open spaces located throughout the Town are an important means of continuing the community oriented lifestyle characteristic of Poolesville.

For these reasons, continued and active development of the Town's park and recreational facilities is an important requirement for the future growth of Poolesville.

## MAJOR NEEDS IN THE FUTURE

Poolesville is located a long distance from major population centers in Montgomery County. For that reason, the provision of more recreational facilities than might be thought strictly necessary on a per capita basis is important in order to reduce excessive travel distances, provide amenities similar to those found in more populated areas of the region and ensure the continued existence of the "town lifestyle" so important to the majority of those who have chosen to live here.

There are many methods of measuring the need for parks and recreational facilities. For example, standards have been developed by the National Recreation and Park Association that relate population density to park facility development.

However, the ultimate means of deciding on the development of the Town's parks and recreational facilities should not be mere mechanistic formulas. Instead, the standards and needs of the community should dictate the growth and maintenance of Poolesville's park system.

Using the objectives discussed earlier in this Plan, the Poolesville Parks Board has established the following future development of the Town's parks and recreational facilities:

1. Halmos Park should continue to be centerpiece of the Poolesville parks system. However, additional large Town parks should be established in each of the major quadrants of the Town. This recommendation would result in the establishment of large parks (8 to 15 acres) in the north, south, east and west quadrants of the Town and should ensure reasonable access to recreational facilities for all residents in the foreseeable future. The Parks Board envisions of each of these parks as including facilities for basketball or perhaps tennis, football and soccer, and softball and baseball.
2. A multiuse trail system (i.e., jogging, biking and walking trails) should be developed connecting these four parks, residential areas and the Town Center (see Map 10). Because of its unique topographic setting, trails can be located in nondevelopable floodplains which when connected by short lengths of non-floodplain lands could completely encircle the Town. Such a ring trail system would provide a recreational resource unparalleled in the Metropolitan area. Initially, the trail could be blazed through a combination of volunteer, Town and private development efforts. In addition to requirements of right-of-way dedication for segments of the trail on developable land within Town limits, the Town should seek recreational easements for those segments of the trail beyond Town limits.
3. Small playgrounds (tot lots) should be developed in all four quadrants of the Town in addition to the park facilities already recommended. Residential growth in the Town in



the future is likely to include substantial numbers of children as young families move to take advantage of the reasonable price of housing and the community atmosphere of Poolesville. Playgrounds should be within a reasonable walking distance of the large majority of Poolesville citizens.

4. Strong consideration must be given to the development of a community center by the Town in the very near future. The Town is growing and more citizens will become interested in the activities of the Poolesville Government. There is no easy way to accommodate large crowds in the existing Town Hall. In addition, teenagers, retired people and others need access to facilities for planned activities, meetings and social gatherings. The Town needs to begin now to consider the need for a community center.

5. The Town should give consideration to the leveling of fees for the use of Poolesville park facilities by organized groups. Such fees could help support the park system and reduce the tendency to carelessly use the Town's facilities.

6. The Town should continually monitor the needs of its citizens and continue the development of organized recreation programs in the future.

7. The Town should pursue an active program of tree planting along all major thoroughfares. Proper planning and the identification and use of only specific types of trees can give the Town a stronger and more widely known identity.

8. The Town should immediately undertake a study to evaluate the disposition of small parcels of "open space" park land which benefit only a limited segment of the population. Consideration should be given to the sale of those identified parcels with the proceeds from such sales being designated only for additional parks and recreation facility needs as identified in this Plan.

## APPENDIX B FUNDING CAPITAL PLANS THROUGH IMPACT FEES

### GENERAL

Impact fees (often referred to as exactions or development fees) had their origin in California during the economic boom that followed World War II. By the late 1970s, impact fees were being used by numerous jurisdictions, particularly in California and Florida. During the 1980s, additional states passed legislation authorizing local communities to impose fees. In 1989, for example, the conservative Virginia legislature gave certain urban counties permission to impose, after July 1, 1990, impact fees for roads. The legislation also allowed these counties to add a surtax to the state income tax for the explicit purpose of funding new road projects. Vermont, one of the most rural states in the nation, also passed impact fee legislation to become effective on July 1, 1989.

Although there is some concern that impact fees have been abused in certain communities, such fees, particularly for roads, are gaining acceptance. During the 1980s, numerous urban areas, particularly the outer suburbs, have experienced rapid growth in traffic volumes and the demand for other infrastructure. Local electorates are aroused by the accompanying traffic congestion and service shortfalls. These localities are anxious to find new means of financing their infrastructure requirements. Increasing long-term municipal debt is unpopular with voters, who fear such debt will result in higher property taxes. Impact fees are becoming an attractive alternative or supplement to traditional debt financing.

The recent proliferation of impact fees raises numerous issues such as legal concerns and issues relating to equity. In all states, including California and Florida, there has been recognition that to apply impact fees, the community has to be able to demonstrate that the fee will directly benefit those asked to pay the fee. This is the so-called "rational nexus" that distinguishes legally between a fee and a tax. Were a developer to demonstrate that the entire community benefits equally from an impact fee, or that the community cannot distinguish between benefits received by existing community residents and a proposed development, the fee would be considered a tax and would have to be levied on all individuals or businesses. Further, such a tax could not usually be levied without authorizing state legislation. The legal test on the degree of linkage that has to be demonstrated between the payment of a fee, and the benefits derived differ significantly. A very strict test, that a fee is a "specifically and uniquely attributable" to a project, is required in New York State for the imposition of impact fees. On the other hand, California requires only that a "reasonable relationship to the public welfare" be demonstrated. The degree of linkage varies in other instances as well. For example, in Montgomery County, Maryland, payment of impact fees allows a developer to advance his project through the subdivision approval stage because the fees indirectly expand the road capacity in the immediate vicinity of his project. This is accomplished by giving the area funding priority in the capital budget.

Impact fees can also be challenged constitutionally on the basis of equal protection. However, courts have usually not accepted the argument that because developments prior to

the imposition of the fee did not have to pay their fair share of costs, its imposition is a violation of the equal protection clause.

Equity has both legal and economic implications. Legally, any impact fee methodology has to take into account this concept. A sound fee has to allocate costs reasonably across all users based on benefits received. Nonetheless, in most instances, communities have the power to exempt certain types of development from impact fees if it is in the public interest. In Vermont, the state allows localities to exempt affordable housing from impact fees, the retention of existing employment, or the generation of new employment. This broad exemption policy could be interpreted to include virtually all commercial and industrial development, as well as moderate income housing. In reality, it is unlikely that localities will find it politically acceptable to exempt commercial developers unless there are substantial significant public benefits from the application of such a policy.

The development and application of a methodology that derives an equitable impact fee has several advantages. Perhaps the most important is to reduce the likelihood of costly litigation. If a substantial fee is levied and perceived to be inequitable, its application may be challenged in court.

Establishing equity requires a sophisticated process that incorporates methods to ensure the absence of "double payments" that can occur if the fee does not recognize the portion of property taxes that fund capital improvements. Further, it is critical that the benefits that a household receives is equal to the impact fees that are associated with that household.

The Poolesville impact fees address these legal and equity issues. The rational nexus test is met by ensuring that only those improvements that are directly related to the new development are used as the basis for an impact fee. Projects within the capital improvement plan which are enhancements to existing infrastructure are excluded from the calculation. Equity is addressed by recognizing that both existing and new residents should pay for only those benefits which they receive, and by ensuring that the time value of money is accounted for. The impact fee calculation does this by defining the benefit that a household receives as the net present value of the cash flows associated with the project. The impact fee is established so the net present value of the fee payments is equal to the net present value of the benefits received. Likewise, the contribution that new residents will make toward capital projects through the general revenue fund must be credited to new residents. Since all residents pay taxes at the same rate using general fund revenues to pay the existing residents' share of a project implicitly creates a cross subsidy from new residents to existing residents in some other general fund account and, therefore, would be inequitable. Consequently, any project which would benefit existing residents and for which the existing residents' share would be paid out of general fund revenues cannot be used to justify an impact fee.

Apportioning benefits can often become a difficult problem. This is particularly true when mixed use development occurs and the beneficiary of a project is not obvious. This problem is minimized in Poolesville since most development planned for the next five years is single family residences. Thus, benefits for the water system and waste water treatment can

be calculated on an equivalent residential connection (ERC) basis. Commercial benefits can be calculated by reducing the ERC benefit to a benefit per 1,000 GPD. Public facility benefits are apportioned by household since nearly all of Poolesville provided services, such as park maintenance and snow removal, benefit households. Road system benefits are normally apportioned by the trip generation characteristics of the development. Since commercial developments are located along state maintained roads and since these developers are required to pay the cost of any required road improvements, only residential households benefit from the proposed road system improvements. The benefits of these improvements are apportioned by household unit since all proposed development is single family three and four bedroom units which would exhibit similar trip generation characteristics. Thus, the household is the primary unit for apportioning benefits during impact fee calculations.

The following sections address specific issues associated with each impact fee.

### **WATER SYSTEM IMPACT FEE**

The Poolesville water system consists of elevated storage, distribution lines, and wells. The growth expected over the next five years will require an additional 1.0 MG of water storage and an additional well or wells capable of supplying 100 GPM to the system. Since adequate storage and water supply existed for current residents, these two infrastructure improvements will benefit new residents entirely.

### **WASTEWATER TREATMENT IMPACT FEE**

The Poolesville wastewater treatment system consists of a recently completed treatment plant and a transmission system of gravity and force mains. The plant, which had significant federal funding, has sufficient capacity to meet the waste water treatment demands of existing residents despite significant infiltration and intrusion (I&I) into the transmission system. The remaining I&I costs will be funded through town general revenues and available grants. Of the new capacity costs that can be appropriately charged to new development only \$36,000 remains to be recouped. This cost represents 30% of the new capacity costs not recouped and is the basis for the wastewater treatment impact fee.

### **PUBLIC FACILITIES**

The Town of Poolesville currently has adequate public facilities in terms of administrative space and maintenance facilities. However, the growth expected over the next five years will increase the demand for public services and will create a need for a minimum of 3,000 SF of administrative and maintenance space. The existing residents will benefit from new space as will the new residents. Therefore, new residents are only responsible for 30% of the cost (their percentage of total households). It is assumed that the existing administrative space will be converted to a use which will benefit all residents. The benefit from this space becomes the existing resident's contribution to the new space. Thus 30% of the cost of this space is the basis for the impact fee.

## **ROAD SYSTEM IMPACT FEE**

The majority of roads within Poolesville are owned and maintained by the Town. The major through roads such as routes 107 and 109 are owned and maintained by either the state or the county. The growth expected over the next five years will increase the demand for intra-town transportation. Most of these needed improvements will be constructed by the developers of specific sites; however, there will be some roads which will be needed as a result of the growth which cannot be linked directly to a single development. The cost of these roads are the basis for the road system impact fee.

## **RECREATION IMPACT FEE**

The Town of Poolesville has a relatively high standard of recreation facilities for a town of its size. The capital program identified to maintain this standard includes a number of projects. The total cost for those projects intended to provide capacity to serve new residents are included in the fee basis. These costs are primarily for the completion of Stevens Park. The completion of Halmos Park has been charged to existing residents although some new residents, particularly those in developments adjacent to the park, are likely to use Halmos Park as their primary place of recreation. The benefits for the multipurpose trail and the community center are allocated by the number of existing households and the expected number of new households. This allocation results in 30% of the benefits being assigned to new residents.

The existing residents' share of these improvements will come from the value of excess park land provided by the existing subdivisions that is suitable for residential building lots, and existing surplus town funds that have been identified for capital improvements.

## **TAP FEES**

Tap fees for both water and sewer are set to recover the costs to the Town of making water and sewer taps. In general, these costs are inspection and engineering review (other than site plan and project drawings reviews) and are estimated to be \$195 for water taps and \$195 for sewer taps.

## **IMPACT FEE CALCULATIONS**

The impact fee calculations are made with a proprietary computer model which uses the following variables to derive impact fees that meet the legal and equity issues described previously:

- o Growth forecast (households per year)
- o Five year capital improvement program
- o Benefit apportionment ratio
- o Expected inflation rates
- o Cost of capital

The outputs from this model are shown on the following pages.

CAPITAL FORECAST AND IMPACT FEE CALCULATION

GROWTH FORECAST (Households)

	Existing	1989	1990	1991	1992
	1,068	1,228	1,337	1,462	1,533
Res. New Increment		160	109	125	71
Commercial ERCs			20		
ERC	240 GPD				
% New Development		30%			

CAPITAL IMPROVEMENT PROGRAM (1989 Dollars)

Wootton Ave. Extension				Site Developer
Tom Fox Ave. Extension				Site Developer
Fyffe Road Completion	\$70,000			Beneficiaries
Stevens Park				
Comfort Station		\$25,200		
Softball Field (Lighted)		\$86,800		
Tennis Courts		\$72,800		
Picnic Pavilion W/Tables, etc.		\$42,000		
Halmos Park				
Parking Lot (50 Car)		\$42,000		
Picnic Pavilion		\$28,000		
Jog/Bike Trail				
Clearing & Grading			\$140,000	
Asphalt Paving 10 mi x 6'			\$490,000	
Community Center (5,000 SF Brick)			\$375,000	
Public Works				
Administrative Space			\$420,000	
Additional Water Cap. (100 GPM)		\$167,310		
Additional Water Storage		\$593,450		
Share of New Plant		\$120,000		

	1989	1990	1991	1992
<b>BENEFIT APPORTIONMENT (Then Year Dollars)</b>				
Recreation	\$0	\$324,800	\$0	\$1,153,469
Existing Residents		22%		70%
New Development		78%		30%
Fee Basis	\$0	\$254,800	\$0	\$349,041
Water System	\$0	\$796,516	\$0	\$0
Existing Residents		0%		
New Development		100%		
Fee Basis	\$0	\$796,516	\$0	\$0
Wastewater Treatment	\$0	\$125,640	\$0	\$0
Existing Residents		0%		
New Development		30%		
Fee Basis	\$0	\$37,692	\$0	\$0
Public Facilities	\$0	\$0	\$0	\$430,399
Existing Residents				0%
New Development				30%
Fee Basis	\$0	\$0	\$0	\$129,120
Road System	\$70,000	\$0	\$0	\$0
Existing Residents				0%
New Development				100%
Fee Basis	\$0	\$0	\$0	\$0
<b>INFLATION RATES</b>				
Annual Rates	4.7%	4.7%	4.7%	4.7%
<b>COST OF CAPITAL</b>				
	9.0%			

	1989	1990	1991	1992	1993	1994
<b>IMPACT FEE CALCULATION</b>						
Recreation Fee	\$ 1,770	\$ 1,854	\$ 1,941	\$ 2,032	\$ 2,128	\$ 2,228
Fee Revenues	\$ 0	\$ 202,052	\$242,602	\$144,274	\$ 0	\$ 0
NPV Benefits	\$ 459,604					
NPV Revenues	\$ 459,604					
Net NPV	\$ 0					
Water System Fee	\$ 2,583	\$ 2,704	\$ 2,831	\$ 2,964	\$ 3,103	\$ 3,249
Fee Revenues	\$ 0	\$ 294,728	\$353,876	\$210,449	\$ 0	\$ 0
NPV Benefits	\$ 670,411					
NPV Revenues	\$ 670,411					
Net NPV	\$ 0					
Wastewater Fee	\$ 122	\$ 128	\$ 134	\$ 140	\$ 147	\$ 154
Fee Revenues	\$ 0	\$ 13,947	\$ 16,746	\$ 9,959	\$ 0	\$ 0
NPV Benefits	\$ 31,725					
NPV Revenues	\$ 31,725					
Net NPV	\$ 0					
Public Fac. Fee	\$ 352	\$ 369	\$ 386	\$ 404	\$ 423	\$ 443
Fee Revenues	\$ 0	\$ 40,213	\$ 48,283	\$ 28,714	\$ 0	\$ 0
NPV Benefits	\$ 91,472					
NPV Revenues	\$ 91,472					
NPV Net NPV	\$ 0					
Road System Fee	\$ (0)	\$ (0)	\$ (0)	\$ (0)	\$ (0)	\$ (0)
Fee Revenues	\$ 0	\$ (0)	\$ (0)	\$ (0)	\$ 0	\$ 0
NPV Benefits	\$ 0					
NPV Revenues	\$ (0)					
Net NPV	\$ 0					
Total Residential Impact Fees		\$ 5,055	\$ 5,292	\$ 5,540	\$ 5,801	\$ 6,074
Water Tap Fee		\$ 195	\$ 195	\$ 195	\$ 195	\$ 195
Sewer Tap Fee		\$ 195	\$ 195	\$ 195	\$ 195	\$ 195
Total Per Housing Unit		\$ 5,445	\$ 5,682	\$ 5,930	\$ 6,191	\$ 6,464
Commercial Rate						
Per 1,000 gal/water		\$ 11,266	\$ 11,796	\$ 12,350	\$ 12,931	\$ 13,538
Commercial Rate						
Per 1,000 gal/wastewater		\$ 533	\$ 558	\$ 584	\$ 612	\$ 641



**APPENDIX C**

**RECOMMENDATIONS  
OF THE  
POOLESVILLE CLUSTER TASK FORCE  
TO THE  
AREA THREE ASSOCIATE SUPERINTENDENT  
JULY 1, 1989**



## 1. INTRODUCTION

Since January 1988, the Poolesville Cluster Task Force has wrestled with the complex issues confronting the cluster now and in the future. With the anticipated growth within the Town of Poolesville, Montgomery County Public Schools (MCPS) began developing a strategy for the changes, and the Task Force was commissioned to provide the Area 3 Associate Superintendent with recommendations for the long-range facility requirements of the cluster.

The Task Force envisions the future as an opportunity to move the Poolesville Cluster schools into the 1990s with energy and innovativeness. The uniqueness of the Poolesville cluster and the strong community desire to maintain the high school at its center became both a driving force and a challenge. As surrounding clusters tackle enrollment surges and overutilized facilities, the Poolesville Cluster appears relatively isolated and removed from the impact of growth in other clusters. Yet, it has the potential to supply MCPS with alternatives which are beneficial to the surrounding Area 3 students as well as to students within the cluster.

Through all its efforts, the Task Force did not restrict itself to simple solutions and, while making no promises, reached out to the community for input and reaction. For the first time in many years, residents of the cluster joined together to plan for its future. This report represents their combined efforts. It outlines a proposal for the 1990s that is

- realistic while innovative;
- personalized to address the concerns of the Poolesville cluster yet beneficial to the entire area;
- long-range in focus rather than short-sighted;
- based on thorough supporting data consistent with MCPS guidelines and policies; and
- global in perspective rather than addressing only one issue.

## **2. POOLESVILLE CLUSTER TASK FORCE RECOMMENDATIONS**

To bring the cluster closer to Board of Education guidelines for enrollment, utilization, and feeder patterns, and to address the concerns of the Poolesville cluster as indicated in the recent Cluster Task Force survey, the Poolesville Cluster Task Force recommends a multi-step plan of action. These recommendations address the four main issues of the cluster, namely:

- Underenrollment at Poolesville Junior-Senior High School (PJSHS)
- Underenrollment at Monocacy Elementary School (MES)
- Overutilization of Poolesville Elementary School (PES)
- Community desire for a grouping other than grades 7-12

### **UNDERENROLLMENT AT POOLESVILLE JUNIOR-SENIOR HIGH SCHOOL**

**Recommendation:** To provide a high school experience comparable to other MCPS high schools; to assure a sufficiently large peer group, especially at the honors level; and to maintain the high school as the local community center, a special program should be implemented by September 1991.

### **UNDERENROLLMENT AT MONOCACY ELEMENTARY SCHOOL**

**Recommendation:** To provide for a minimum of two classes per grade at Monocacy, a special program should be implemented by September 1991, open first to Poolesville cluster students, then to out-of-cluster students. This program would require the addition of the four classrooms incorporated in the renovation design, increasing the school's capacity by 100.

### **OVERUTILIZATION AT POOLESVILLE ELEMENTARY SCHOOL**

**Recommendation:** To address overutilization at Poolesville Elementary:

- On-site relocatables should be used as a short-term solution, beginning September 1989;
- The special program at Monocacy should be accessible to Poolesville Elementary students;
- Core and classroom facilities should be expanded to accommodate 800 students by September 1992;
- 6th-grade students should attend a cluster middle school by September 1993.

### **COMMUNITY DESIRE FOR A GROUPING OTHER THAN GRADES 7-12**

**Recommendation:** To separate the 7th and 8th grades from the high school and to provide a middle school experience, a new Poolesville cluster middle school should be constructed by September 1993. The middle school should have a special program to attract out-of-cluster students, in order to provide the desired enrollment and a continuity of special programming within the cluster.

### 3. IMPLEMENTATION SCHEDULE AND RESULTING ENROLLMENTS

The following table presents the implementation of the recommendations and the corresponding enrollment projections(Enrollment figures are based on the Approved FY90 CIP and Masterplan).

YEAR and SCHOOL	ENROLL BEFORE ACTION	RECOMMENDATIONS AND COMMENTS	AFTER CIP AND OTHER ACTIONS			
			ENROLL CHANGE	TOTAL ENROLL	CAP.	GRADES SERVED
<i>Sep-89</i> PJSHS PES MES	543 701 162	77 over capacity - 3 on-site relocatables under construction	0 0 0	543 701 162	955 629 222	7--12 HS--6 K--6
<i>Sep-90</i> PJSHS PES MES	561 776 186	plan and advertise special program, process applicants spring 1991 147 over cap. - 5-6 on-site relocatables plan and advertise special program, process applicants spring 1991	0 0 0	561 776 186	955 629 222	7--12 HS--6 K--6
<i>Sep-91</i> PJSHS PES MES	566 839 195	add 200 out-of-cluster special program students (grades 9-10) 210 over cap. - 4 on-site relocatables and send 100 to MES special program capacity expanded to 322 and add 100 PES students to MES special program	200 -100 100	766 739 295	955 629 322	7--12 HS--6 K--6
<i>Sep-92</i> PJSHS PES MES	583 892 215	add 100 more special program students (total out-of-cluster =300, grades 9-11) 263 over old cap.- capacity expanded to 800. Send 100 to MES special program keep 100 PES students in MES special program	300 -100 100	883 792 315	955 800 322	7--12 HS--6 K--6
<i>Sep-93</i> PSHS PES MES Mid. Sch.	626 934 225 0	send grades 7-8 (230) to middle school and add 100 more special program students (total out-of-cluster students =400, grades 9-12) 134 over new cap. Send grade 6 (108) to middle school and 100 to MES special program send grade 6 (23) to middle school. Keep 100 PES students in MES special program open middle school for grade 6-8 (361) plus 200 out-of-cluster special program students (grades 6-7)	170 -208 77 561	796 726 302 561	955 800 322 800	9--12 HS--5 K--5 6--8
<i>Sep-94</i> PSHS PES MES Mid. Sch.	655 975 237 0	send grades 7-8 (250) to middle school. Continue to keep 400 out-of-cluster special program students in grades 9-12. 175 over new cap. Send grade 6 (109) to middle school and 100 to MES special program send grade 6 (27) to middle school and keep 100 PES students in MES special program add 100 more special program (total out-of-cluster students =300, grades 6-8)	150 -209 73 100	805 766 310 686	955 800 322 800	9--12 HS--5 K--5 6--8

#### **4. BUDGET REQUIREMENTS**

The following presents the budget requirements for both Capital Improvement Projects and the Operating Budget :

##### **CAPITAL IMPROVEMENT PROJECTS:**

- Poolesville Elementary School: Adequate relocatable classrooms by September 1989 and increase of core and classroom capacity to 800 by September 1992
- Monocacy Elementary School: Addition of four classrooms to increase capacity to 322 by September 1991
- Construction of 800-capacity cluster middle school by September 1993

##### **OPERATING BUDGET:**

- Planning money for special programs inserted in the FY'91 Operating Budget
- By September 1991, add 200 special program students from outside the cluster in grades 9-10, and expand the program upward one grade each year until there are 400 out-of-cluster students grades 9-12 in the program
- by September 1991, 100 students from PES attend a special program at MES
- by September 1993, add 200 special program students from outside the cluster in grades 6-7 (middle school), and expand the program upward the next year to include 8th grade (total out-of-cluster special program students is 300)

#### **5. SUPPORTING MATERIAL FOR RECOMMENDATIONS**

The supporting material for the recommendations is organized in appendices A to H.

Appendix A presents the reasons for establishing a special program at PJSHS.

Appendix B considers the special program at MES.

Appendix C examines the overutilization of PES.

Appendix D lists the reasons for a cluster middle school.

Appendix E summarizes the analysis of the Task Force survey results.

Appendix F is a copy of the Task Force survey.

## 6. CONCLUSIONS

The Poolesville cluster currently has one facility overutilized while two other facilities are underenrolled. The low density zoning restrictions outside the Town of Poolesville and the small number of feeder schools have forced the Poolesville cluster to remain isolated within MCPS. The cluster is greatly appreciative of what MCPS has provided over the years to assure quality education and to maintain the community spirit around the high school.

The cluster now has the opportunity to seek change for the future, and to move closer to MCPS guidelines and policies. The cluster can provide a growing Area 3 student population with space for special programs, and at the same time it gains from enlarged enrollment .

Now is the time to take positive action. To resort to simple solutions and short-sighted strategies is to turn away a unique opportunity of benefit to the County. The recommendations of the Task Force provide MCPS with options addressing the underenrollment of the high school and Monocacy, the overutilization of Poolesville Elementary, and the community desire for a separation of younger grades from the high school. Moreover, students within and outside the cluster desiring special programs will have increased chances to participate in them.

We should not sacrifice this chance. To do anything less at this time would be a serious loss. The Task Force has factored in both programming excellence and fiscal responsibility. The cluster is willing to risk some degree of discomfort for a short period to achieve the ultimate long term goals. We ask MCPS to implement these goals.

## **APPENDIX A: UNDERENROLLMENT AT POOLESVILLE JUNIOR-SENIOR HIGH SCHOOL**

*Recommendation:* To provide a high school experience comparable to other MCPS high schools; to assure a sufficiently large peer group, especially at the honors level; and to maintain the high school as the local community center, a special program should be implemented by September 1991.

This year, the Area 1 (The Science, Mathematics, Computer Science Magnet) and the Area 2 (International Baccalaureate) high school special programs had over 400 applicants each for the 100 available places in each school. Over 100 of the applicants turned away came from Area 3. There is a market for another special program, and the trend would indicate an even greater response in future years as the high school population grows and students are given the choice of a special program in their own area. This appendix lists the reasons why a special program is necessary at PJSHS.

### **ENROLLMENT AND CAPACITY**

PJSHS is the only Area 3 high school which has space for this program without overcrowding in the near future (See bar chart next page).

According to MCPS Long-range Facilities Planning Policy, the desired enrollment for a high school is an average of 300 regular students or more per grade. The desired enrollment for grades 7-12 is 1700 students (300 per grade for 9-12 and 250 per grade for 7-8). PJSHS currently averages 89 students per grade, and even with the 7th and 8th grades, is utilized only 56%. FY'90 CIP projections show only 655 7th-12th grade students in 1994 and only 750 7th-12th grade students in 2000 and 2005. While this would bring the utilization within minimum guidelines of 70% by the year 2000, the enrollment remains significantly under the recommended minimum guidelines.

A special program would add needed 9th-12th grade students.

### **ESTABLISHING A REGULAR FEEDER PATTERN**

There is concern in the cluster about grouping 7th and 8th graders with 9th-12th grade in one building. However, the 7th and 8th grades are needed in the high school to provide a more viable enrollment for sharing teachers and resources. If a special program were established to increase the 9th-12th grade enrollment, the possibility of a future separate middle school becomes more realistic.

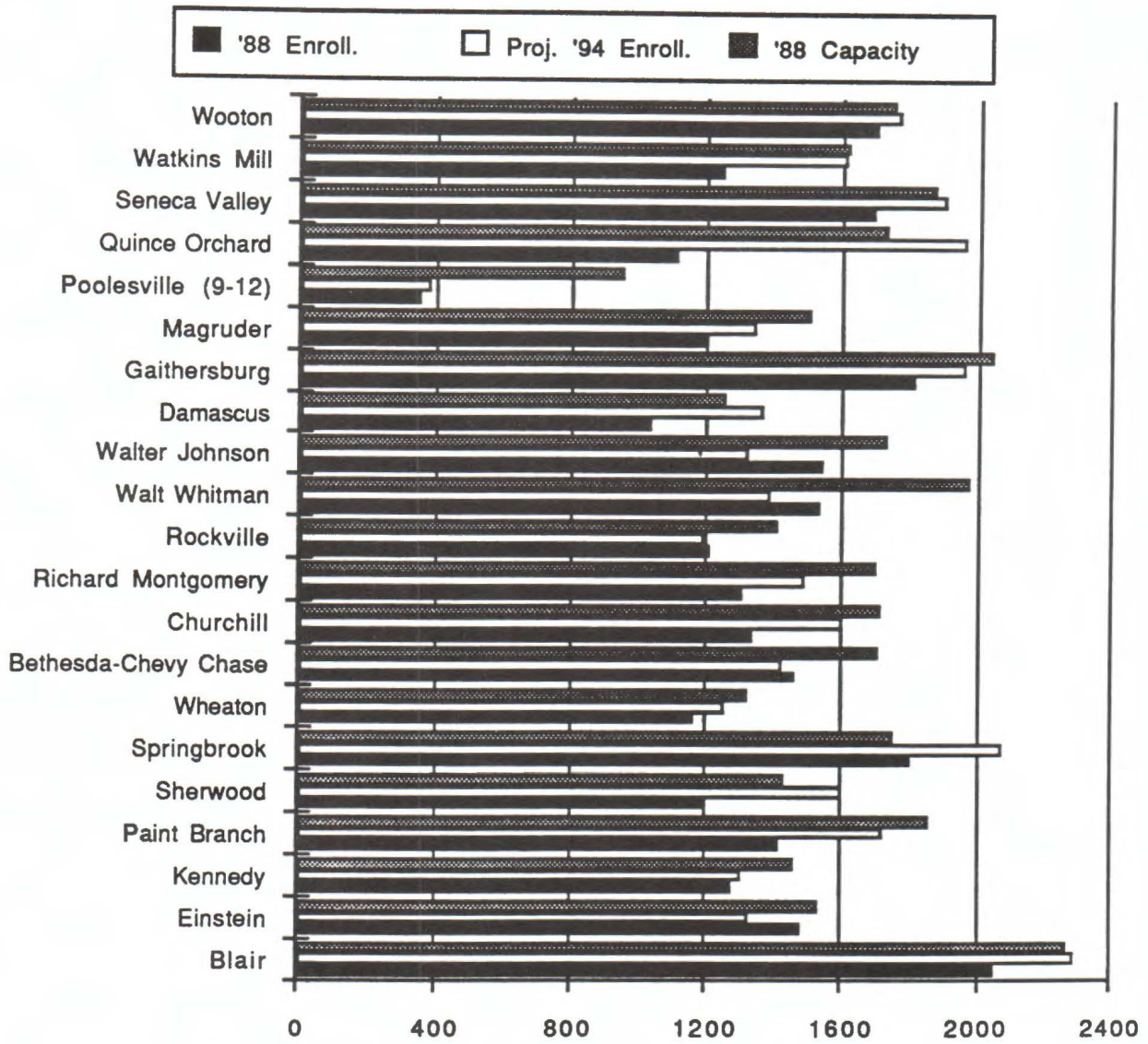
### **ECONOMICS**

MCPS is currently providing extra funding to PJSHS because of low enrollment. Perhaps some of this same funding could be shared with the special program funding needs.



Several neighboring high schools are projected to exceed capacity by 1994. Attracting some of their students to PJSHS would help reduce the enrollment at those high schools and some of the need for enlarged facilities. Implementation of a special program is less costly than capital improvements to house the same number of students and their teachers in other high schools.

**MCPS HIGH SCHOOLS (9-12)**



**MINIMUM 9-12 ENROLLMENT GUIDELINES =1200**

**LOCATION**

PJSHS is as far as possible from other special high school programs and therefore not likely to compete for applicants. A special program at Poolesville gives Area 3 students equal access to special programming currently available in Areas 1 and 2 only. Most special program students are bused to their schools, and because travel to Poolesville is against major traffic patterns, the actual travel time would not be excessive.

### **PERCEPTIONS OF PJSHS**

Despite improvements in programs and test scores, PJSHS still suffers from some county-wide perceptions that it cannot offer as rich an experience as other high schools, especially to honors students, because of its small enrollment. A special program could alleviate this perception.

### **INTEGRATION WITH REGULAR POOLESVILLE STUDENTS**

Special program students would feel at home at PJSHS because of its friendly and accepting climate. The special program can be set up to facilitate the integration of all students as much as possible.

### **IMPACT ON PJSHS AND OTHER AREA 3 HONORS PROGRAMS**

The honors program at PJSHS is seriously underenrolled. If a special program were set up in such a way that new students can take some special program courses and some regular honors courses, there should be a significant gain in enrollment in the regular honors courses at PJSHS. Although some honors students will come from other Area 3 high schools, none of those honors programs are in jeopardy of being underenrolled, because of their large student population.

### **NEED FOR RAPID IMPLEMENTATION OF PJSHS SPECIAL PROGRAM**

PJSHS has been seriously underenrolled for many years. Other high schools in the county which have experienced serious underenrollment have been closed or had their boundaries enlarged or had special programs added to attract out-of-cluster students. The first two options are always unpopular and disruptive, and would be particularly so in the case of PJSHS because the school serves as the vital community center for the cluster. The establishment of a special program at PJSHS seems an ideal and positive means toward addressing the high school underenrollment. It would benefit high school students within the cluster and outside it, provide flexibility to allow the cluster to develop in a pattern more in line with BOE guidelines, offer needed relief to overcrowded neighboring high schools, and expand the availability of special programming to all MCPS high school students. These productive steps should be undertaken immediately.

## **APPENDIX B: UNDERENROLLMENT AT MONOCACY ELEMENTARY SCHOOL**

*Recommendation:*To provide for a minimum of two classes per grade at Monocacy, a special program should be implemented by September 1991, open first to Poolesville cluster students, then to out-of-cluster students. This program would require the addition of the four classrooms incorporated in the renovation design, increasing the school's capacity by 100.

Monocacy is a small school with an exceptionally diverse student population. Because there is only one class per grade, there is a lack of flexibility in grouping students. Teachers must often span too great a range in one class, and there is little opportunity to team with another teacher.

### **TO HELP MONOCACY**

A minimum of two classes per grade would provide greater flexibility. Additional students would also provide opportunities for more extra-curricular programs and recreational activities.

### **TO HELP POOLESVILLE ELEMENTARY**

Poolesville Elementary is overcrowded, and Monocacy Elementary is easily expandable to take up to 100 Poolesville Elementary students. The Task Force survey results show strong willingness by Poolesville parents to have their children attend a special program at Monocacy.

## **APPENDIX C: OVERUTILIZATION AT POOLESVILLE ELEMENTARY SCHOOL**

**Recommendation:** *To address overutilization at Poolesville Elementary:*

- *On-site relocatables should be used as a short-term solution beginning September 1989;*
- *The special program beginning in September 1991 at Monocacy should be accessible to Poolesville Elementary students;*
- *Core and classroom facilities should be expanded to accommodate 800 students by September 1992;*
- *6th-grade students should attend a cluster middle school by September 1993.*

The FY90 CIP proposes the construction of a new Poolesville area elementary school in September 1993. Upon close scrutiny, it became obvious that two elementary schools in or in close proximity to the Town of Poolesville would cause more problems than it would solve.

The Task Force disapproves of the proposal of another elementary school because:

### **STAFFING**

Positions such as counselors, assistant principals, specialists will be part time at the new school and full time at PES according to the allocation formula.

### **PHYSICAL PLANT AND EQUIPMENT**

New schools are opening with larger equipment allotments, special "art in the schools" projects, improved playgrounds equipment and high-tech, state of the art, computer systems; the older school would pale in comparison.

### **BOUNDARY CHANGES**

Introduction of a new elementary school would necessitate dividing the PES service area thus splitting students who had bonded together. Because the minority population primarily resides in pockets within the present service area, an imbalance would occur between the two schools.

### **TO ACHIEVE LONG RANGE CLUSTER GOALS**

The transfer of about 100 Poolesville Elementary students to Monocacy and the expansion of the PES core and classroom facilities are necessary steps to avoid building a second Poolesville area elementary school, which would then preclude a cluster middle school in the foreseeable future.

## **APPENDIX D: COMMUNITY DESIRE FOR A GROUPING OTHER THAN GRADES 7-12**

*Recommendation: To separate the 7th and 8th grades from the high school and to provide a middle school experience, a new Poolesville cluster middle school should be constructed by September 1993. The middle school should have a special program to attract out-of-cluster students in order to provide the desired enrollment and a continuity of special programming within the cluster.*

Even though overcrowding will occur at PES, the Task Force feels that the community is willing to plan for long range rather than immediate and short-sighted solutions to the cluster's problems. This appendix lists reasons why, in looking to the future, the cluster needs a middle school.

### **NEEDS OF EARLY ADOLESCENT AGE GROUP**

Present research shows that the early adolescent age group has unique needs. "Early adolescence is a unique period in each child's life, a time when major changes are taking place psychologically, socially, and physically." (Sally N. Clark and Donald C. Clark, "Middle Level Programs: More Than Academics," 1986) The middle school provides, "a change in methodology and pace from the elementary school and a period of experimentation and preparation for high school. It forms a basis for sound choices for high school and later life." (George Milton, National Association Secondary School Principals (NASSP), private communication)

### **NEED FOR A SEPARATE FACILITY**

"If the middle level grades are included with either the elementary or the high school unit, the program for early adolescents is frequently neglected. That is especially true in the combined junior-senior high schools...If the middle grades are placed in a separate school unit, it is usually easier to implement a philosophy and program that is directly concerned with the needs, interests, and abilities of early adolescents." ("Interview with William T. Gruhn," a leader in the middle level education movement since its inception in the 1940's)

### **NATIONAL TRENDS**

The NASSP considers the middle school organization so important that they have declared 1989 "The Year of the Middle School." A recent survey done by Dr. William M. Alexander and Dr. D. Kenneth McEwin, "Earmarks of Schools in the Middle: A Research Report" shows a very significant increase in the number of middle schools. During the past 10 years, middle schools with a grade 6-8 organization grew by 160%.

### **CONTINUITY OF SPECIAL PROGRAMMING**

The uniqueness of the Poolesville cluster affords MCPS the opportunity to offer special programming in the elementary through high school level through the implementation of a special program at the middle school.

## **APPENDIX E: ANALYSIS OF CLUSTER TASK FORCE SURVEY**

To provide guidance to the Task Force, a query of the community by MCPS was conducted and completed during the first quarter of 1989. Its purpose was to determine the basic philosophy desired for cluster schools. (Support was provided by MCPS through the Department of Educational Accountability. Mary Ebert served as a consultant and worked closely with the group to design the questionnaire.)

After receiving Area 3 Office approval to distribute the survey to all residents of the cluster, the survey was mailed the first week of February 1989. Forums were conducted at each of the cluster schools to explain the questionnaire and its purpose. Approximately 50-75 people attended the sessions.

The trends below summarize the 300 responses to the Poolesville Cluster survey.

### **USE OF PUBLIC/PRIVATE SCHOOLS**

The majority of respondents have sent, send, or will send their children to public schools.

### **PREFERRED GRADE ORGANIZATION**

The overwhelming majority of respondents prefer an organization different from the present 7-12 organization, with a majority preferring the 6-8 middle school.

### **MAJOR STRENGTHS OF PRESENT GRADE LEVEL ORGANIZATION**

Respondents perceive the strengths of the present grade level organization to include: "familiarity between and among staff and students," "good use of facilities," and "course range available to younger children."

### **MAJOR WEAKNESSES OF PRESENT GRADE LEVEL ORGANIZATION**

Respondents perceive the weakness of the present grade level organization to be: "current 7-12 range". This includes comments about social issues, peer pressure, and the need for junior-high experience.

### **SMALL ENROLLMENT SEEN AS A PROBLEM**

The size of enrollment at PJSHS is seen as having both strengths and weaknesses and many people responded both ways. The majority of the respondents do not perceive the small enrollment as a problem. Reasons most frequently cited include: lower teacher-student ratios and available space for future growth. Respondents who feel small enrollment is a problem cite "courses limited," "flexibility limited," and "limited gifted and talented classes and programs."

## **POOLESVILLE RESPONDENTS WILLING TO HAVE CHILDREN TRANSPORTED TO MONOCACY**

The majority of Poolesville respondents are willing to have their children transported to Monocacy to attend a special program.

## **AVERAGE MAXIMUM TRAVEL TIME ON SCHOOL BUS**

The average maximum travel time is 20 minutes for K-6, 25 minutes for 7-8, and 30 minutes for 9-12.

## **MAJOR CONCERN REGARDING SCHOOL BUILDINGS IN THE POOLESVILLE CLUSTER**

The most frequent comments made are a "JIM (Junior High, Intermediate or Middle School) should be built," "inadequate space for the future," and "the Poolesville Elementary School is overcrowded."

## APPENDIX F: POOLESVILLE CLUSTER SURVEY

### Poolesville Cluster Task Force

---

Monocacy Elementary School  
18801 Barnesville Road  
Dickerson, MD  
972-7476

Poolesville Elementary School  
19565 Fisher Avenue  
Poolesville, MD  
972-7167

Poolesville Junior/Senior High  
17501 Willard Road  
Poolesville, MD  
972-7410

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February 1, 1989

Dear Resident:

The Poolesville Cluster is the school area serving Monocacy Elementary, Poolesville Elementary and Poolesville Junior/Senior High Schools. The Poolesville Cluster Task Force is developing recommendations on the facilities budget for our communities in the 1990's. As a resident of that cluster, you are invited to complete the attached survey to assist us in developing these recommendations. Your response will be valuable in assisting our group in completing its charge.

Please read and respond to each question and add any additional comments/suggestions. Your input is welcome.

Survey forms are due by February 28. You may return your completed survey in one of two ways:

- (1) Return to your local cluster school, or
- (2) Fold the survey so that the address for Poolesville Jr./Sr. High School is showing, staple, affix stamp and mail.

The Task Force is sponsoring three public forums. Task Force members will be on hand to answer any questions. Please join us.

Public Forums

Tuesday, February 7, 7:30 p.m. at Poolesville Elementary

Tuesday, February 14, 7:30 p.m. at Monocacy Elementary

Tuesday, February 21, 7:30 p.m. at Poolesville Junior/Senior High

On behalf of the Task Force and the children of our cluster, thank you for your attention to this survey.

Poolesville Cluster Task Force



# POOLESVILLE SCHOOL CLUSTER TASK FORCE SURVEY

1. In which elementary school district do you live? CIRCLE ONE ANSWER.

- ANSWER CHOICES:    1 = Monocacy Elementary School  
                               2 = Poolesville Elementary School  
                               3 = Uncertain

2. Please indicate the number of children living in your home who are 18 years or younger: \_\_\_\_\_

**IF THERE ARE NO CHILDREN 18 YEARS OR YOUNGER  
 LIVING IN YOUR HOME AT THE PRESENT TIME,  
 CHECK HERE \_\_\_\_\_ AND SKIP TO QUESTION 4.**

3. Please complete the information requested in the table below for each child 18 years or younger living in your home whether or not they are in school (e.g., include children under 5 years old).

Age (in years)	School in which child presently is enrolled if applicable	Grade in which child presently is enrolled if applicable
Child 1	_____	_____
Child 2	_____	_____
Child 3	_____	_____
Child 4	_____	_____
Child 5	_____	_____
Child 6	_____	_____

4. Check all the grade levels in which your children will attend, attend, or have attended the public schools.

- Kindergarten
- 1st through 6th grades
- 7th through 8th grades
- 9th through 12th grades
- My children will attend/attend/have attended only private schools.
- Not applicable

5. What do you think is the best way to group students by grade levels in separate school buildings? PLEASE CIRCLE COMBINATION A, B, or C or SPECIFY ANOTHER COMBINATION YOU MIGHT PREFER BETTER.

**Combination A**  
 K through Grade 6  
 Grades 7 and 8  
 Grades 9 through 12

**Combination B**  
 K through Grade 5  
 Grades 6 through 8  
 Grades 9 through 12

**Combination C**  
 K through Grade 6  
 Grades 7 through 12

Comments: \_\_\_\_\_

6. What do you see as the strengths and/or weaknesses of the present grade level organization (K-6, 7-12) of the Poolesville Cluster schools?

Strengths: \_\_\_\_\_

Weaknesses: \_\_\_\_\_

7. Poolesville High School (grades 9-12) has an enrollment of 353, and is presently smaller than any other Montgomery County Public High School. Do you consider this a problem? CIRCLE ONE.

1 = Yes

2 = No

Please comment: \_\_\_\_\_

\_\_\_\_\_

8. If you live in the Poolesville Elementary School area and a special program was offered at Monocacy Elementary School, that would interest you, would you be willing to have your child attend Monocacy? CIRCLE ONE.

1 = Yes

2 = No

Please comment: \_\_\_\_\_

\_\_\_\_\_

9. What is a maximum amount of time for students to ride by school bus to their school?

Kindergarten through 6th grade : \_\_\_\_\_ minutes  
7th through 8th grade : \_\_\_\_\_ minutes  
9th through 12th grade : \_\_\_\_\_ minutes

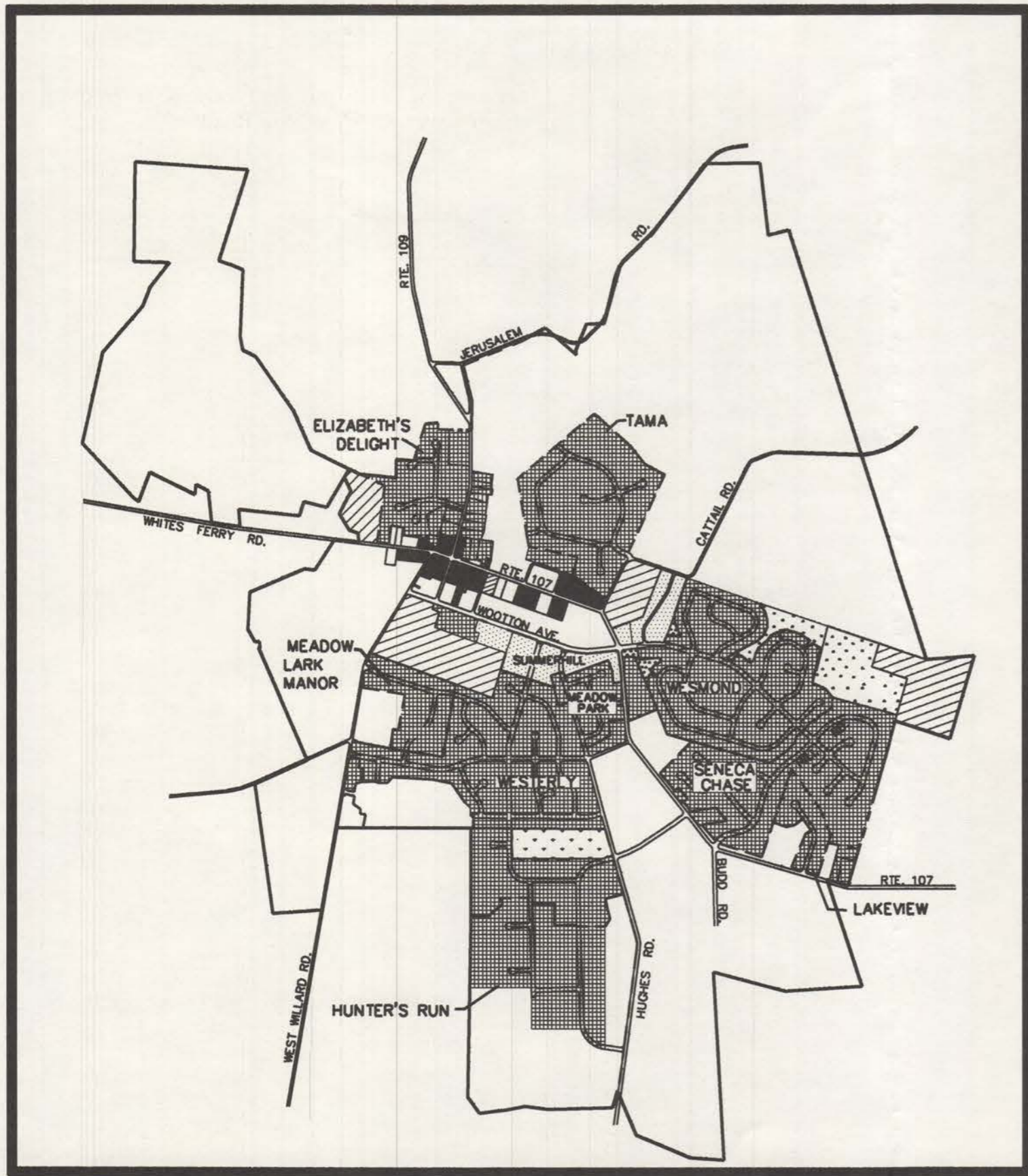
10. What concerns, if any, do you have with school buildings in the Poolesville Cluster?

\_\_\_\_\_




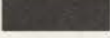



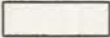
\_\_\_\_\_

\_\_\_\_\_

THANK YOU FOR YOUR TIME.

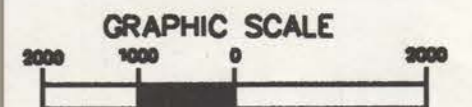


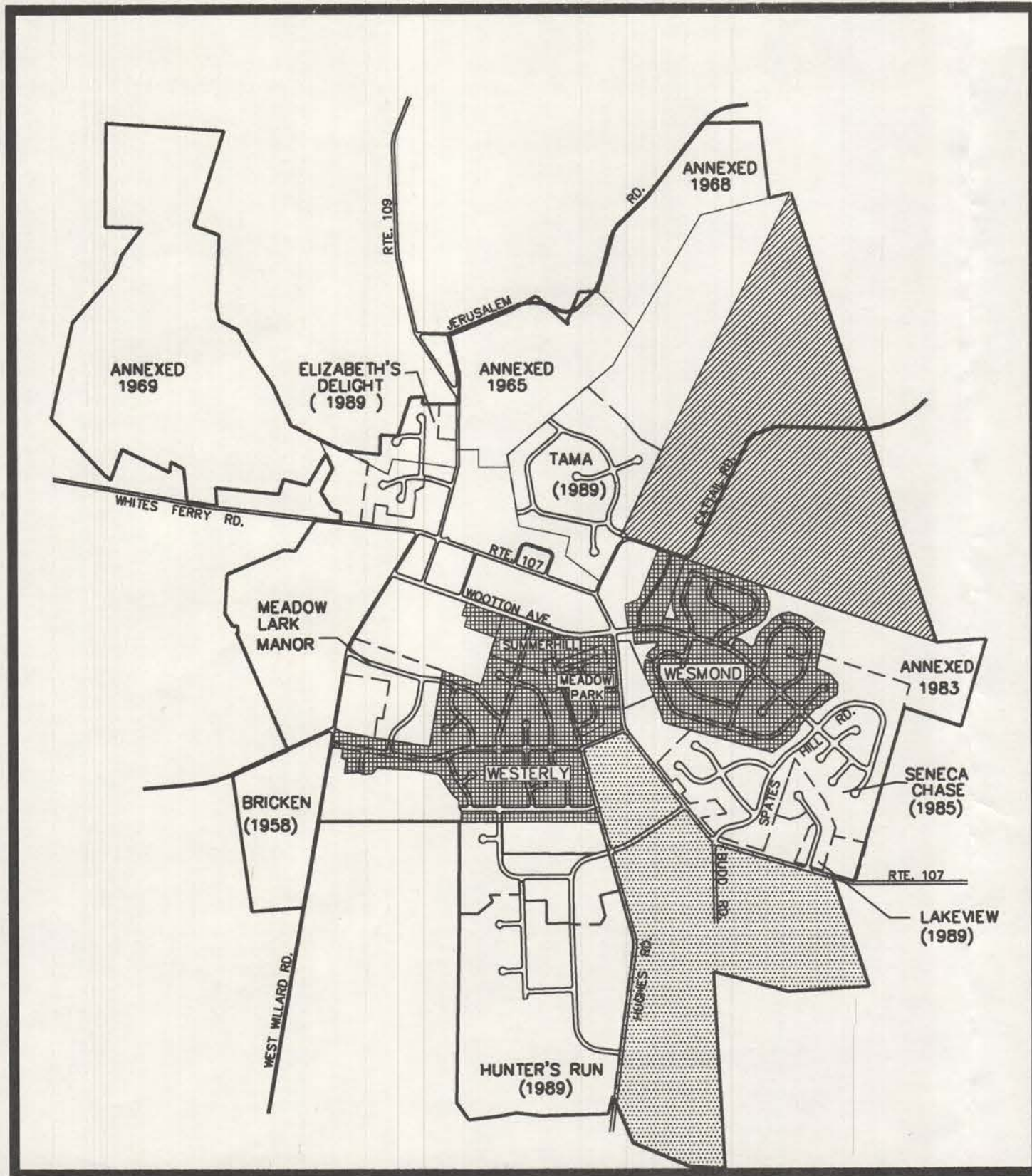
**LEGEND**

-  TOWN OF POOLESVILLE BOUNDARY
-  SINGLE FAMILY RESIDENTIAL (SUBDIVISON)
-  MULTI-FAMILY RESIDENTIAL (SUBDIVISON)
-  COMMERCIAL
-  PUBLIC/UTILITY/INSTITUTIONAL
-  INDUSTRIAL
-  PARK
-  VACANT OR AGRICULTURAL

**MAP 1**  
**TOWN OF POOLESVILLE**  
**EXISTING**  
**LAND USE**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**





**LEGEND**

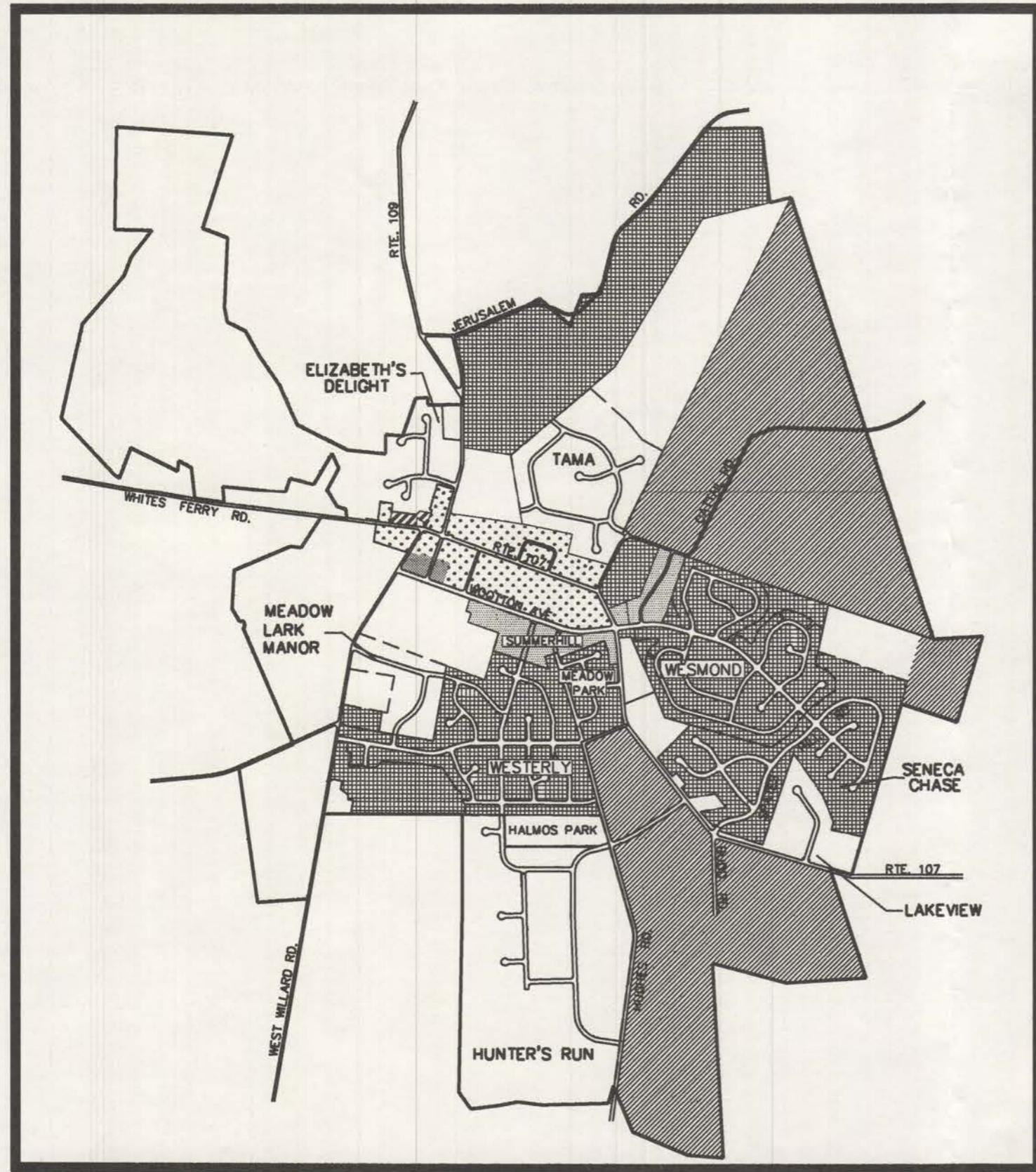
- TOWN OF POOLESVILLE BOUNDARY
- [Cross-hatched box] SUBDIVISION (1969 - 1976)
- [Box with 'TAMA (1989)'] SUBDIVISION (1985 - 1989)
- [Diagonal hatched box] ANNEXATIONS ( 1988 )
- [Dotted box] ANNEXATIONS ( 1990 )

**MAP 2**  
**TOWN OF POOLESVILLE**  
**SUBDIVISION**  
**AND POST 1950**  
**ANNEXATION**  
**ACTIVITY**







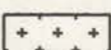


**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**



OCTOBER 1990

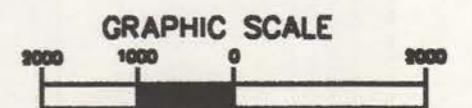


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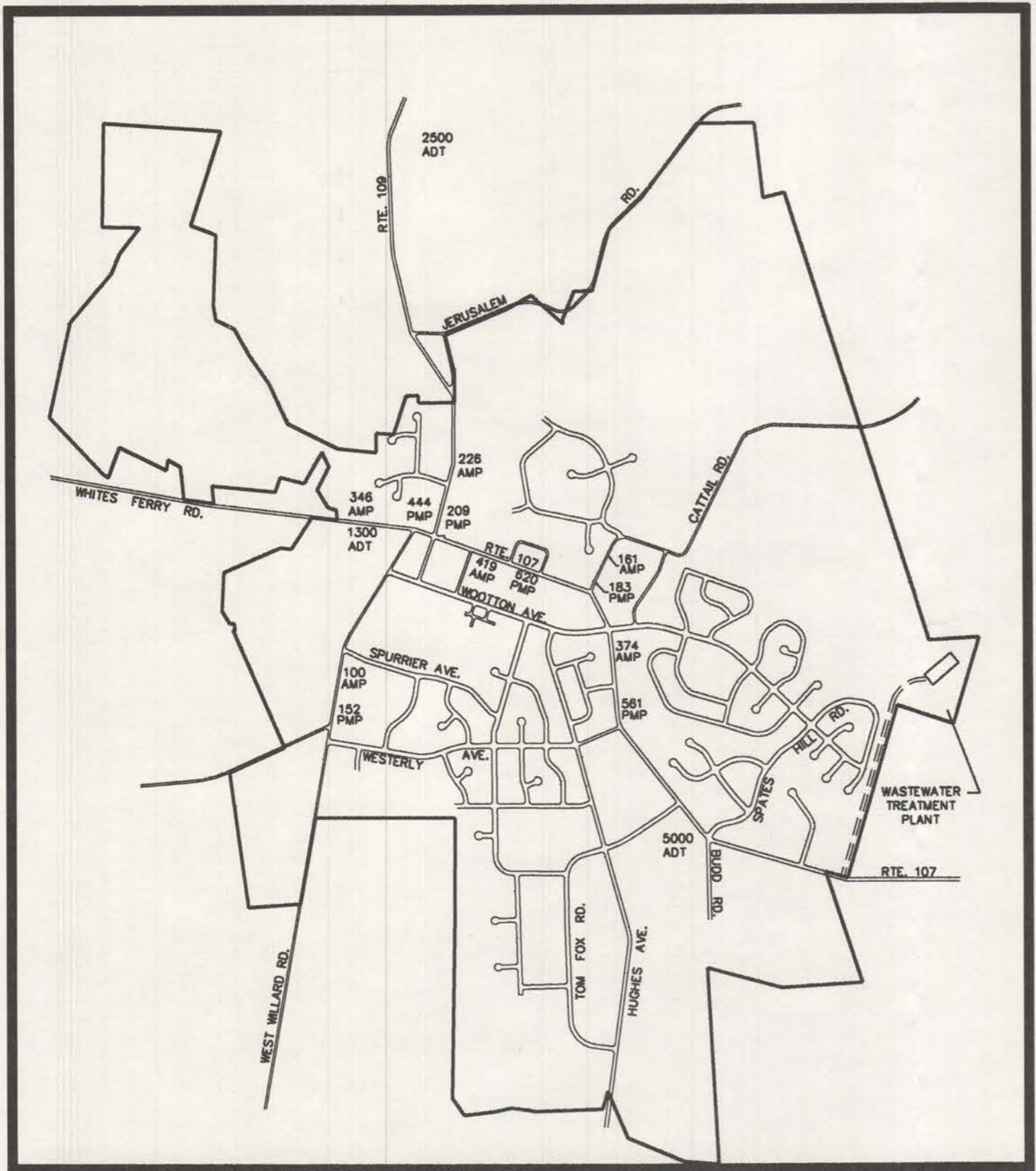
-  TOWN OF POOLESVILLE BOUNDARY
-  P-RDT RURAL DENSITY TRANSFER  
1 DWELLING UNIT PER 25 ACRES
-  P-RLL RESIDENTIAL-LARGE LOT  
ONE DWELLING UNIT PER 3/4 OF AN ACRE.
-  P-RA RESIDENTIAL - AGRICULTURE  
TWO DWELLING UNITS PER ACRE
-  P-RR RESIDENTIAL-RURAL  
THREE DWELLING UNITS PER ACRE
-  P-RM RESIDENTIAL-MULTI-FAMILY  
TWELVE DWELLING UNITS PER ACRE
-  P-C COMMERCIAL
-  P-SC SPECIAL COMMERCIAL
-  P-I INDUSTRIAL

**MAP 3**  
TOWN OF POOLESVILLE  
EXISTING  
ZONING

POOLESVILLE  
AND  
VICINITY  
MASTER PLAN  
MONTGOMERY COUNTY, MARYLAND



OCTOBER 1990



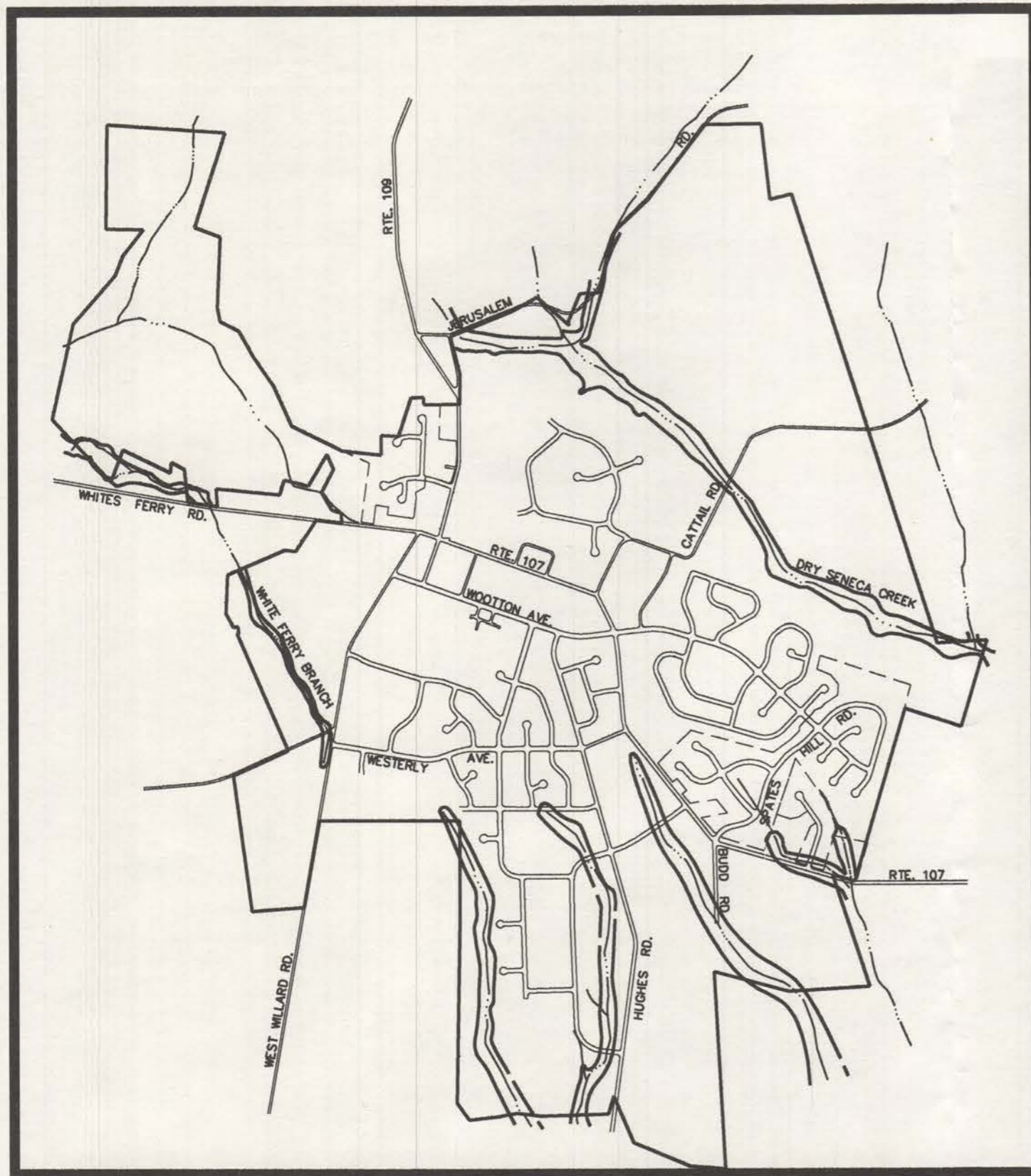
**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- 1300 ADT AVERAGE DAILY TRAFFIC COUNT (MID 1980'S)
- 100 AMP PROJECTED AM PEAK HOUR LINK VOLUMES
- 100 PMP PROJECTED PM PEAK HOUR LINK VOLUMES

**MAP 4**  
**TOWN OF POOLESVILLE**  
**EXISTING**  
**TRANSPORTATION**  
**FACILITIES**

POOLESVILLE  
 AND  
 VICINITY  
 MASTER PLAN  
 MONTGOMERY COUNTY, MARYLAND





**LEGEND**

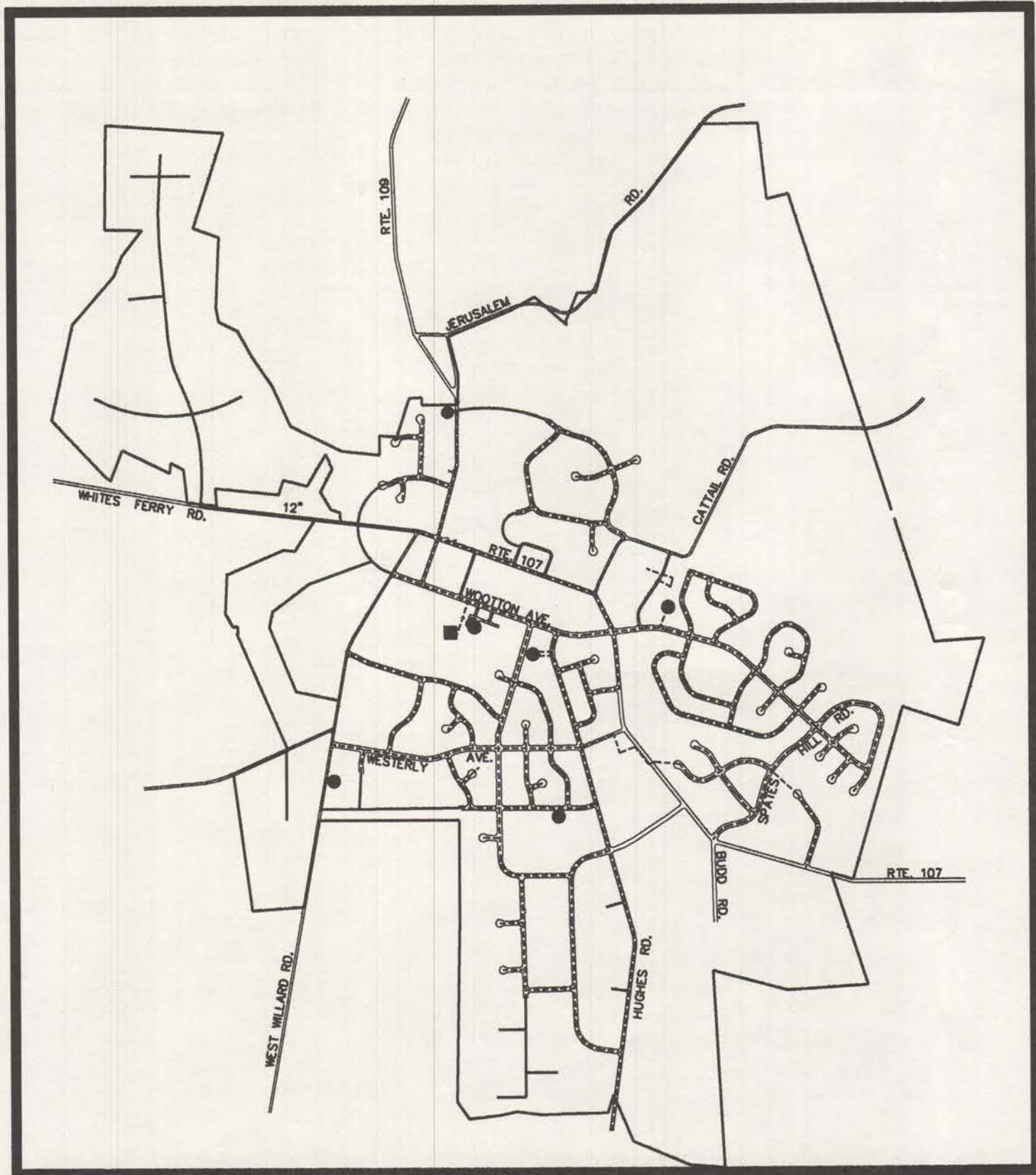
- TOWN OF POOLESVILLE BOUNDARY
- ~ APPROXIMATE LOCATION OF 100-YEAR FLOODPLAINS

**MAP 5**  
**TOWN OF POOLESVILLE**  
**APPROXIMATE**  
**LOCATION OF**  
**FLOODPLAINS**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**



OCTOBER 1990

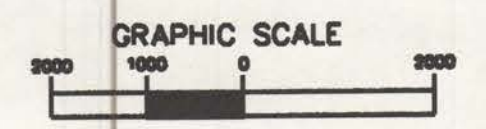


**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- - - - EXISTING WATER LINES
- EXISTING WELL LOCATIONS
- EXISTING 0.50 MG WATER STORAGE TANK
- PROPOSED WATER LINES

**MAP 6**  
**TOWN OF POOLESVILLE**  
**EXISTING AND**  
**PROPOSED**  
**WATER SUPPLY**

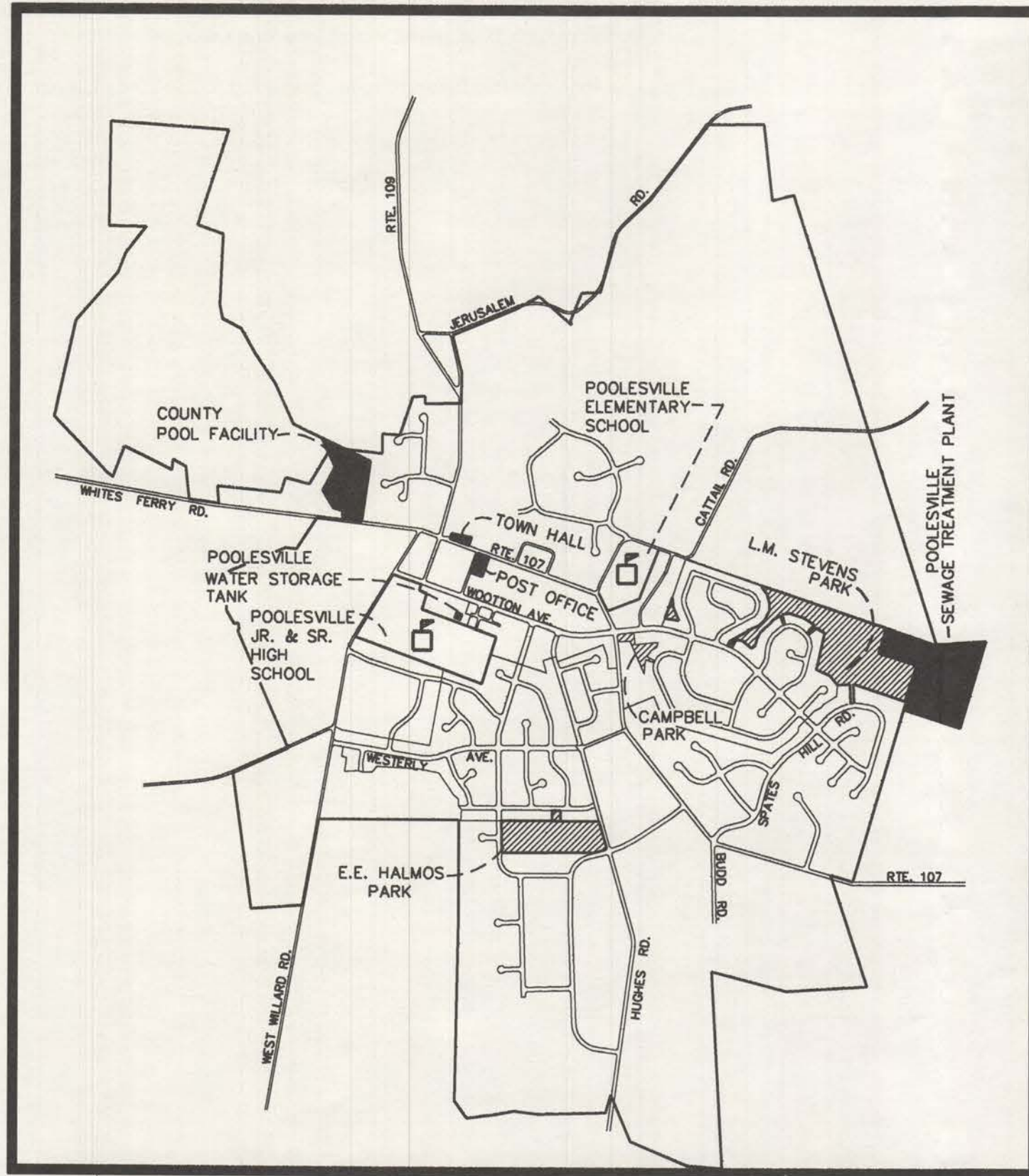
**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**



**kamber engineering, inc.**  
 civil • environmental • surveying

**OCTOBER 1990**



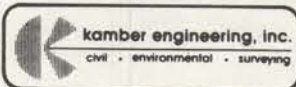


**LEGEND**

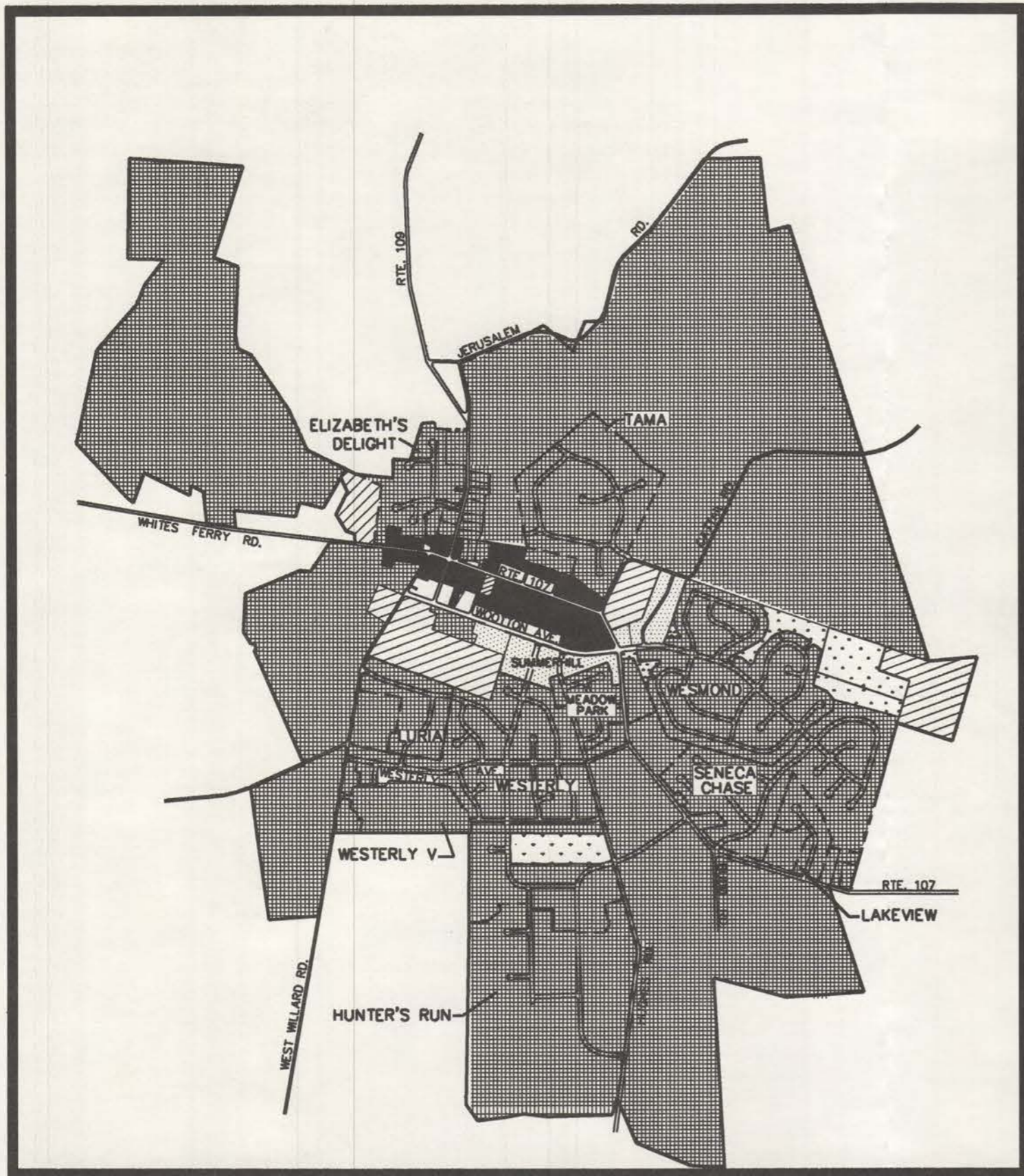
- TOWN OF POOLESVILLE BOUNDARY
- ▨ EXISTING PUBLIC PARKS
- EXISTING LOCAL/FEDERAL GOVERNMENT FACILITIES
- PUBLIC SCHOOLS

**MAP 7**  
**TOWN OF POOLESVILLE**  
**EXISTING**  
**PUBLIC**  
**FACILITIES**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**



OCTOBER 1990



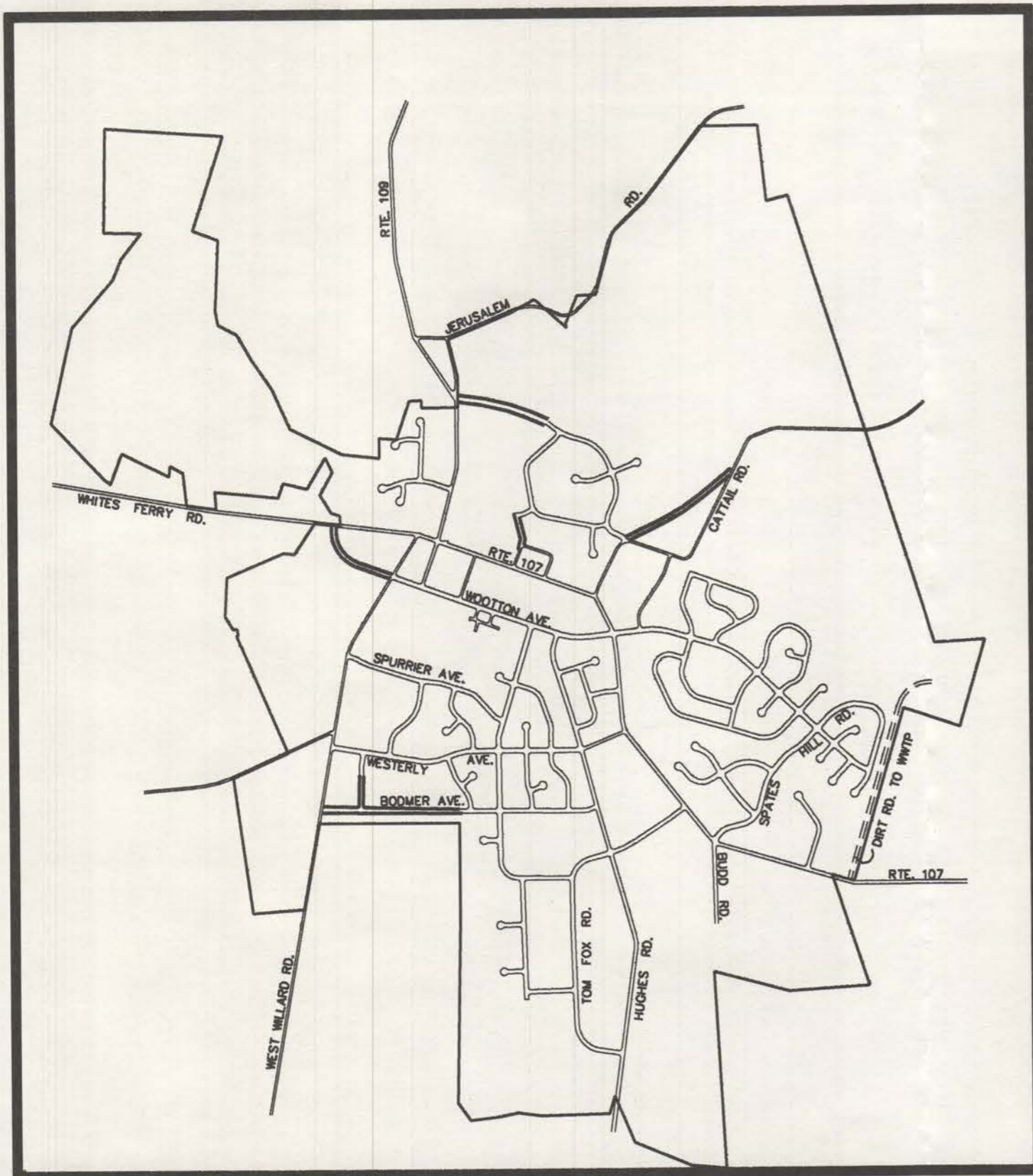
**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- [Cross-hatched pattern] SINGLE FAMILY RESIDENTIAL
- [Dotted pattern] MULTI-FAMILY RESIDENTIAL
- [Solid black] COMMERCIAL
- [Diagonal lines] PUBLIC/UTILITY/INSTITUTIONAL
- [Wavy pattern] PARK

**MAP 8**  
**TOWN OF POOLESVILLE**  
**PROPOSED**  
**LAND USE**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**





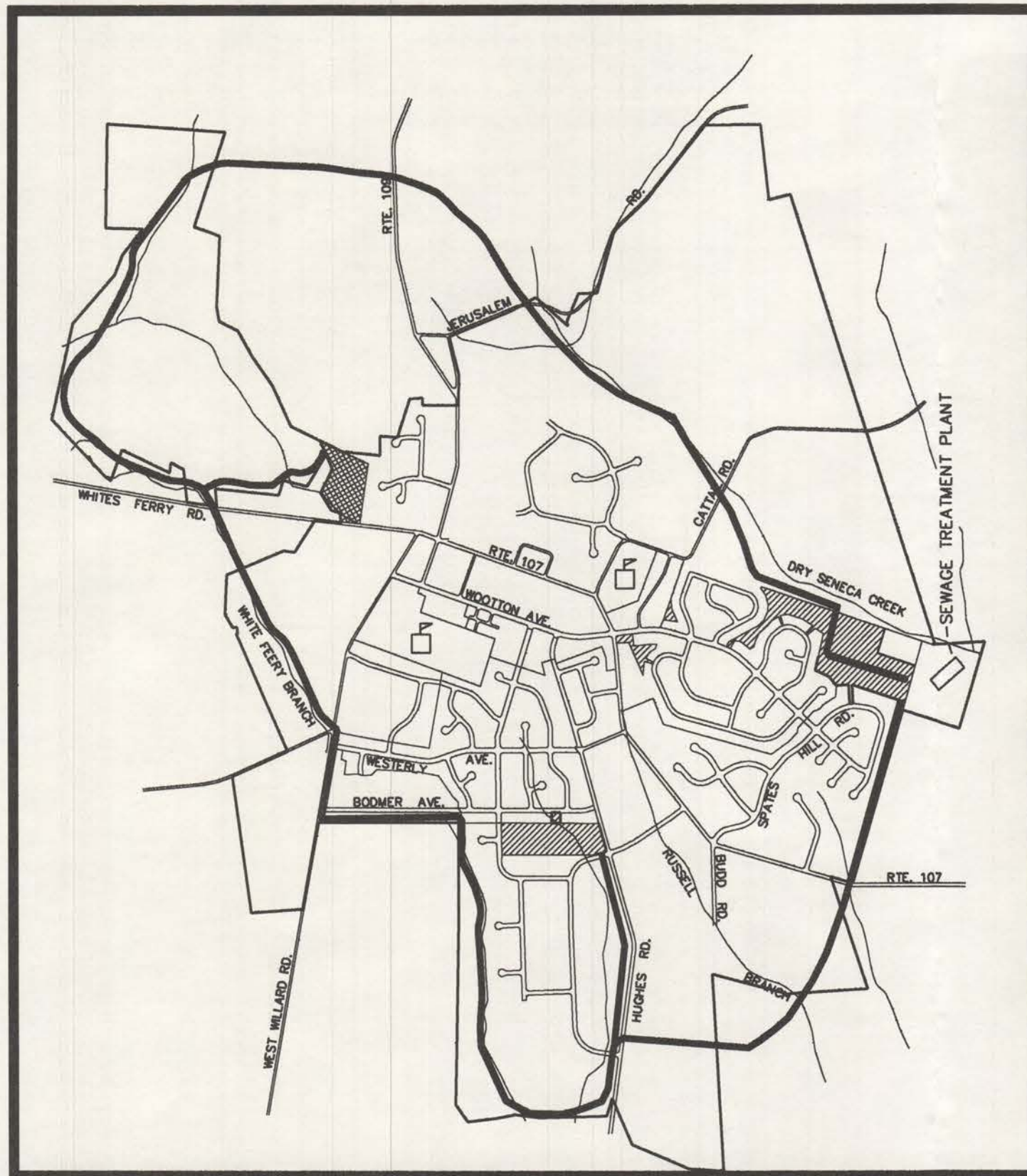
**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- ==== PROPOSED ROAD EXTENSION

**MAP 9**  
**TOWN OF POOLESVILLE**  
**PROPOSED**  
**TRANSPORTATION**  
**FACILITIES**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**





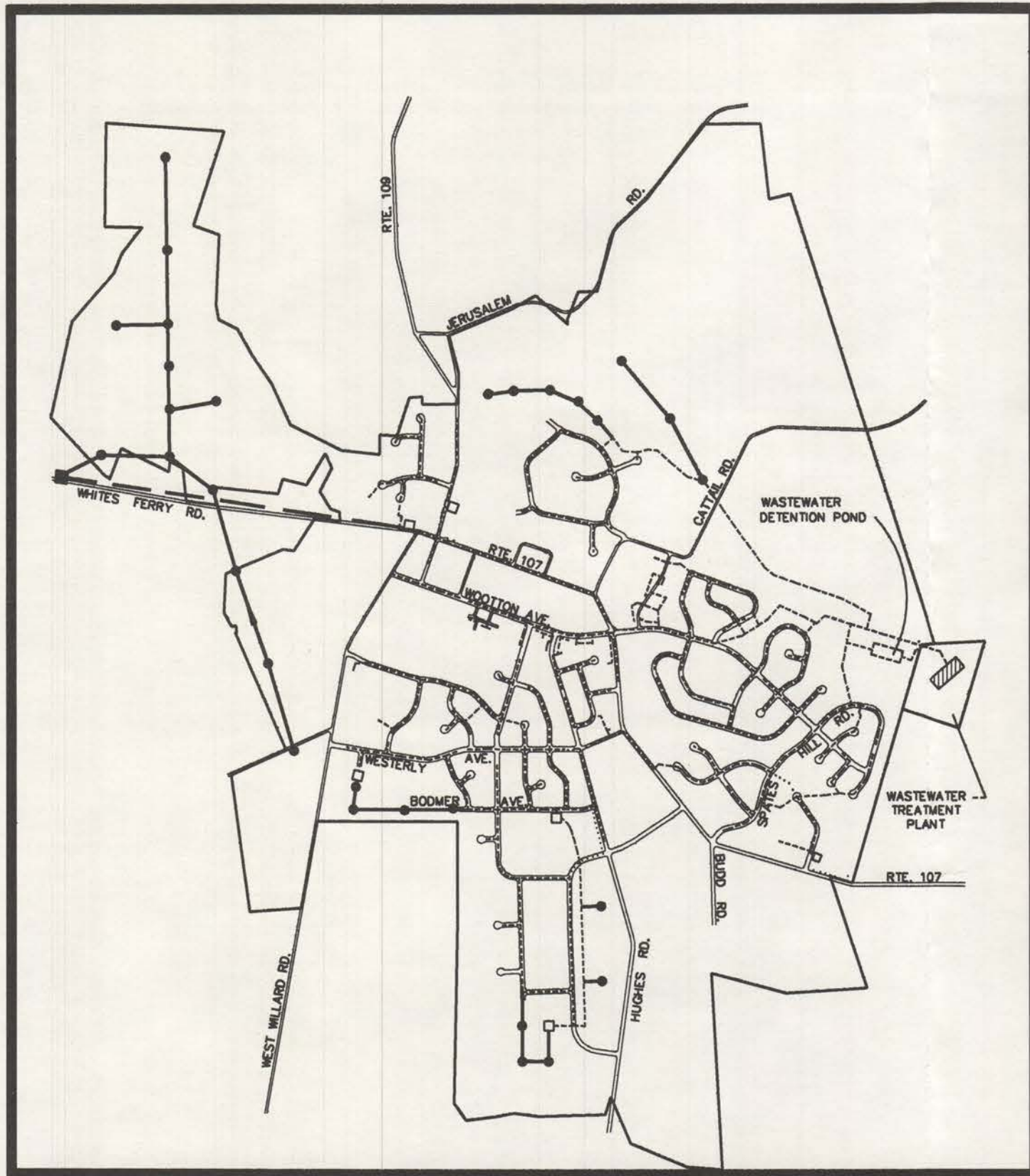
**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- ▨ EXISTING PUBLIC PARKS
- ▩ EXISTING COUNTY POOL FACILITY
- EXISTING PUBLIC SCHOOLS
- PROPOSED MULTIPURPOSE RECREATIONAL TRAIL

**MAP 10**  
**TOWN OF POOLESVILLE**  
**PROPOSED**  
**MULTIPURPOSE**  
**RECREATIONAL**  
**TRAIL**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**





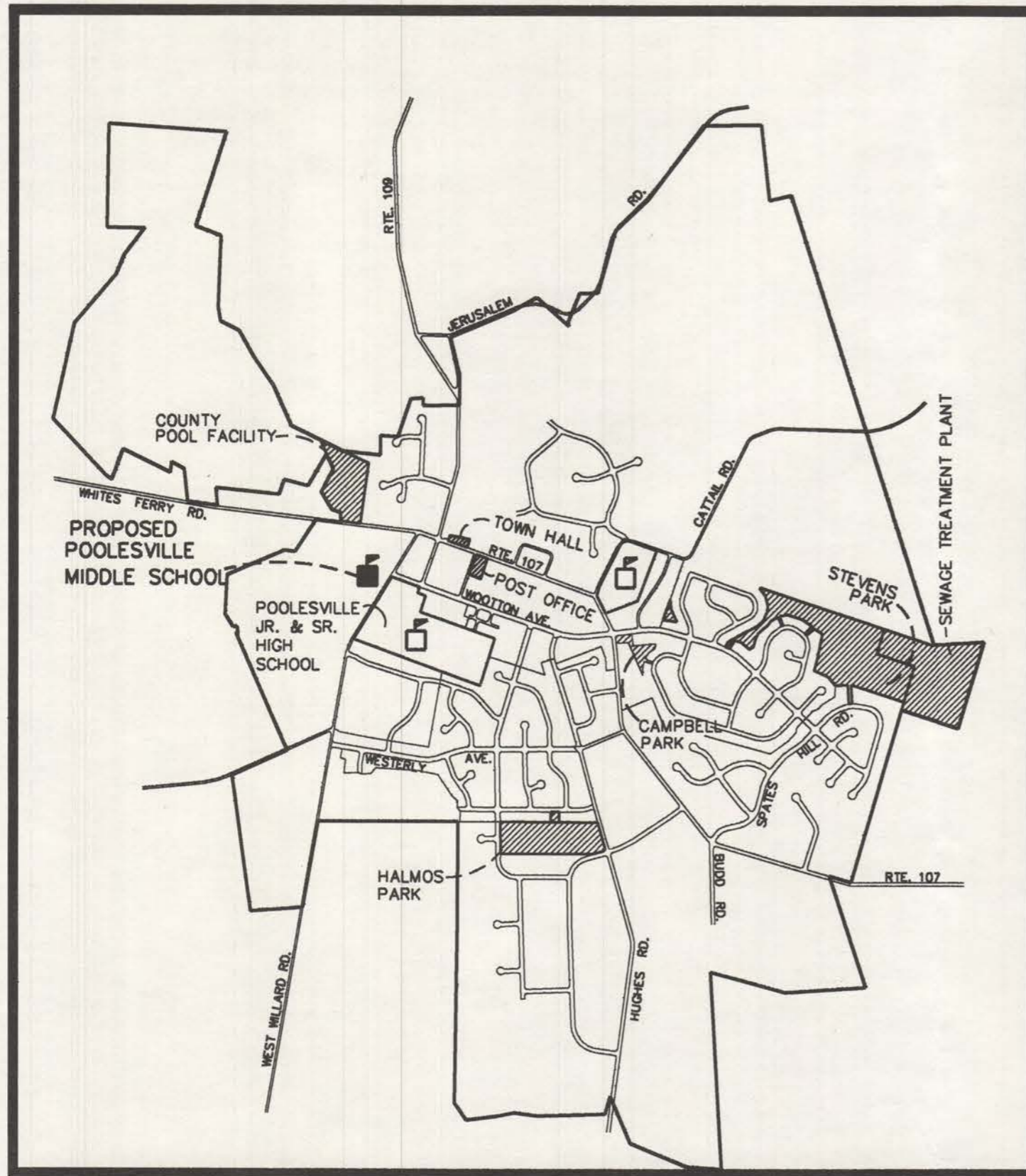
**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- - - - EXISTING SEWER LINES
- EXISTING PUMPING STATION
- ..... EXISTING SEWER FORCE MAIN
- PROPOSED SEWER LINES
- - - - PROPOSED SEWER FORCE MAIN
- PROPOSED PUMP STATION
- ▨ EXISTING WWTP

**MAP 11**  
**TOWN OF POOLESVILLE**  
**EXISTING &**  
**PROPOSED**  
**SANITARY**  
**SEWERAGE**  
**SYSTEM**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
 MONTGOMERY COUNTY, MARYLAND





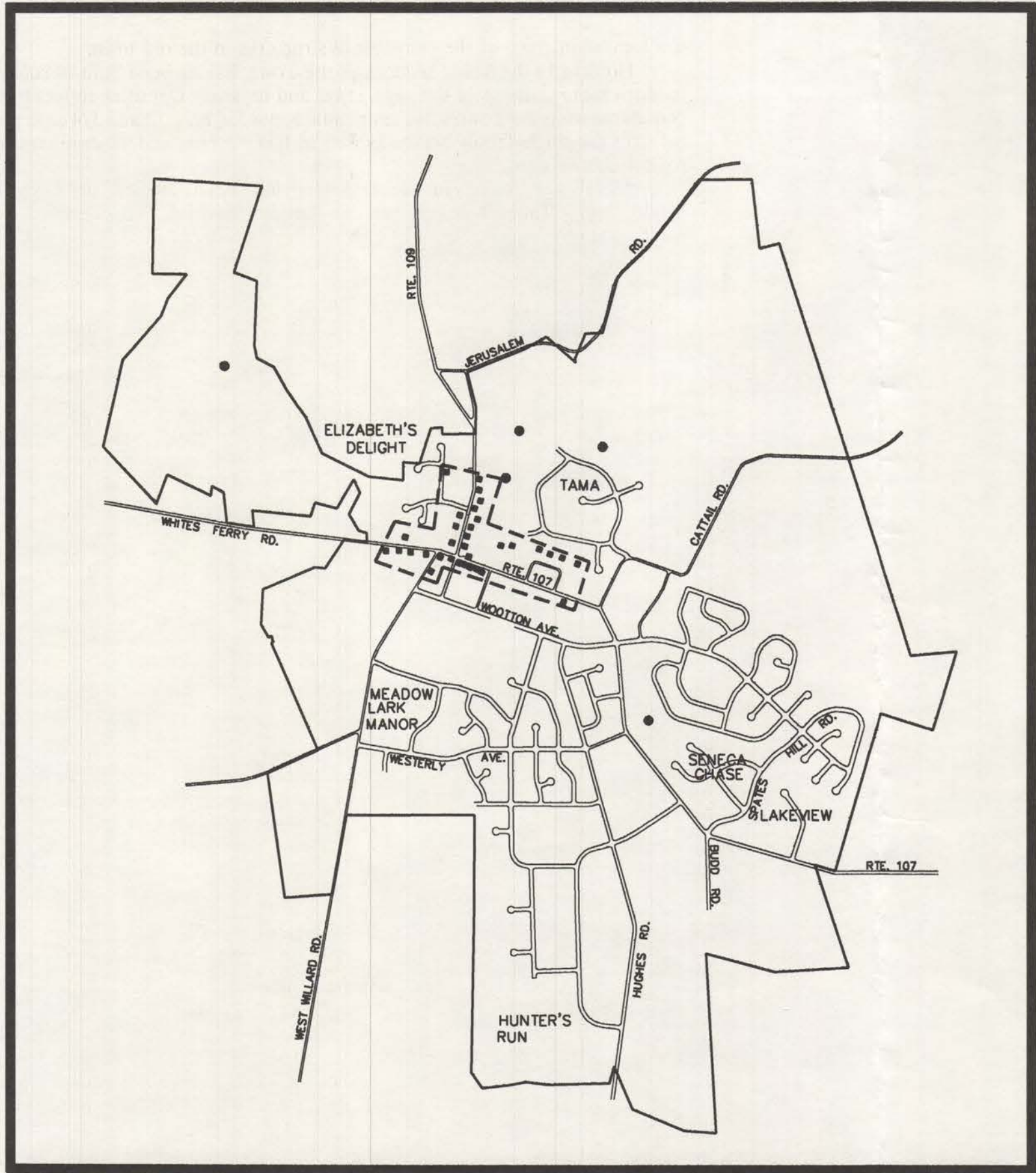
**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- ▨ EXISTING PUBLIC FACILITIES
- EXISTING PUBLIC SCHOOLS
- PROPOSED MIDDLE SCHOOL

**MAP 12**  
**TOWN OF POOLESVILLE**  
**PROPOSED**  
**PUBLIC**  
**FACILITIES**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**





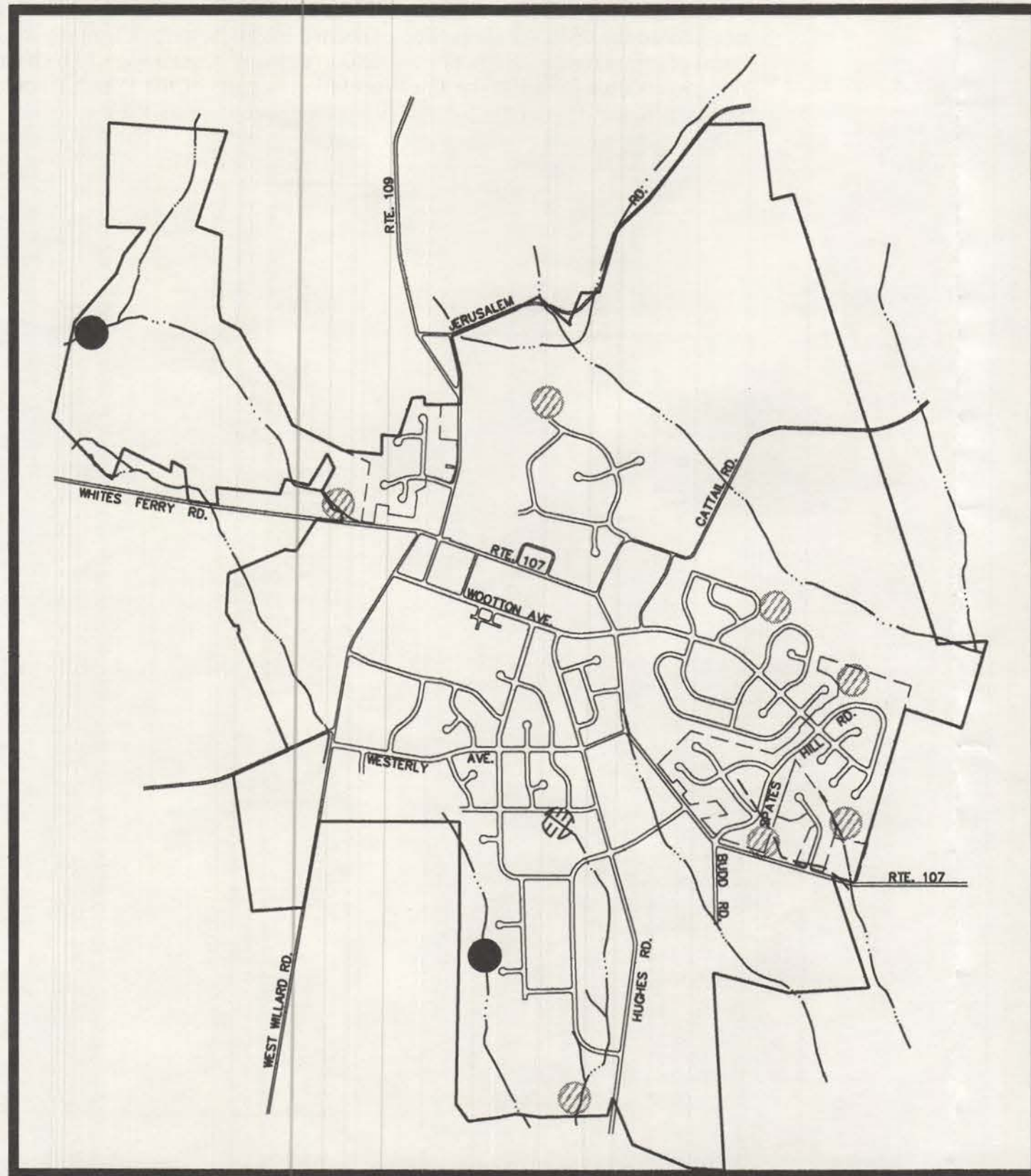
**LEGEND**

- TOWN OF POOLESVILLE BOUNDARY
- - - AREA IDENTIFIED IN THE NATIONAL REGISTER (NO TOWN HISTORIC DISTRICT EXISTS.)
- SIGNIFICANT HISTORIC SITE IN THE NATIONAL REGISTER AREA
- HISTORIC SITES LISTED IN M-N.C.P. & P.C. LOCATIONAL ATLAS AND INDEX OF HISTORIC SITE IN MONTGOMERY COUNTY.

**MAP 13**  
**TOWN OF POOLESVILLE**  
**EXISTING**  
**HERITAGE**  
**CONSERVATION**

**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
 MONTGOMERY COUNTY, MARYLAND



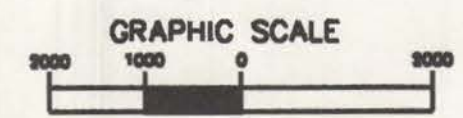


**LEGEND**

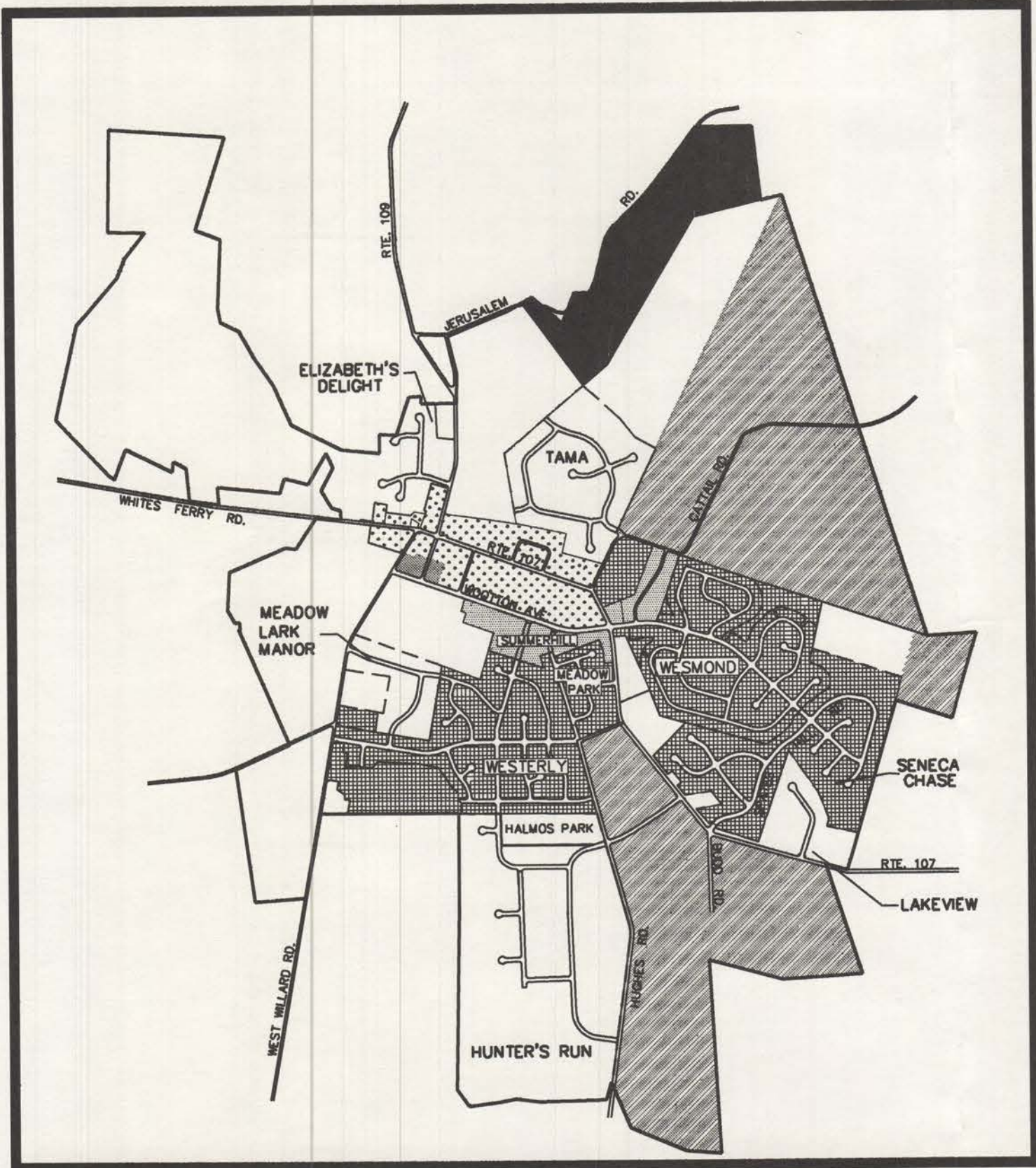
- TOWN OF POOLESVILLE BOUNDARY
- ⊘ EXISTING SWM FACILITIES
- PROPOSED SWM FACILITIES (CONCEPTUAL)
- ⊘ EXISTING SWM FACILITIES TO BE ABANDONED

**MAP 14**  
**TOWN OF POOLESVILLE**  
**EXISTING & PROPOSED**  
**STORMWATER MANAGEMENT**  
**FACILITIES**









**POOLESVILLE**  
**AND**  
**VICINITY**  
**MASTER PLAN**  
**MONTGOMERY COUNTY, MARYLAND**







**LEGEND**

-  TOWN OF POOLESVILLE BOUNDARY
-  P-RDT RURAL DENSITY TRANSFER  
1 DWELLING UNIT PER 25 ACRES
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ONE DWELLING UNIT PER 3/4 OF AN ACRE.
-  P-RA RESIDENTIAL - AGRICULTURE  
TWO DWELLING UNITS PER ACRE
-  P-RR RESIDENTIAL-RURAL  
THREE DWELLING UNITS PER ACRE
-  P-RM RESIDENTIAL-MULTI-FAMILY  
TWELVE DWELLING UNITS PER ACRE
-  P-C COMMERCIAL
-  P-SC SPECIAL COMMERCIAL

**MAP 15**  
TOWN OF POOLESVILLE  
PROPOSED  
ZONING

POOLESVILLE  
AND  
VICINITY  
MASTER PLAN  
MONTGOMERY COUNTY, MARYLAND



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