

**FAIRFAX COUNTY PLANNING COMMISSION
SCHOOLS COMMITTEE
TUESDAY, FEBRUARY 12, 2019**

PRESENT: Timothy J. Sargeant, Commissioner At-Large, Chairman
James R. Hart, Commissioner At-Large
Ellen J. Hurley, Braddock District
Peter F. Murphy, Springfield District
Donté Tanner, Sully District

ABSENT: Julie M. Strandlie, Mason District, Vice Chairman
John C. Ulfelder, Dranesville District
Phillip A. Niedzielski-Eichner, Providence District

OTHERS: Mary D. Cortina, Commissioner At-Large
John Carter, Hunter Mill District
Sandy Evans, Fairfax County School Board, FCPS
Dalia Palchik, Fairfax County School Board, FCPS
Marianne Gardner, Planning Division (PD), Department of Planning and
Zoning (DPZ)
Michelle Stahlhut, PD, DPZ
David Stinson, PD, DPZ

ATTACHMENTS:

- A. Allocation of County Owned Surplus Property
- B. Economic Development Plan Language Recommendations
- C. One Fairfax – Comprehensive Plan Policies
- D. One Fairfax - Policy
- E. Capital Improvement Program (CIP) Recommendations Summary
- F. Proposed FY 2020-24 CIP Fairfax County Public Schools, page 28
- G. Co-location of Facilities Recommendations Summary
- H. Existing Comprehensive Plan Policies Recommendations
- I. Long Range Student Population Forecasting Recommendations Summary
- J. School Proffers Recommendations Summary
- K. Utilization of Existing Facilities

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Chairman Timothy J. Sargeant called the meeting to order at 7:36 p.m. in the Board of Supervisors Conference Room of the Fairfax County Government Center, 12000 Government Center Parkway, Fairfax, Virginia 22035.

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Chairman Sargeant outlined the procedure for the land use recommendations, which included receiving additional input from the Fairfax County School Board and rendering a full committee vote.

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Marianne Gardner, Planning Division (PD), Department of Planning and Zoning (DPZ); David Stinson, PD, DPZ; Michelle Stahlhut, PD, DPZ; Dalia Palchik, Fairfax County School Board, FCPS; and Sandy Evans, Fairfax County School Board, FCPS, engaged in discussion with the Committee members on the following issues:

- The diminished accuracy of projected student population data after five years and the importance of precise projections to assist in the identification of future areas that would require schools;
- Clarification in the Policy Plan language on whether the district referred to magisterial or planning provisions;
- A method for communication between the schools and the Fairfax County Planning Department staff for identification of future school sites and the appropriate format for disseminating information;
- Identification of the types of data available that would assist with collaborative planning;
- A summary of changes to the proffer language that were approved by the Virginia General Assembly;
- The challenges experienced by schools in low-income areas;
- The suggested revisions to language in Policy Plan, Economic Development, Policy a, that showed a relationship between a variety of housing types and diversity; and
- The addition of language to the Public Facilities Policy Plan, Objective 3, that would support proffers expanding beyond monetary, land, and building contributions.

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Chairman Sargeant announced the next Schools Committee meetings would be held on February 28 and March 14, 2019.

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The meeting was adjourned at 9:46 p.m.
Timothy J. Sargeant, Chairman

An audio recording of this meeting is available in the Planning Commission Office, 12000 Government Center Parkway, Suite 330, Fairfax, Virginia 22035.

Minutes by: Teresa Wang

Approved: December 10, 2019



Jacob Caporaletti, Clerk
Fairfax County Planning Commission

PLANNING COMMISSION SCHOOLS COMMITTEE - POLICY RESEARCH

Topic: Use of County owned vacant and underutilized property for facilities and programs.

Summary of Planning Commission Schools Committee Discussion

- County Process for Reallocation or Disposition of County Owned Property
 - The most recent policy for the reallocation and disposition of County property was amended by Facilities Management Department (FMD) in 2011.
 - If a County agency wishes to dispose of surplus property, FMD distributes a memo to all County agencies, semi-autonomous agencies, the District Supervisor and Chairman of the Board. The memo will request any interested agency submit a request for the utilization of the property.
 - Semi-autonomous agency includes the Park Authority and the Redevelopment and Housing Authority.
 - FCPS does not receive the memo to dispose of surplus property.
 - According to FMD, most surplus property is comprised of small non-buildable parcels often in a floodplain.

Research

According to the Office of the County Attorney, Fairfax County Public Schools (FCPS) is a legal entity separate and independent of the County unlike other County agencies. The County may not offer FCPS surplus real property in the same manner that it offers it to other County agencies, because a transfer of ownership to FCPS constitutes disposing of real property and must be transferred by legal conveyance, such as a deed, and requires a public hearing. Conversely, if County owned surplus real property is reallocated to another County agency, the real property is still owned by the County or Board of Supervisors and does not require a public hearing. There is nothing legally prohibiting the County from offering FCPS the first right of refusal for surplus real property it intends to dispose of or sell; however, the County must hold a public hearing for each property for which the County wishes to grant such a right.

Suggested Planning Commission Recommendation – Non-Land use

Include FCPS on notice of surplus property memo distributed to County agencies by FMD.

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Economic Development,
Amended through 3-14-2014, page 2

Objective 2: ~~Provide an environment for the highest quality system of~~ Make land-use and public facilities investment decisions that promote high quality education for all community members, from including pre-school through 12th grades, apprenticeships, career and technical education, certification programs, higher education, and adult education: and promote undergraduate and graduate level educational opportunities to include continuing learning programs for adults.

Policy a. ~~Maintain an environment that fosters the highest quality of education available in order to prepare citizens for the continued changes necessary for their economic well being.~~ Promote land use and revitalization that encourages socioeconomic diversity throughout the County and minimizes pockets of poverty.

Policy b. ~~Enhance education partnerships with business to ensure that the education system is strategically focused to meet educational needs of the future job market.~~ Foster diverse and high quality educational options that help develop the skills community members need to adapt to changes in the economy and technological and workplace innovation.

Policy c. ~~Ensure the availability and encourage the use of high quality continuing adult education and retraining programs.~~ Collaborate with the businesses, non-profit organizations, and other partners to provide County residents access to opportunities for knowledge and skills development needed to be successful in the workplace and community.

Policy d. Enable access to high-quality, life-long educational opportunities for adults to expand their knowledge and skills.

Agenda Item # 6: One Fairfax Policy and Supporting Comprehensive Plan Policies

1) Community and economic development policies and programs that promote wealth creation and ensure fair access for all people.

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition, Policy Plan, Economic Development, Amended through 3-4-2014, page 2

Objective 1: Provide an environment where businesses flourish and jobs are created.

Policy a. Promote a regulatory framework that encourages business development and expansion. Regulations and ordinances should be written with consideration for their economic impact.

Policy b. Encourage the retention and expansion of existing employers.

Policy c. Aggressively seek to attract new employers, both domestic and international, to the county.

Policy d. Review county ordinances and regulations on a regular basis to ensure that ordinances and regulations are consistent with the objectives of this Plan.

Policy e. Review development proposals and permit requests promptly and effectively.

Policy f. Establish and nurture strong inter-governmental relationships among local, regional, state, and federal governments to promote effective planning, and implementation of government services.

Policy g. Plan for sufficient land suitable for economic development to be available in appropriate locations throughout Fairfax County.

2) Housing policies that encourage all who want to live in Fairfax to be able to do so, and the provision of a full spectrum of housing opportunities across the country, most notably those in mixed-use areas accessible to multiple modes of transport.

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition, Policy Plan, Housing, Amended through 3-14-2017, pages

Objective 1: The county should increase the supply of affordable housing units each year by an amount that is equal to at least 12 percent of the total housing production in the County for the previous year. These units should serve the full range of incomes of households needing affordable housing and should include units for the disabled and handicapped.

Policy b. Expand affordable housing in the county through the application of the Affordable Dwelling Unit Program, as set forth in the Zoning Ordinance and the Comprehensive Plan.

- Policy c. Ensure Workforce Housing is provided in the county's Mixed-Use Centers, including Tysons Urban Center, Suburban Centers, Community Business Centers and Transit Station Areas, where the Areas Plans envision mixed-use or high-density residential development above the baseline recommendation for development and offer a bonus incentive for the production of Workforce housing. The expectation is that in such areas Affordable Dwelling Units and/or Workforce Housing will constitute a minimum of 12 percent of all residential units in all building construction types. For further guidance, see the Guidelines for Provision of Workforce Housing in the Housing Section Appendix 1.
- Policy d. When considering development proposals, residential rezonings should not be approved above the low end of the Plan range unless an appropriate commitment of land, dwelling units, and/or a cash contribution to the Housing Trust Fund is provided. For further guidance, see the Criteria for Assignment of Appropriate Development Intensity included as a part of the Appendix to Countywide Land Use.
- Policy e. Capitalize the Housing Trust Fund through private contributions and general revenue, so that it can be used as a mechanism to fund the development of affordable housing.
- Policy f. Encourage affordable housing as a development option for infill sites, particularly in commercial areas and near employment concentrations.
- Policy g. Give priority for the use of county and other government-owned buildings and land as sites for the provision of affordable housing.
- Policy h. Promote and facilitate innovative site design and construction techniques, as well as encourage the use of manufactured housing and manufactured housing components, when aimed at providing affordable housing.
- Policy i. Support the efforts of the Fairfax County Redevelopment and Housing Authority in producing a portion of these affordable housing units through the provision of county resources and the approval of suitable housing sites.
- Policy j. Encourage and facilitate home sharing as one mechanism for lowering housing costs.
- Policy k. Encourage universal design in the development of affordable housing.
- Objective 2:** The county should encourage the provision of affordable housing (as defined in the Glossary) in all parts of the county.
- Policy a. Expand housing opportunities in or near Mixed-Use Centers as a way of providing the opportunity for persons employed in the county to live near their jobs.

Policy b. Promote the development of multifamily housing in both Mixed-Use Centers and existing residential areas, as appropriate, in an effort to diversify the housing stock and expand lower cost housing options. For additional guidance, refer to the Locational Guidelines for Multifamily Residential Development contained in the Appendix to Countywide Land Use.

Policy c. Promote affordable housing opportunities throughout the county, particularly in areas where existing supply is low.

Policy d. Encourage the creation of accessory dwelling units as a means of increasing the supply and distribution of affordable housing.

Objective 5: The county should increase the supply of housing available to special populations, including the physically and mentally disabled, the homeless, and the low-income elderly.

Policy a. Locate housing resources for special populations in all parts of the county as a way of improving accessibility to employment opportunities, county services, as well as cultural and recreational amenities.

Policy b. Facilitate the development of shelters and single room occupancy residences for homeless persons and families, as well as others in need of these housing options.

Policy c. Enforce fair housing laws and nondiscriminatory practices in the sale and rental of housing to all citizens.

Policy d. Promote multifamily housing for the elderly and the handicapped that is conveniently located to public transportation and community services.

Policy e. Encourage the creation of handicapped accessible housing units or units that can be easily modified for use by the disabled.

3) Workforce development pathways that provide all residents with opportunity to develop knowledge and skills to participate in a diverse economy and earn sufficient income to support themselves and their families.

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition, Policy Plan, Economic Development, Amended through 3-4-2014, page 2

Objective 2: Provide an environment for the highest quality system of education from pre-school through 12th grade and promote undergraduate and graduate level educational opportunities to include continuing learning programs for adults.

- Policy a. Maintain an environment that fosters the highest quality of education available in order to prepare citizens for the continued changes necessary for their economic well being.
- Policy b. Enhance education partnerships with business to ensure that the education system is strategically focused to meet educational needs of the future job market.
- Policy c. Ensure the availability and encourage the use of high quality continuing adult education and retraining programs.

- 4) An early childhood education system that ensures all children enter kindergarten at their optimal developmental level with equitable opportunity for success.**
- 5) Education that promotes a responsive, caring, and inclusive culture where all feel valued, supported, and hopeful, and that every child is reached, challenged, and prepared for success in school and life.**
- 11) A quality built and natural environment that accommodates anticipated growth and change in an economically, socially, and environmentally sustainable and equitable manner that includes mixes of land use that protects existing stable neighborhoods and green spaces, supports sustainability, supports a high quality of life, and promotes employment opportunities, housing, amenities and services for all people.**

Agenda Item 6: One Fairfax Policy

ONE FAIRFAX POLICY – November 21, 2017

I. PURPOSE

Fairfax County embraces its growing diverse population and recognizes it as a tremendous asset but also knows that racial and social inequities still exist. This policy defines expectations for consideration of racial and social equity, and in particular, meaningful community involvement when planning, developing, and implementing policies, practices, and initiatives. It provides a framework to advance equity in alignment with our stated visions and priorities. This policy informs all other policies and applies to all publicly delivered services in Fairfax County Government and Fairfax County Public Schools.

II. SUMMARY OF CHANGES SINCE LAST PUBLICATION

This is a new policy.

III. DEFINITIONS

Equity: The commitment to promote fairness and justice in the formation of public policy that results in all residents – regardless of age, race, color, sex, sexual orientation, gender identity, religion, national origin, marital status, disability, socio-economic status or neighborhood of residence or other characteristics – having opportunity to fully participate in the region’s economic vitality, contribute to its readiness for the future, and connect to its assets and resources.

Equity Tools: Information and processes used to identify who is affected by a decision, policy, or practice; how they are affected; and to guide recommendations to encourage positive impacts and/or mitigate negative impacts.

Publicly delivered: The services provided by government or public schools either directly (through the public sector) or through financing the provision of services.

Race: A socially constructed category of identification based on physical characteristics, ancestry, historical affiliation, or shared culture.

Racial Equity: The absence of institutional and structural barriers experienced by people, based on race or color that impede opportunities and results.

Social Equity: The absence of institutional and structural barriers experienced by people, based on other societal factors such as age, sex, sexual orientation, gender identity, religion, national origin, marital status, disability, socio-economic status, neighborhood of residence, that impede opportunities and results.

IV. AREAS OF FOCUS TO PROMOTE EQUITY

Helping people reach their highest level of personal achievement is vital to our county's successful ability to compete in the global economy. Linking our residents and families to opportunities including education, workforce development, employment, and affordable housing helps ensure lifelong learning, better health, resilience, and economic success. The systems, structures, and settings in which our residents and families live, work, play, and learn, create an equitable community and are, in part, a product of policy and resourcing decisions.

Fairfax County Government and Fairfax County Public Schools, working in conjunction with higher education, business, nonprofit, faith, philanthropy, civic and other sectors, will give particular consideration to these initial areas recognizing that additional areas of focus may emerge based on changing factors and that assessment and prioritization are necessary to guide and inform collective actions to support a thriving community and promote equity with a goal of achieving the following:

1. Community and economic development policies and programs that promote wealth creation and ensure fair access for all people.
2. Housing policies that encourage all who want to live in Fairfax to be able to do so, and the provision of a full spectrum of housing opportunities across the county, most notably those in mixed-use areas that are accessible to multiple modes of transport.
3. Workforce development pathways that provide all residents with opportunity to develop knowledge and skills to participate in a diverse economy and earn sufficient income to support themselves and their families.
4. An early childhood education system that ensures all children enter kindergarten at their optimal developmental level with equitable opportunity for success.
5. Education that promotes a responsive, caring, and inclusive culture where all feel valued, supported, and hopeful, and that every child is reached, challenged, and prepared for success in school and life.
6. Community and public safety that includes services such as fire, emergency medical services, police, health, emergency management and code enforcement that are responsive to all residents so that everyone feels safe to live, work, learn, and play in any neighborhood of Fairfax County.
7. A criminal justice system that provides equitable access and fair treatment for all people.
8. Neighborhoods that support all communities and individuals through strong social networks, trust among neighbors, and the ability to work together to achieve common goals that improve the quality of life for everyone in the neighborhood.
9. A vibrant food system where healthy, accessible, and affordable food is valued as a basic human necessity.
10. A health and human services system where opportunities exist for all individuals and families to be safe, be healthy and realize their potential through the provision of accessible, high quality, affordable and culturally appropriate services.
11. A quality built and natural environment that accommodates anticipated growth and change in an economically, socially, and environmentally sustainable and equitable manner that includes mixes of land use that protects existing stable neighborhoods and green spaces, supports sustainability, supports a high quality of life, and promotes employment opportunities, housing, amenities and services for all people.

12. A healthy and quality environment to live and work in that acknowledges the need to breathe clean air, to drink clean water now and for future generations.
13. A parks and recreation system that is equitable and inclusive by providing quality facilities, programs, and services to all communities; balancing the distribution of parks, programs and facilities; and providing accessible and affordable facilities and programs.
14. A multi-modal transportation system that supports the economic growth, health, congestion mitigation, and prosperity goals of Fairfax County and provides accessible mobility solutions that are based on the principles associated with sustainability, diversity, and community health.
15. Digital access and literacy for all residents.
16. Intentional, focused recruitment efforts that bolster a diverse applicant pool; hiring and evaluation practices, and processes for employee feedback, to achieve and preserve a culture of equity and fairness for all employees.
17. Policies that prohibit all forms of discrimination under Federal and State law in county and school system activities, and ensure that all practices provide fair treatment for all employees, contractors, clients, community partners, residents, and other sectors who interact with Fairfax County including higher education, business, nonprofit, faith, philanthropy, and civic.

V. PROCESS

To achieve equity and advance opportunity for all, Fairfax County Government and Fairfax County Public Schools will work in partnership with others and utilize the influence of each respective institution to leverage and expand opportunity. Organizational capacity in the following areas will enable the development, implementation, and evaluation of policies, programs, and practices that advance equity:

a. Community Engagement

To foster civil discourse and dialogue, community engagement shall ensure that the breadth of interests, ideas, and values of all people are heard and considered. Outreach and public participation processes will be inclusive of diverse races, cultures, ages, and other social statuses. Effective listening, transparency, flexibility, and adaptability will be utilized to overcome barriers (geography, language, time, design, etc.) that prevent or limit participation in public processes. Fairfax County Government and Fairfax County Public Schools will engage with sectors such as higher education, business, nonprofit, faith, philanthropy, civic and others to collectively address barriers to opportunity.

b. Training and Capacity Building

Training will be designed for individual and collective learning with an emphasis on building competencies and skills to implement strategies that promote racial and social equity in employees' daily work. Foundational training will include, but will not be limited to: an understanding of implicit bias; institutional and structural racism; and the use of equity tools. Additional training for role and business area specific training will also be provided.

c. Applying Equity Tools

Consideration will be given to whole community benefits and burdens, identifying strategies to mitigate negative impacts, and promoting success for all people in planning and decision making.

Equity tools such as structured questions, equity impact analyses, disparity studies, etc. will be used to ensure that equity is considered intentionally in decision-making and the One Fairfax policy is operationalized.

d. Racial and Social Equity Action Planning

All organizations and departments within Fairfax County Government and Fairfax County Public Schools will conduct analysis, devise plans, set goals, and take actions through specific practices, policies, and initiatives within their purview.

e. Accountability Framework

Fairfax County Government and Fairfax County Public Schools will incorporate data and publish performance measures that can be analyzed, quantified, and disaggregated to evaluate the extent to which our systems are achieving goals identified through the racial and social equity action planning.

VI. ROLES

Fairfax County Government and Fairfax County Public Schools will designate and support staff members to lead the implementation of the One Fairfax policy. These staff members will work in conjunction with:

- The Board of Supervisors, School Board, and One Fairfax Executive Leadership Team to provide strategic, collective leadership in support of the equity-informed planning and decision-making processes prescribed by this policy and the development and pursuit of identified equity goals; and
- A multi-department, cross-systems equity staff team to facilitate coordination of racial and social equity action planning, collective action, and shared accountability across and within county and schools organizations.
- Boards, Commissions, Authorities and Advisory Committees to promote stakeholder engagement and input in support of equity informed planning and decision making.

Related policies and regulations:

Fairfax County Public Schools Policy 1450 – Nondiscrimination

Fairfax County Government Procedural Memorandum 39-06 – Harassment

Fairfax County Government Procedural Memorandum 39-04 – Reasonable Accommodation in Employment

Fairfax County Government Procedural Memorandum 39-05 – Reasonable Accommodation of Services and Devices

Fairfax County Government Procedural Memorandum 02-08 – Language Access Policy

The Code of Fairfax County, Virginia – Chapter 11 – Human Rights Ordinance

RENOVATION PROGRAMS

Renovations are aimed at ensuring that all schools provide the facilities necessary to support current educational programs regardless of the age of the buildings. Renovations are also used to restore capacity lost due to low-ratio special program instruction and other new instructional support needs (e.g., technology labs). Depending on need, a renovated school may acquire a new heating plant, air conditioning, upgraded electrical and plumbing systems, and spaces required to support the educational program. Both the usable lives of school facilities and School Board policy require renovation of buildings on 20-25 year cycles. Given the number of schools now in operation, this need implies a requirement to renovate an average of one high school, one middle school, and six elementary schools per year.

SPECIAL PROGRAM FACILITIES

The CIP includes funding to provide capacity enhancements at various schools in order to accommodate special programs such as Advanced Academic Programs and Special Education at the elementary and middle school levels. Additionally, FCPS periodically undertakes other capital projects to support its facilities. Examples include installation of safety and security systems as well as improvement of facilities for students and citizens with disabilities.

SITE ACQUISITION

The CIP proposes funding to acquire sites for future schools.

STUDENT MEMBERSHIP PROJECTIONS PROCESS

FCPS produces a projection set each school year. Once the school year begins, a five-year school-by-school projection set is produced. The last year of this set is used for the annual Capital Improvement Program.

The FCPS student membership projections process involves several steps.

STEP 1: Analysis of trends and patterns at the school system level, pyramid level, and school level.

Examples of factors that are analyzed to understand historic and current trends to prepare for enrollment projections:

- Total student membership is compared to historical patterns of membership.
- Fairfax County and the City of Fairfax births (by elementary school boundary) are compared to the kindergarten class five years later. These ratios are compared to historical patterns of birth to kindergarten ratios.
- Kindergarten class membership is compared to the previous school year's exiting 12th grade class. These numbers are compared to the past school system patterns.
- Each grade level cohort of students is compared to its previous year to understand the difference in the grade level cohort membership over time. This is referred to as "cohort progression." Ratios are developed to understand the survival rate of each cohort as it ages through the school system. This is compared to past cohort patterns.
- Fairfax County and the City of Fairfax population and housing forecasts and trends are considered to better understand local and regional economic conditions.
- Migration patterns of students entering and exiting the school system are compared to the prior year, as well as to historical patterns of migration.

STEP 2: Development of student membership projections from elementary schools to middle schools to high schools.

Factors used to produce membership projections are:

- Entering kindergarteners are projected by using actual births from prior five years by elementary school boundary and applying a birth to kindergarten ratio.

- Past cohort survival ratios are used to progress each cohort through successive grades ahead. Multi-year averages of grade level progression are considered when projecting for upcoming school years.
- Entry grades to middle school and high school are projected using historical cohort ratios of students residing in a school's boundary compared to the membership at the school. These ratios are applied to rising cohorts in the school's boundary.
- Modifications and adjustments are made, as needed, to account for other factors which may influence a particular school's membership. Examples of this include: boundary phasing decisions, housing developments, and other relevant information unique to a specific school or group of schools.

STEP 3: Special program student membership projections are factored into projections.

- Unique programs are considered as they may impact school specific membership.
- School-by-school projections from various specialists are received for: level IV advanced academic programs (AAP), special education (level 2 or self-contained), FECEP/Head Start, preschool resource, nontraditional sites, and alternative programs.

MONITORING MEMBERSHIP IMPACTS FROM NEW HOUSING

FCPS monitors residential development through development review and field verification of development status:

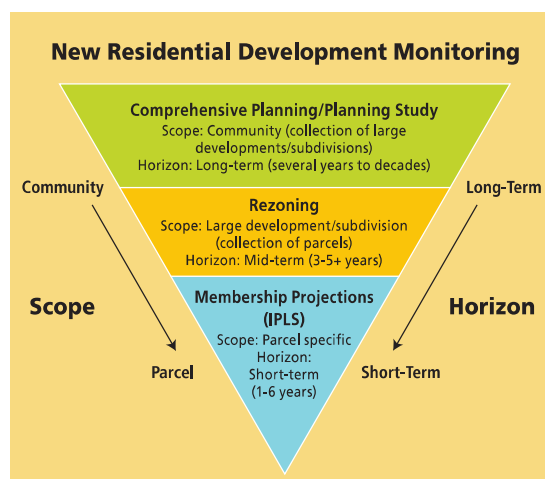
Development Review: Comprehensive Plan Studies and Rezoning Application Review

FCPS works with the Fairfax County government to determine the impact planned housing proposed from comprehensive plan studies and rezoning applications would have on school facilities. School impact analysis memos with estimated student yields from the planned and proposed development are provided to Fairfax County government and to the appropriate School Board members.

In addition to estimated student yields for comprehensive plan studies and rezoning applications, recommendations to address future school facilities needs are also provided to Fairfax County government. Fairfax County long-range planning initiatives include Tysons Urban Center, Reston, Dulles Suburban Center (Route 28 Corridor), Bailey's Crossroads Community Business Center (CBC), Seven Corners CBC, Huntington TSA, Franconia-Springfield Transit Station Area (TSA), Embark Richmond Highway (Route 1), Fairfax Center, Lincolnia CBC, Merrifield Suburban Center, McLean CBC, and West Falls Church TSA. These long-range planning initiatives and comprehensive plan studies are often the first step for planned new housing. For more information on Special Planning Areas in Fairfax County, please visit www.fairfaxcounty.gov/planning-zoning/comprehensive-plan/special-planning-areas

Development Monitoring

In conjunction with the development review process, FCPS staff conduct field verifications of previously approved applications to track the construction status of residential development. Additionally, new housing can be constructed by-right (i.e. does not require a rezoning development application to construct). This field verification process allows FCPS staff to gain insight into changes in a community and helps provide a better understanding of when and where students from new housing may have an impact on nearby schools.



ASSESSMENT OF FACILITY CAPACITY

Understanding and accurately capturing school capacity is important to ensuring the most efficient use of school facilities and capital funds. Knowing how many students a school can accommodate allows FCPS to quickly assess appropriate program placement and to develop student accommodation solutions. Accurate school capacity assessments help to ensure that classroom spaces are sized appropriately and spaces are designed with flexibility in order to meet the needs of multiple and/or changing instructional programs. Beyond current programmatic and membership challenges, accurate capacity assessments are necessary to formulate long-term facility plans.

As a follow-up to the 2007 DeJong Capacity Study and the 2008 implementation of a new methodology for school capacity calculation, FCPS provided detailed school capacity and facility information on the public website in the form of a Facility and Enrollment Dashboard, which may be found at:

<https://www.fcps.edu/enrollmentdashboard>.

School Capacity Model

It is important to note that school capacity is measured differently depending upon the school type. For instance, elementary schools are calculated based upon the number of core classrooms and self-contained special education class rooms. While some middle schools are team taught, which limits the amount of students to the quantity of rooms required to support a team, others follow the departmental teaching model and need to be assessed similarly to high schools. High school capacity is far more complex than that in elementary and middle schools. The capacity of a high school is based upon the required core programs and the various elective options available. For more information on school capacity calculation methodology please refer to the "Methodology and Calculations" link at:

<https://www.fcps.edu/enrollmentdashboard>.

School Capacity: Information and Assessment

Having determined the methodology that would be used to assess capacity for elementary, middle, and high schools, it is then necessary to evaluate how each individual school uses its spaces. The Office of Facilities Planning Services staff includes capacity architects who manage and process the annual capacity and utilization surveys for each traditional K-12 school. In this survey, school administrators are asked to indicate the use of their spaces (including modular and temporary classrooms) based on their current programs. Upon receipt of the surveys, capacity architects apply the developed methodology to recalculate the capacity of each school. The capacity is calculated considering the school building design, unique school characteristics, and program changes. Lastly, capacity architects, working closely with planning staff, use certified membership and five-year projected membership to determine the current and projected capacity utilizations. These help to identify schools with critical capacity deficits or surpluses, which inform and direct facilities planning activities such as: identifying schools that should be closed to student transfers; prioritizing potential temporary classrooms and building additions; and guide new program placement and possible boundary changes. Information on current and projected capacity utilization can be found in the Membership and Capacity Comparisons section. Modular additions continue to be counted towards capacity while temporary classrooms do not. Temporary classrooms will continue to remain on site in many schools where small capacity deficits or even capacity surplus exists. This is largely due to lack of funding to remove and store these structures elsewhere and changes in programs which require specialized spaces within school buildings. Trailer relocations take place when additional trailers are needed to accommodate an increase in membership at specific schools. The annually updated modular and temporary trailer counts for each school can be found within the Membership and Capacity Comparisons section.

Expanded facility and membership information for all schools may be viewed at the following link:

<https://www.fcps.edu/enrollmentdashboard> under the link "Facility & Enrollment Dashboard."

Temporary Classroom Needs

Fairfax County Public Schools has established a supplemental capacity method to accommodate students through the temporary provision of portable classrooms. This resource allows the School Board to maintain intended student-per-classroom and per-instructor ratios despite short-term fluctuations in school memberships.

Temporary classrooms used to address student membership and program requirements at schools and centers where the buildings themselves lack sufficient capacity. FCPS is implementing multiple strategies to reduce the use of temporary facilities. These include architectural modification of existing spaces to provide additional instructional areas, expanding capacity as part of a school renovation, relocating modular additions as permanent construction is completed, and shared use of School Aged Child Care (SACC) classrooms during the regular school day.

Membership and Capacity Comparisons

To be effective as a planning tool, comparisons between membership and capacity should be performed at different levels: countywide, by regions, by high school pyramids, and by individual schools.

Countywide Comparison

FCPS compares five-year projected capacity by level and by geographic areas. This helps inform analyses about membership trends and trends in surplus and deficit capacity throughout the entire school system. It also helps identify projected capacity needs throughout the school system.

School Level Comparisons

A better understanding of FCPS' ability to accommodate students and their instructional needs emerges by reviewing the circumstances at individual schools. Comparisons of school capacity and projected membership for individual schools at all levels are presented in the following region summaries.

Note that the impact of funded new schools, if any, is not reflected in this analysis since the effect for any one school cannot be determined until the new boundary is drawn. Although additional capacity provided by a modular building is included in the analysis, the benefits of any temporary classroom allocated to the schools is not reflected as they are not part of permanent building capacity.

PLANNING COMMISSION SCHOOLS COMMITTEE - POLICY RESEARCH

Topic: Capital Improvement Program (CIP) Recommendations

Summary of Planning Commission Schools Committee Discussion

- Future CIP Needs
 - The enrollment of students at FCPS is more than 188,000 students with approximately 27 million square feet of classroom space.
 - Approximately 1.4 million square feet of capital projects are in the planning stage.
 - Approximately 3.1 million square feet of space will be under construction or renovation during the next year, accounting for 10 percent of countywide classroom space.
 - Approximately 3.5 million square feet of space will be under construction during the next 10 years.
 - Lifespan of schools:
 - Renovation cycle is 37 years and currently extended to 44 years.
 - Some schools not renovated for a period of 50 years.
 - Less expensive and more environmentally sustainable to adaptively reuse an existing building than construct new schools.
 - Comprehensive Plan includes policies supporting the adaptive reuse of buildings for FCPS facilities.

Suggested Planning Commission Recommendation

- Fund capital improvement needs for schools resulting from new residential development through the ~~long-term~~ CIP.
- ~~• Supplement school proffer contributions from new residential development for schools through the long-term CIP.~~
- Joint presentations to School Board and County Board.
- Develop comparable renovation queues for County and FCPS facilities.
- Consider the development of a shared cost approach for maintenance of shared facilities. (Non-land use consideration)

PLANNING COMMISSION SCHOOLS COMMITTEE - POLICY RESEARCH

Topic: Co-location of Facilities

Summary of Planning Commission Schools Committee Discussion

- Existing Comprehensive Plan policies resulting from the 2016 School Policy Plan Amendment support the co-location of County and FCPS facilities.
- The adopted FY 2019 – FY 2023 Adopted Capital Improvement Program (CIP) includes list of County and FCPS properties for potential co-location.
- FCPS and the Park Authority currently work together. High Schools use Park Authority facilities and the community uses FCPS recreation facilities as there is a shortage of park space.
- Schools must be within close proximity to Park Authority facilities in order to utilize them, as the costs and time associated with transporting students to Park Authority facilities further away is prohibitive.

Suggested Planning Commission Recommendation

- Consider the co-location of school fields and recreation space on Park Authority owned facilities.
- ~~Consider policies supporting FCPS facilities on Park Authority land.~~
- When County RECenters are renovated, coordination with FCPS should be considered.
- Encourage collaboration and co-location of FCPS facilities with compatible County facilities. *
- Consider adding the following Plan Language Recommendations.

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition, Public Facilities, Amended through 7-25-2017, page 8

Objective 9: Design schools and educational facilities to allow for optimal site utilization while providing optimum service to, and compatibility with, the local community.

- Policy a. Design schools to maximize a site's utility, while providing for safety and aesthetics. Provide for possible future expansion and allow for efficient flow of traffic. Provide adequate stacking space and circulation for school buses, student drop off, and offstreet parking, as required. The impact of school traffic on local road networks should, to the extent possible, be minimized.
- Policy b. Design and construct schools with appreciation for, and attention to, environmentally sensitive lands.
- Policy c. Locate schools in relation to residential or mixed-use areas, the road network, traffic patterns and transit where available to optimize the resulting safety and convenience for students, residents, and commuters. When possible, elementary schools should be located in, or on the periphery of, residential or mixed-use areas to ensure proximity and convenience for students and the local community.
- Policy d. Provide for compatibility between schools and adjacent properties with appropriate screening and fencing, in accordance with the Fairfax County Zoning Ordinance. When designing and constructing schools, preserve as much mature natural vegetation as possible.

- Policy e. Design buildings for educational purposes so that intensity and character are compatible with surrounding planned and existing development.
- Policy f. Consider Area Plan design guidelines, as appropriate, for schools and buildings for educational purposes.
- Policy g. Consider co-location of different levels of education and other types of programs, with the option of shared facilities such as cafeteria, gymnasium, auditorium, library, and administrative offices.
- Policy h. ~~Consider~~ Encourage collaboration and co-location of FCPS facilities and land with compatible County facilities and land. ~~schools with other public uses such as a library or a recreational center.~~

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PLANNING COMMISSION SCHOOLS COMMITTEE

POLICY RESEARCH

Topic: Existing Comprehensive Plan Policies

FAIRFAX COUNTY COMPREHENSIVE PLAN, 2017 Edition, Public Facilities, Amended through 7-25-2017, pages 5-9

Objective 6: Acquire sites for schools or educational facilities through negotiation, dedication, or condemnation. This may include the siting of schools or facilities in high density areas or on parcels of limited size.

Policy a. Place schools on parcels meeting the optimum number of general locational criteria. Sites should be evaluated by the following factors:

- Safe and convenient accessibility to pedestrian and road networks, and transit where available.
- Floor Area Ratio (F.A.R.) to accommodate expansion, when the school is originally sized below the maximum efficiency standard for that type of school.
- Compatibility with adjoining planned and existing development and with the Comprehensive Plan.
- Aesthetically pleasing physical qualities with appropriate engineering features (e.g. soils, topography).
- Proximity to other public facilities, such as police and fire and rescue services, public parks and libraries.

Policy b. Locate school sites, when situated in areas conducive to pedestrian traffic, to take advantage of maximum walking distances of one mile for elementary schools and one and a half miles for middle schools, high schools, and secondary schools.

Policy c. Locate middle schools, high schools, and secondary schools, and when possible, elementary schools, where they can be served by public water and sewer. When elementary schools must be located in non-sewered areas in order to serve their target student population, well and septic can be utilized if no other alternative is available.

Policy d. Acquire school sites, when land dedications cannot be obtained, as far in advance of construction as possible, to ensure availability of both the preferred location and the necessary site features. Plan for acquisitions through the Capital Improvement Program.

Policy e. Encourage site dedications which provide sufficient F.A.R. to meet locational criteria.

Policy f. Coordinate the acquisition and design of the site's active recreation areas with the Fairfax County Park Authority and other agencies. This will ensure maximum opportunities for co-location and efficient use of recreational and other facilities.

Policy g. As part of the development and redevelopment process, encourage commitments for

school renovations and additional capacity where permissible.

Policy h. Identify space with flexible design that can meet education needs within activity centers and revitalization areas.

Policy i. In consultation with FCPS, encourage land use applicants to proffer buildings or land for FCPS facilities as allowed by law.

Objective 7: Distribute administration and maintenance facilities to conveniently serve the areas they support where feasible.

Policy a. Locate Area Administration buildings in the school areas they are intended to serve.

Policy b. Locate maintenance and operation facilities to afford greater convenience, efficiency and reduction of travel time.

Character and Extent

Objective 8: Locate schools on sites which meet or exceed minimum state size guidelines where feasible.

Policy a. Ensure that minimum site size conforms to the Fairfax County Zoning Ordinance F.A.R. requirements. This may result in the acquisition of sites that do not conform to the state suggested guidelines.

Objective 9: Design schools and educational facilities to allow for optimal site utilization while providing optimum service to, and compatibility with, the local community.

Policy a. Design schools to maximize a site's utility, while providing for safety and aesthetics. Provide for possible future expansion and allow for efficient flow of traffic. Provide adequate stacking space and circulation for school buses, student drop off, and offstreet parking, as required. The impact of school traffic on local road networks should, to the extent possible, be minimized.

Policy b. Design and construct schools with appreciation for, and attention to, environmentally sensitive lands.

Policy c. Locate schools in relation to residential or mixed-use areas, the road network, traffic patterns and transit where available to optimize the resulting safety and convenience for students, residents, and commuters. When possible, elementary schools should be located in, or on the periphery of, residential or mixed-use areas to ensure proximity and convenience for students and the local community.

Policy d. Provide for compatibility between schools and adjacent properties with appropriate screening and fencing, in accordance with the Fairfax County Zoning Ordinance. When designing and constructing schools, preserve as much mature natural vegetation as possible.

Policy e. Design buildings for educational purposes so that intensity and character are compatible with surrounding planned and existing development.

- Policy f. Consider Area Plan design guidelines, as appropriate, for schools and buildings for educational purposes.
- Policy g. Consider co-location of different levels of education and other types of programs, with the option of shared facilities such as cafeteria, gymnasium, auditorium, library, and administrative offices.
- Policy h. Encourage collaboration ~~Consider and~~ co-location of ~~schools with other public uses such as a library or a recreational center~~ FCPS facilities and land with compatible County facilities and land.

Objective 10: Consider adaptive reuse of buildings for public schools and educational purposes.

- Policy a. Consider properties such as office, commercial, or other buildings for conversion to education facilities.
- Policy b. Consider commercial sites to offer programs such as Transitional High Schools, Family and Early Childhood Education Program (FECEP)/Head Start and distance learning. These sites could also provide services to the community.
- Policy c. Consider alternative spaces for outdoor recreation, such as converted rooftops and underutilized surface parking lots. Coordinate with the Fairfax County Park Authority or other organizations for efficient use of recreational facilities for both school and community use.

Objective 11: Encourage optimization of existing schools and other facilities, whenever possible and reasonable, to support educational and community objectives.

- Policy a. Build additions, when appropriate, to minimize the need for new facilities. Analyze carefully the costs and benefits associated with construction of an addition as compared to a new facility.
- Policy b. Consider the expansion of existing school facilities identified on the Comprehensive Plan map as a feature shown of the Comprehensive Plan provided the proposed expansion has received prior approval by a public bond referendum, is included in the county's currently adopted Capital Improvement Program, and does not significantly impact the character of the existing facility and its compatibility with the surrounding area.
- Policy c. Provide temporary facilities as required to respond to short term student population accommodation needs.
- Policy d. Encourage parity between older and newer schools and facilities through renovation. Apply the same educational specifications used as a guide in the construction of new school facilities for planning the renovation of existing facilities. Consider expected future utilization rates when proposing renovation projects.
- Policy e. Continue the practice of serving local communities for scouting, senior citizen programs, and other neighborhood based activities through the use of school facilities. Provide access to school grounds for community use of recreational facilities.
- Policy f. Continue the practice of working in collaboration with the Fairfax County Office for

Children and other organizations for the provision of space for before and after-school child care services.

Policy g. Continue the practice of allowing the Park Authority and other organizations to utilize sites before school construction begins.

Policy h. Provide space for other public service needs, when possible and reasonable, in underutilized schools.

Policy i. Consider co-location of multiple education facilities on school sites.

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Agenda Item 3

PLANNING COMMISSION SCHOOLS COMMITTEE**POLICY RESEARCH**

Topic: Long Range Student Population Forecasting

Summary of Planning Commission Schools Committee Discussion

Fairfax County Public Schools (FCPS) produces two projection sets each school year to forecast student membership. One projection set is produced in the fall for a five year horizon and the fifth year of this set is used for the Capital Improvement Program (CIP). The second set is a six month projection produced in the spring which is used to determine the enrollment for the upcoming school year. Projections within the five year horizon are accurate; however, the accuracy of student projections diminish beyond the five year horizon.

Methodologies used for student membership projections.

- Total student membership is compared to historical membership patterns.
- Births by elementary school boundary are compared to the kindergarten class five years later.
- Kindergarten class membership is compared to the previous school year's 12th grade class.
- Cohort progression – Each grade level cohort of students is compared to the previous year to understand the difference over time.
- Analysis of population and housing forecasts, housing trends and new housing construction.

Factors impacting the predictability of student projections.

- Students attending school within a different boundary from which they reside. This may occur for program access.
- Replacement of existing housing stock with larger homes.
- Lifecycle of existing housing, changing demographics, economic conditions, and multiple occupancy of dwelling units.
- Mixed use development creates uncertainties for projecting student enrollment.
- FCPS estimates of student yields resulting from planned new housing are based on countywide averages. Student membership projections for the CIP utilize a different methodology, based on localized analysis of demographics, housing types and school trends, resulting in more accurate projections.

Planning Commission Recommendation

- Seek resources to produce long-range forecasts.
- ~~Reconsider Countywide averages used for proffer equation formulas.~~
- Develop comprehensive system for two-way communication such as a dashboard between County and FCPS summarizing future growth in each district.

Agenda Item 5

PLANNING COMMISSION SCHOOLS COMMITTEE - POLICY RESEARCH**Topic:** School Proffers**Summary of Planning Commission Schools Committee Discussion**

New proffer legislation was adopted by the General Assembly in 2016 and places restrictions on the proffers a locality can request or accept related to new residential development and the residential component of mixed use development. This legislation requires that proffers offsetting these impacts must be specifically attributable to the impact of the new development and can only address capacity need. These needs are determined by the existing capacity of the impacted facilities and must provide a direct and material impact to the new development. However, new residential development occurring within a small area plan that is approved as part of the Comprehensive Plan and meets certain criteria set out in the statute is exempt from the 2016 proffer legislation, and includes transit station areas, as well as some community business centers and suburban centers.

Exemption Categories

- Category A – An approved small area comprehensive plan in which the delimited area is designed as a revitalization area, encompasses mass transit as defined in Va. Code §32.2-100, includes mixed use development, and allows a density of at least 3.0 FAR in a portion thereof.
- Category B – An approved small area plan that encompasses an existing or planned Metrorail Station and allows additional density within the vicinity of such existing or planned station.
- Category C – An approved service district created pursuant to Va. Code § 15.2-2400 that encompasses an existing or planned Metrorail station.

One measure to determine if a residential development will have a direct impact on schools is to determine if the school is over capacity. Capacity is measured in two ways, design capacity and program capacity. Design capacity is based on the number of students a building can support per the original design of the building. Program capacity, the measure used by Fairfax County Public Schools (FCPS) to determine if a residential development will have an impact, is based on the number of existing core classrooms and the specific unique programs assigned to a school which require specific facility space utilization that goes beyond the original design of the building. Modular classrooms are included in the calculation of school design and capacity; however, trailers are not included in the calculation of capacity.

Proffer contributions for schools are typically monetary contributions used for capital improvements that enhance capacity and do not offset the operating costs of schools. As of 2016 the most recent recommended proffer contribution is \$12,262 per pupil as determined by the FCPS Public Facilities Impact Formula. The formula was adopted by the Board of Supervisors in 2003 and updates and adjustments are made to the formula to reflect changes in student yield ratios by unit type and construction costs. However, construction costs do not include land acquisition. FCPS has received approximately \$20.6 million in proffer contributions since 2002. During this same time period, FCPS spent approximately \$2.43 billion on capital programs, and proffers only accounted for .73 percent. Proffer formulas (Table 1) for determining the student yield rate from new residential development are based on housing type and developed from countywide averages. Proffer formulas use a different methodology to determine student yields than the Capital Improvement Program (CIP), which utilizes a

methodology to determine area specific student generation rates and is more accurate than the yield rates for proffers.

Table 1

Countywide Student Yield Ratios for Proffer Formula					
Single Family detached	Elementary	.266	Low-rise Multi-family	Elementary	.188
	Middle	.088		Middle	.047
	High	.179		High	.094
	Total	.533		Total	.329
Single Family Attached	Elementary	.258	Mid/High Rise Multi-family	Elementary	.062
	Middle	.067		Middle	.019
	High	.137		High	.031
	Total	.462		Total	.112

Suggested Planning Commission Recommendation

- The revenue generated from the proffer formula is inadequate to offset the impacts of new residential development on schools and a change to the proffer formula and regular reviews should be examined. (Non-land use recommendation, incorporate study/review of process)
- It may be more effective to fund capital improvement needs for schools resulting from new residential development through proffers and the long-term CIP than proffers.
- ~~Follow proposed state proffer legislation in the General Assembly.~~
- In the calculation of the amount of proffers, consider deducting/discounting the amount of ADUs.

Potential follow-on motion

- Current proffer formula is inadequate.
- It may be appropriate to consider collaborative in depth review of school proffer process and other approached that may be more effective (deference to state process).
- Consider excluding affordable dwelling units (ADU) from proffers to fund capital improvement needs for schools.

Adding Plan Language to Objective 3 of the Public Facilities Policy Plan supporting developer commitments for buildings and land within mixed-use developments in exempt areas should be considered.

- Suggested Plan Language: Proffer buildings or land for Fairfax County Public School facilities per developer commitments within mixed-use developments in exempt areas.
- Consider Plan Language encouraging the consideration of proffers for consolidation of underutilized space as a proffer.

Policy Idea:

- Developer consolidating/obtaining space as proffer to expand beyond monetary contributions and land/and or building contributions.

PLANNING COMMISSION SCHOOLS COMMITTEE - POLICY RESEARCH

Topic: Utilization of Existing Facilities

Research

Existing Policy Plan Language

Objective 11: Encourage optimization of existing schools and other facilities, whenever possible and reasonable, to support educational and community objectives.

- Policy a. Build additions, when appropriate, to minimize the need for new facilities. Analyze carefully the costs and benefits associated with construction of an addition as compared to a new facility.
- Policy b. Consider the expansion of existing school facilities identified on the Comprehensive Plan map as a feature shown of the Comprehensive Plan provided the proposed expansion has received prior approval by a public bond referendum, is included in the county's currently adopted Capital Improvement Program, and does not significantly impact the character of the existing facility and its compatibility with the surrounding area.
- Policy c. Provide temporary facilities as required to respond to short term student population accommodation needs.
- Policy d. Encourage parity between older and newer schools and facilities through renovation. Apply the same educational specifications used as a guide in the construction of new school facilities for planning the renovation of existing facilities. Consider expected future utilization rates when proposing renovation projects.
- Policy e. Continue the practice of serving local communities for scouting, senior citizen programs, and other neighborhood based activities through the use of school facilities. Provide access to school grounds for community use of recreational facilities.
- Policy f. Continue the practice of working in collaboration with the Fairfax County Office for Children and other organizations for the provision of space for before and after-school child care services.
- Policy g. Continue the practice of allowing the Park Authority and other organizations to utilize sites before school construction begins.
- Policy h. Provide space for other public service needs, when possible and reasonable, in underutilized schools.
- Policy i. Consider co-location of multiple education facilities on school sites.

Suggested Planning Commission Recommendation

No changes recommended.

- ~~When appropriate, build additions or redistrict.~~