

**FAIRFAX COUNTY PLANNING COMMISSION
SCHOOLS COMMITTEE
WEDNESDAY, JANUARY 17, 2018**

PRESENT: Timothy J. Sargeant, Commissioner At-Large, Chairman
James R. Hart, Commissioner At-Large
Ellen J. Hurley, Braddock District
Julie M. Strandlie, Mason District
Earl L. Flanagan, Mount Vernon District
Peter F. Murphy, Springfield District
Phillip A. Niedzielski-Eichner, Providence District

ABSENT: None

OTHERS: John C. Ulfelder, Dranesville District
John A. Carter, Hunter Mill District
James T. Migliaccio, Lee District
Mary D. Cortina, At-Large
John W. Cooper, Clerk, Planning Commission
Inna Kangarloo, Senior Deputy Clerk, Planning Commission
Marianne Gardner, Planning Division (PD), Department of Planning and Zoning (DPZ)
David Stinson, PD, DPZ
Sandy Evans, Fairfax County School Board, Fairfax County Public Schools (FCPS)
Jessica Gillis, Department of Facilities and Transportation Services, FCPS
Kevin Sneed, Department of Facilities and Transportation Services, FCPS

ATTACHMENTS:

- A. Proffer Legislation Exempt Mixed-Use Small Areas
- B. Memorandum – School Impact Proffer Formula and Student Yield Ratio Update
- C. Comparison of Student Yield by School Level (Updated August, 2016)
- D. Historic Countywide Student Yield Ratios and Proffer Contribution (August 2016)
- E. Proffer Contribution Calculation (August 2016)
- F. Funding Sources

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Chairman Timothy Sargeant called the meeting to order at 7:32 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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David Stinson, Planning Division (PD), Department of Planning and Zoning (DPZ) indicated that in 2016 the Virginia General Assembly issued a legislation which limited proffers for new residential development except when occurred within a small area plan that meets certain criteria

that is set forth in the statute. Mr. Stinson further said that the exempt areas from the above legislation were depicted on the map (included in Attachment A).

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Kevin Sneed, Department of Facilities and Transportation Services, Fairfax County Public Schools, provided definition of the schools' capacity and explained the difference between design capacity and program capacity.

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Kevin Sneed, Department of Facilities and Transportation Services (DFTS), Fairfax County Public Schools (FCPS), Jessica Gillis, DFTS, FCPS, discussed with the Committee members the proffer contribution calculations.

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Chairman Sargeant discussed the next meeting date of February 21, 2018.

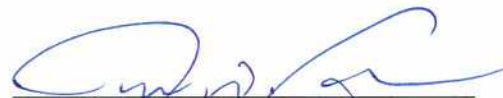
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The meeting was adjourned at 8:31 p.m.
Timothy J. Sargeant, Chairman

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

Minutes by: Inna Kangarloo

Approved: April 25, 2018



John W. Cooper, Clerk
Fairfax County Planning Commission

Fairfax County, Virginia

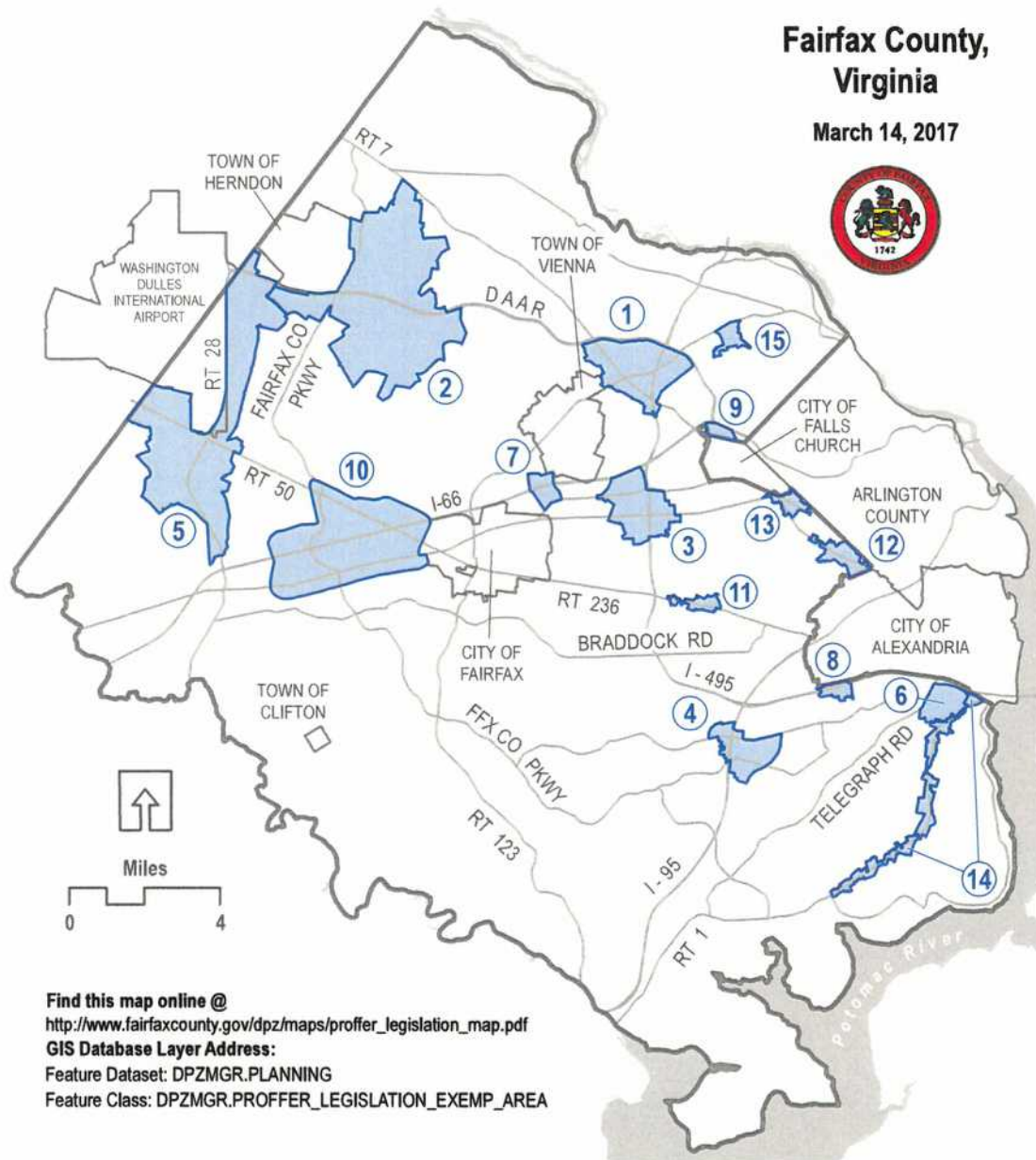
March 14, 2017



Proffer Legislation Exempt Mixed-Use Small Areas

- 1) Tysons Urban Center
- 2) Reston
Includes Herndon Transit Station Area, Reston Town Center Transit Station Area, and Wiehle-Reston East Transit Station Area
- 3) Merrifield Suburban Center
Includes Dunn Loring Transit Station Area
- 4) Franconia-Springfield Area
Includes Springfield Community Business Center and Franconia-Springfield Transit Station Area
- 5) Dulles Suburban Center
Includes Innovation Center Transit Station Area
- 6) Huntington Transit Station Area
- 7) Vienna Transit Station Area
- 8) Van Dorn Transit Station Area
- 9) West Falls Church Transit Station Area
- 10) Fairfax Center Area
Includes Fairfax Center Suburban Center
- 11) Annandale Community Business Center
- 12) Baileys Crossroads Community Business Center
- 13) Seven Corners Community Business Center
- 14) Richmond Highway Corridor Area
Includes:
North Gateway Community Business Center
Penn Daw Community Business Center
Beacon/Groveton Community Business Center
Hybla Valley/Gum Springs Community Business Center
South County Center Community Business Center
Woodlawn Community Business Center
and adjacent Suburban Neighborhoods
- 15) McLean Community Business Center

Map prepared by the Fairfax County Department of Planning & Zoning to illustrate boundary changes resulting from Plan Amendment 2013-47 (2016-CW-3CP), adopted March 14, 2017.



Find this map online @
http://www.fairfaxcounty.gov/dpz/maps/proffer_legislation_map.pdf
GIS Database Layer Address:
 Feature Dataset: DPZMGR.PLANNING
 Feature Class: DPZMGR.PROFFER_LEGISLATION_EXEMP_AREA

Document Path: G:\projects\ocp\pd\avprojects\2016\Proffer_Legislation_Mapping_for_FS\Proffer Legislation Map_2017\profferexempt_bump-out-dulles_expansion.mxd



Department of Facilities and Transportation Services
8115 Gatehouse Road, Suite 3300
Falls Church, Virginia 22042-1203

October 13, 2016

TO: Peter F. Murphy, Chairman
Fairfax County Planning Commission

Fred Selden, Director
Fairfax County Department of Planning and Zoning

Barbara C. Berlin, Director
Fairfax County Zoning Evaluation Division, DPZ

FROM: Jeffrey Platenberg, Assistant Superintendent
Fairfax County Public Schools

SUBJECT: School Impact Proffer Formula and Student Yield Ratio Update

Periodically, the Office of Facilities Planning Services reviews and updates the suggested per student proffer contribution and student yield ratios. The per student proffer contribution is based on the FCPS Public Facilities Impact Formula and the related implementation of the Fairfax County Comprehensive Plan, Public Facilities Residential Development Criterion, that became effective on January 7, 2003. Pursuant to the implementation of the Public Facilities Criterion, it was anticipated that periodic updates and adjustments to the methodology be provided in order to reflect changes in student yield ratios by unit type and changes in capital construction costs. This includes changes to school capacity, changes in construction costs for elementary, middle, and high school buildings and modular construction costs. The methodology does exclude costs associated with land, fees, and equipment.

Using the adopted methodology, the suggested per student proffer contribution has increased from \$11,749 to \$12,262. The increase is primarily attributable to increasing construction costs. FCPS recommends that the new proffer amount of \$12,262 become effective for all applicable residential rezoning applications accepted on or after November 1, 2016. For ease of reference, the proffer formula and calculations are attached.

In addition to the change in the suggested per student proffer contribution, the student yield ratios used to calculate the suggested proffer contribution have changed. This change reflects the current ratios generated by matching September 30, 2015, student data to 2015 housing counts by unit type. These updated ratios will be used to calculate the potential student yield for new residential development and the suggested school cash proffer amount beginning November 1, 2016.

The updated countywide student yield ratios from 2015-16 are as follows:

Single Family Detached	.266 Elementary .088 Middle <u>.179 High</u> .533 Total	Low-rise Multi-family (≤ 4 stories)	.188 Elementary .047 Middle <u>.094 High</u> .329 Total
Single Family Attached (Townhouse)	.258 Elementary .067 Middle <u>.137 High</u> .462 Total	Mid/High-rise Multi-family (> 4 stories)	.062 Elementary .019 Middle <u>.031 High</u> .112 Total

Peter F. Murphy
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To generate the new student yield ratios for school year 2015-16, housing information was obtained from the Integrated Parcel Life-Cycle System (IPLS) data layers that contain housing information by unit type from Fairfax County's Department of Neighborhood and Community Services. The City of Fairfax also provided GIS parcel data along with associated dwelling information. Similarly, Fort Belvoir's GIS Division provided housing data for the residential villages on post. Individual student addresses from the FCPS student information system were then matched to specific dwelling types. The SY 2015-16 student yield ratios for Single Family Attached saw the biggest change over the SY 2014-15 ratios. For reference, historic student yield ratios are attached.

Since the methodology used to derive the proffer contribution is based, in part, on current construction costs, and that actual development and construction may not begin for some period of time after rezoning approval, FCPS continues to recommend that an escalation clause be included as part of any monetary school proffer contribution. Many developers have provided appropriate proffer language to address the potential changes in the adopted proffer formula so that when the proffer trigger is reached, the developer contribution is based on the then current student yield ratios and/or contribution formula and suggested proffer amount.

If you have any questions, please feel free to contact Kevin Sneed, Special Projects Administrator, Capital Projects and Planning, 571-423-2280.

JP/ks/dwp

Attachments (Proffer Calculation, Historic Proffer and Ratio Trends, Ratios by School Level)

cc: Edward Long, County Executive, Fairfax County
Karen Garza, Superintendent, FCPS
FCPS School Board Members
Susan Quinn, Chief Operating Officer
Kevin Sneed, Special Projects Administrator, Capital Projects and Planning
Warren Jenkins, Director, Administrative Services
Aimee Holleb, Director, Facilities Planning Services

Attachment 3: Comparison of Student Yield Ratios By School Level (Updated August, 2016)

	2001-02	2005-06	2006-07	2008-09	2011-12	2012-13	2013-14	2015-16
Single Family Detached								
Elementary	0.244	0.239	0.239	0.266	0.268	0.273	0.270	0.266
Middle	0.070	0.070	0.069	0.084	0.085	0.086	0.085	0.088
High	0.159	0.170	0.172	0.181	0.178	0.177	0.175	0.179
Total	0.473	0.479	0.480	0.531	0.531	0.536	0.530	0.533
Single Family Attached (townhouse)								
Elementary	0.210	0.194	0.190	0.204	0.249	0.243	0.252	0.258
Middle	0.053	0.052	0.050	0.057	0.063	0.060	0.062	0.067
High	0.109	0.110	0.108	0.118	0.128	0.127	0.127	0.137
Total	0.372	0.356	0.348	0.379	0.440	0.430	0.441	0.462
Low Rise Multi-family (≤ 4 stories)								
Elementary	0.137	0.114	0.109	0.136	0.173	0.181	0.194	0.188
Middle	0.030	0.026	0.025	0.032	0.040	0.042	0.046	0.047
High	0.060	0.059	0.059	0.066	0.078	0.079	0.085	0.094
Total	0.227	0.199	0.193	0.234	0.291	0.302	0.325	0.329
Mid/High-rise Multi-family (> 4 stories)								
Elementary	0.063	0.042	0.043	0.047	0.059	0.059	0.056	0.062
Middle	0.011	0.010	0.011	0.013	0.019	0.017	0.016	0.019
High	0.028	0.024	0.024	0.027	0.032	0.030	0.028	0.031
Total	0.102	0.076	0.078	0.087	0.110	0.106	0.100	0.112

Source Data for 2015-16:

Fairfax County GIS Department: January 1st 2015 Housing Unit Data (IPLS)

Fairfax City GIS Office: January 1st 2016 Housing Unit Data

FCPS DIT: September 30th 2015 Student Data (SIS)

Updated: 8/30/2016

Attachment 2: Historic Countywide Student Yield Ratios and Proffer Contribution (August 2016)

Letter Date	School Year Student Data	Effective Date	Proffer (1)	SFD Ratio (2)	SFA Ratio (2)	MF(LR) Ratio (2)	MF(MR/HR) Ratio (2)	Notes
June 13, 2002	2001-2002	January 7, 2003	\$ 7,500	0.473	0.372	0.227	0.102	Baseline for Public Facilities Res. Dev. Criteria
May 22, 2006	2005-2006	June 1, 2006	\$ 11,630	0.479	0.356	0.199	0.076	
June 28, 2007	2006-2007	July 1, 2007	\$ 12,400	0.480	0.348	0.193	0.078	
October 15, 2008	2007-2008	November 1, 2008	\$ 11,548	No Change to Ratios (Transition from DIT to FTS)				
July 22, 2009	2008-2009	September 1, 2009	\$ 9,378	0.531	0.379	0.234	0.087	Facilities Planning Begins Calculation of Ratios
August 24, 2012	2011-2012	September 1, 2012	\$ 10,488	0.531	0.440	0.291	0.110	
September 18, 2013	2012-2013	September 1, 2013	\$ 10,825	0.536	0.430	0.302	0.106	
November 20, 2014	2013-2014	December 1, 2014	\$ 11,749	0.530	0.441	0.325	0.100	
October 13, 2016	2015-2016	November 1, 2016	\$ 12,262	0.533	0.462	0.329	0.112	

1) Proffer is per-student contribution recommendation

2) Ratios are countywide averages

Attachment 1: Proffer Contribution Calculation (August 2016)

Building Construction Costs

Construction costs for ES, MS, & HS:

 $\frac{\$217 \times 99,937 \text{ sf}}{975 \text{ capacity}} = \$22,242 \text{ cost per ES student}$
 $\frac{\$221 \times 176,824 \text{ sf}}{1,250 \text{ capacity}} = \$31,262 \text{ cost per MS student}$
 $\frac{\$230 \times 377,457 \text{ sf}}{2,500 \text{ capacity}} = \$34,726 \text{ cost per HS student}$
Weighted average = **\$25,104** cost per student**Adjustment - Modular Construction Cost**

Construction cost offset by modular:

 $\$25,104 \text{ (Weighted average)}$
 $\times 0.042 \text{ (School capacity provided by modular multiplier)}$
 $= \$1,054$

Construction cost of modular:

 $\$1,054 \text{ (Construction cost offset by modular)}$
 $\times 0.45 \text{ (Cost of modular multiplier)}$
 $= \$474$

Cost per student after modular adjustment:

 $\$25,104 \text{ (weighted average)}$
 $- \$1,054 \text{ (Construction cost offset by modular)}$
 $+ \$474 \text{ (Construction cost of modular)}$
 $= \$24,524$
Adjustment - Level of Service (LOS)

Cost per student after level of service adjustment:

 $\$24,524 \text{ (Cost per student after modular adjustment)}$
 $\times 0.5 \text{ (LOS multiplier)}$
 $= \underline{\underline{\$12,262 \text{ (Recommended Contribution)}}}$
Explanation for "Weighted average":

	Cost per student		# of school buildings	Total
ES	\$22,242	x	140	3,113,880
MS	\$31,262	x	26	812,812
HS	\$34,726	x	25	868,150
Total			191	4,794,842

 $4,794,842 / 191 = \mathbf{25,104}$ weighted average cost per student
Explanation for "School capacity provided by modular multiplier":

Total Program Capacity

ES, MS, HS	184,809
Modular	7,770

 $7,770 / 184,809 = \mathbf{0.042}$ Modular Capacity Multiplier
Explanation for "Cost of modular multiplier":

Cost of modular construction is 45% of what permanent construction costs = **0.45**

Explanation for "LOS multiplier":

Average age of buildings/Life expectancy of buildings
 $25/50 = \mathbf{0.5}$

Funding Sources

Bonds

FCPS School Bond Process

In Virginia, school boards do not have taxing authority and are fiscally dependent on the local government. Because bonds are a future obligation for taxpayers, Virginia law requires that voters approve long-term debt incurred by bonds through a referendum. Most city and county governments use bonds—a form of long-term borrowing—to finance public facilities and infrastructure. Traditionally, Fairfax County has used the sale of municipal bonds to fund these large expenditures. This enables the costs of major capital improvements to be spread over the many years that the facilities are used. This also avoids an excessive cost burden to current taxpayers and shares the cost of these long-term investments with future taxpayers who will also use the facilities. Voter approval authorizes the Fairfax County Board of Supervisors (BOS) to sell bonds, when needed, to generate the funds for a range of public facilities like schools.

Of the nation's more than 3,000 counties, Fairfax County is among the few that have the highest credit rating possible for a local government from all three rating agencies. High bond ratings allow the county to sell the bonds at exceptionally low interest rates, thereby saving considerably on the cost of the project. To ensure that the county's bond ratings are not jeopardized, the Fairfax County BOS adheres to financial management principles that set limits on the annual cost of the county's debt service and net long-term debt.

While the practice of municipal bond sales has provided a reliable resource for funding capital improvement projects, the bond spending cap for FCPS of \$155 million per year has limited funding availability, thus limiting FCPS' ability to renovate and add capacity to the facilities.

Every two years in November, school capital facility projects are part of a school bond referendum, which is added to the general election ballot. Actual start and completion dates for CIP projects depend on the Capital Construction Cash Flow and debt service limitations established by the Fairfax County BOS. The timeline for capital projects can range from 5-7 years or more in order to go from bond approval to completion as a result of the spending limitation of \$155 million each year.

Bonds for Capital Improvements Projects

- New construction
- Capacity enhancement (additions to existing schools and other modifications)
- Renovation program
- Special program facilities
- Site acquisition

Cash Proffers From New Housing

Cash proffers are an important funding resource that has resulted in significant improvements to school facilities. Cash proffers are a developer's commitment to offset the impact of new residential development on surrounding schools. In accordance with state code, when a new residential development is proposed and will yield a net increase in students, as part of the development review process, FCPS suggests a monetary proffer contribution from developers to offset the impact on surrounding schools. Proffer contributions are used for capital improvement needs, in accordance with the limitations stipulated by the proffer language and within state code requirements.

Staff provides communication to School Board members regarding proffer funding in the following ways:

- Development Review Process - school impact analysis memos include recommended proffer contributions.
- Superintendent's Update - quarterly notice of approved development with estimated proffer contributions.
- Notification of proffer funding and disbursement – staff communicate with School Board members to allow opportunity to comment prior to disbursement of funds.

FCPS provides regular reports about proffers to Fairfax County, which includes an annual reporting of proffer expenditures. This annual reporting is provided to the Commonwealth of Virginia as part of Fairfax County's report to the Commission on Local Governments (CGL).

It is important to note that cash proffers are an inconsistent funding source. Due to the unpredictable nature of development, it is unknown in any particular year, which monetary proffers will be received.

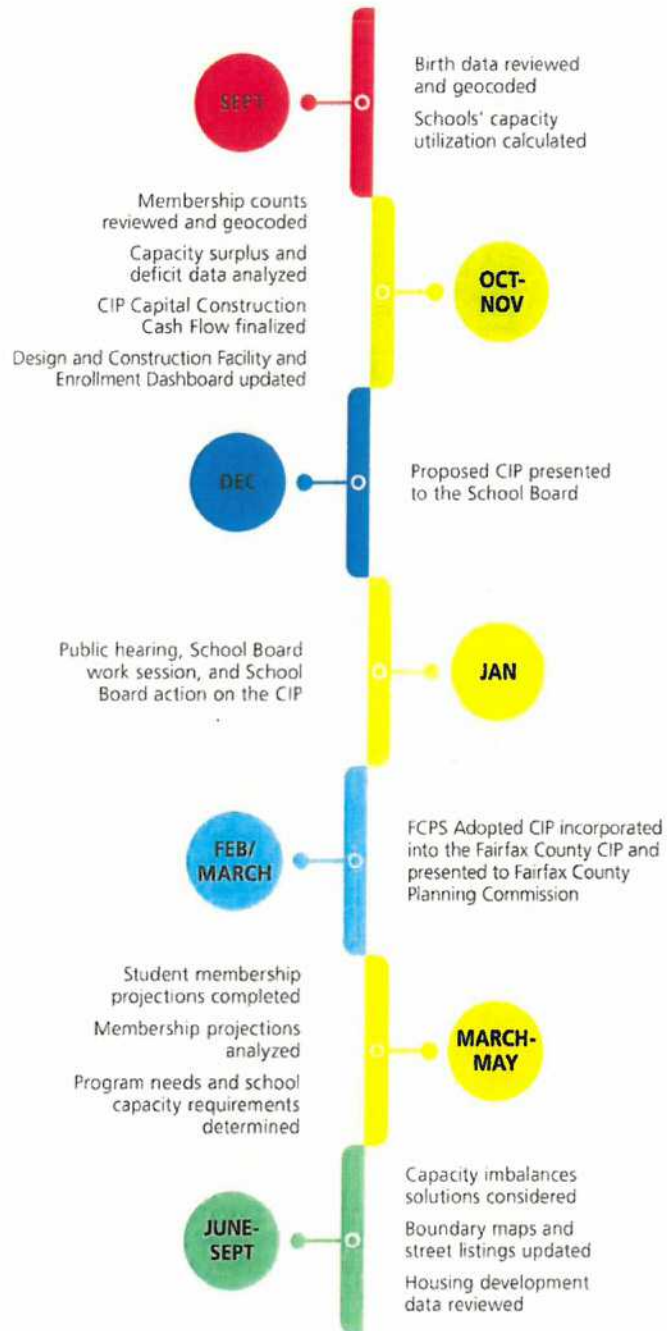
Proffer Contribution Update

The School Public Facilities Impact Formula and the related implementation of Public Facilities Residential Development Criterion became effective in January 2003. Since that time, the development review process for residential rezoning applications has included an assessment of the impact of new residential development on public school facilities, which typically includes a recommended monetary proffer contribution to mitigate such impacts. Pursuant to the implementation of the Public Facilities Criterion, regular updates are provided in order to reflect changes in student yield ratios by unit type and changes in capital construction costs.

While the suggested per student proffer contribution changes from year to year, FCPS recommends, as part of the proffer contribution, an escalation clause be included. The escalation clause suggests that the contribution amount at the time of the development review be applied. The escalation clause is requested given that development review for residential rezoning applications are being submitted now but actual construction and occupancy may not occur for several years. Thus, it is likely that the proffer contribution will increase given that the proffer formula is tied, in part, to construction costs.

Timelines and Processes

CIP Process and Cycle



Capital Program Recommendations

Background

FCPS uses the following steps each year to aid in identifying future student accommodation needs and in recommending the best ways to address these needs. Given the limitations in the current budget and possibly future years' budgets, along with the urgency to address significant and continuing capacity deficits at schools throughout the county, the focus of capital spending is directed to capacity enhancement for schools that are likely to experience continued pressures from high memberships.

Step 1: In developing membership projections, recent and historical membership patterns at each school and districtwide are considered, as well as births, local and regional economic conditions, new housing forecasts, and other factors. The Office of Facilities Planning Services develops general education membership projections in March for the upcoming school year and in May for the next five years. These projections are combined with those from other departments to create overall school system projections. These projections forecast the future demographic trends and needs for the CIP. At the same time, each September, school facility floor plans are analyzed to determine the current capacity utilization of each school facility as it accommodates changing demographic and program needs. School facility capacity surplus and deficit values are established each year.

Step 2: Projected memberships and capacities are compared. Capacity shortages and surpluses are identified.

Step 3: Recommended solutions to the capacity imbalances are developed and evaluated for both short-term and long-term accommodation needs.

Introduction

Using the student membership projections, FCPS identifies capacity deficits that cannot otherwise be addressed through school boundary changes, program relocations, temporary facilities, or other interior building modifications designed to recapture underutilized or unused capacity. The CIP project list and supporting materials comprise a "statement of need" to address these issues.

These needs are met through five types of projects which are contained in the CIP. The annual expenditures for these needs are shown on the Proposed Capital Improvement Program Summary page and Capital Construction Cash Flow sheets. Additionally, information is provided to conform to the county's guidance that 10 years of Capital Construction Cash Flow and capital requirements be identified. It is noted that FCPS updates these documents each year.

Project timelines are constrained to reflect the county's bond spending cap of \$155 million per year, based on the most recently approved two-year bond referendum. Project costs are updated each year to reflect recent rates of inflation in construction costs.

Projects

There are five types of CIP projects.

1. New School Construction

New school construction projects are considered when significant capacity shortages are likely to persist over time. Although this is the most costly method of accommodating student growth, it is an important option when capacity needs cannot be met within a given area of the school system.

2. Capacity Enhancements

Capacity enhancements are defined as permanent methods for accommodating future needs. Examples include the construction of additions or installation of modular additions.

3. 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.

4. 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.

5. Site Acquisition

The CIP proposes funding to acquire sites for future schools.

Student Membership Projections Process

Each spring, FCPS produces a six-month projection for the upcoming fall. This includes a school-by-school, grade-by-grade projection. Additionally, FCPS produces a five-year projection set, for a total six-year projection cycle. The last year of this set is used for the annual Capital Improvement Program.

The FCPS student membership projections process involves a variety of steps:

1. Analysis of historical trends, themes, and patterns at the school system level, pyramid level, and school level

Examples of factors that are considered:

- Total student membership is compared to historical patterns of membership.
- Fairfax County and 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 itself in previous years to understand the difference in grade level cohort membership over time. This is referred to as "cohort progression." Ratios are developed to communicate the "survival rate" of each cohort as it ages through the school system. This is compared to past school system patterns.
- Fairfax County and City of Fairfax population and housing 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.

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

- Entry into elementary school considers school specific historical birth to kindergarten ratios. The ratios are compared to births from five years prior in each school's boundary.

- Entry into middle school and high school considers historical ratios of residing cohorts of students in a school's boundary compared to their membership at the school. These ratios are applied to rising cohorts in the school's boundary.
- Past "cohort survival ratios" are combined with new information to "age" each cohort through successive grades ahead. Multi-year averages of grade level progression are considered when projecting for upcoming school years.
- New housing developments are considered and student yield ratios are determined to estimate how many new students may come from such housing. FCPS uses forecast housing data from Fairfax County for consideration of new housing in the projection cycle.
- 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, new housing completions that may yield students in the upcoming projection year (as noted above), other relevant information unique to a specific school or group of schools.

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, alternative high schools, alternative programs, and ESOL transitional high schools.

The five-year projections used in this CIP have been modified to include elements of an improved projection methodology that is currently being developed by FCPS. This methodology blends two concepts. The first concept advances student cohorts, school-by-school and grade-by-grade, in relationship to historical ratios of student progression from each school. The second concept considers where students reside as related to the school boundaries where they would be assigned. This blended method will continue to be developed, tested, and fully implemented in the spring of 2017.

Monitoring Membership Impacts From New Housing

FCPS monitors new residential development as part of the following processes:

1. Development Review-Comprehensive Plan/Planning Study Review Process
2. Development Review-Rezoning Review/Proffer Process
3. Student Membership Projections Process

These steps are further detailed below.

Development Review: Comprehensive Plan/Planning Study Review Process:

FCPS staff works with Fairfax County to determine the impact planned new housing would have on school facilities. In addition to the estimated student yields from the planned housing, recommendations for future school facilities needs are provided to county staff. Formal school impact analysis memos are sent to the county's Department of Planning and Zoning. These are also distributed to the appropriate school principals, regional offices, and School Board members.

The Office of Facilities Planning Services works with the county's Department of Planning and Zoning and other county agencies in long range planning initiatives. Recent planning studies which have been undertaken include those related to metro rail expansion in areas such as Tysons Corner, Reston, and the Route 28 corridor, as well as redevelopment efforts in areas such as Bailey's Crossroads, Seven Corners, Springfield Mall, and Richmond Highway. It is important to note these studies are often the first step for planned new housing and are typically designed with long-term planning horizons.

Development Review: Rezoning Review/Proffer Process

As part of the Rezoning Review process, the FCPS Office of Facilities Planning Services works with the county to determine the impact proposed new housing would have on school facilities. Countywide student yield ratios are used to estimate the number of students from the proposed housing, in conformance with the Residential Development Criteria Implementation Motion (effective January 7, 2003) that was adopted by the Fairfax County Board of Supervisors. Further, as permitted by state code, recommendations for monetary proffers and/or school facilities needs are provided to county staff in conformance with the implementation motion.

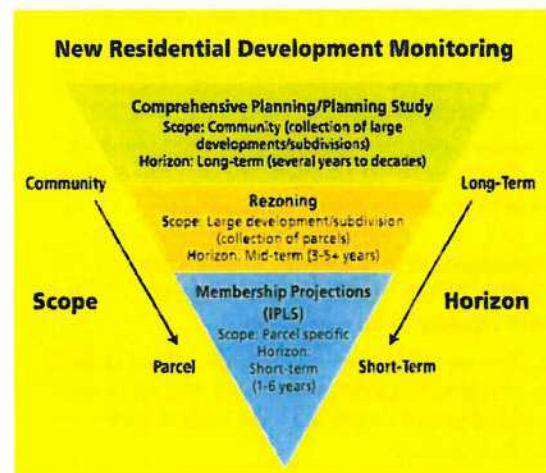
Formal school impact analysis memos are sent to the county's Department of Planning and Zoning. These are also distributed to the appropriate school principals, regional offices, and School Board members.

Rezoning is often a key first step in the development process for new housing. Upon rezoning approval, additional plan and permit approvals are needed before construction can begin. It is common for a site with an approved rezoning to take several months, or even years, to begin the plan and permit process.

Student Membership Projections Process

Each year, data from Fairfax County Integrated Parcel Life Cycle System (IPLS) provides the FCPS Office of Facilities Planning Services with the location and number of current housing units, as well as forecasted housing units, projected by the county. These data are reviewed to determine whether students from new (forecast) housing should be included as part of school membership projections in every boundary, and if so, by how many students and in which projected school years. Student yield ratios based on the local high school pyramid are used to project students from forecasted housing units.

Further, as part of the Development Review process, FCPS uses Geographic Information System (GIS) map layers to plot and track residential development to provide for a more cumulative and comprehensive review of development impacts on county schools, which improves long-range planning for the needs of school facilities.



Assessment of Facility Capacity

School Capacity: Information and Assessment

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>. The methodology used to calculate capacity for each school type can be found at: <https://www.fcps.edu/enrollmentdashboard> under the link "Methodology and Calculation."

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 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.

Modular additions continue to be counted towards capacity while trailer classrooms do not. Classroom trailers will continue to remain on site in many schools where small capacity deficits or even capacity surplus exists, largely due to lack of funding to remove and store elsewhere, and due to changes in programs which require specialized spaces within school buildings. Trailer relocations, however, will take place when additional trailers are needed to accommodate an increase in membership at specific schools.

Having determined the overall methodology that would be used to determine capacity for high, middle, and elementary schools, it is then necessary to determine how each individual school is using space. FCPS is very meticulous in assessing the capacity of each school by conducting a site survey of each building. The Office of Facilities Planning Services has two dedicated Capacity Architects who survey the current use of every space within our schools. With this specific information, the capacity of each school is determined based upon building design, unique characteristics, and program utilization. Thus, two schools with the same exact physical characteristics can have very different capacities depending upon the programs that are assigned to those schools. Capacities can change from year to year based upon programs and changes made by the School Board, such as an increase or decrease in class size.

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." In a dashboard-style format, the website provides membership and projection updates for individual schools with projection and capacity updates provided as needed to reflect program changes, modifications to the physical school building, or changes to educational specifications on class size. The capacity model is used to help identify critical capacity surpluses and deficits. The capacity assessments for all schools will serve to inform and direct facilities planning activities such as identifying schools that should be closed to transfers; prioritizing temporary/permanent classrooms or building additions; and guide new program placement and boundary changes.

Temporary Classroom Needs

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

Portable classroom trailers are in use 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 number of students who would otherwise receive instruction in 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 three levels: countywide, by regions, and by individual schools. Comparisons at the latter two levels are included in the attached region data.

Countywide Comparison

FCPS compares five-year projected capacity by level and by geographic areas. This helps inform analysis 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 analysis 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.

Factors that Influence Student Enrollment and Projections

Various factors influence the overall annual student enrollment and projections. These demographic factors include:

- Overall population trends in Fairfax County
- Overall housing development trends in Fairfax County
- Overall economic conditions in Fairfax County
- Number of births in Fairfax County as compared to the number of kindergarten students who enter the school system five years later
- New students who come to Fairfax County Public Schools as compared to those who withdraw from the school system (also known as in-migration and out-migration)

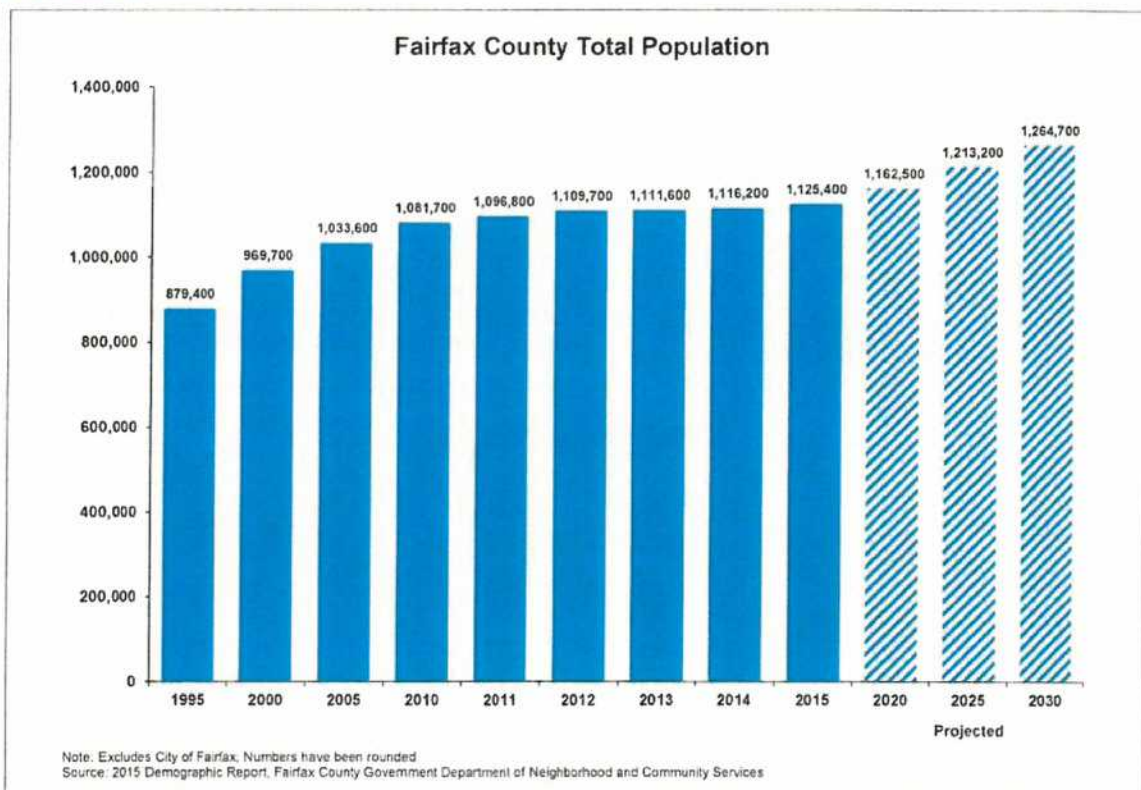
School-by-school enrollment and projections are also influenced by:

- Phasing of boundary adjustments
- Phasing of program change adjustments
- Program needs
- Student transfers

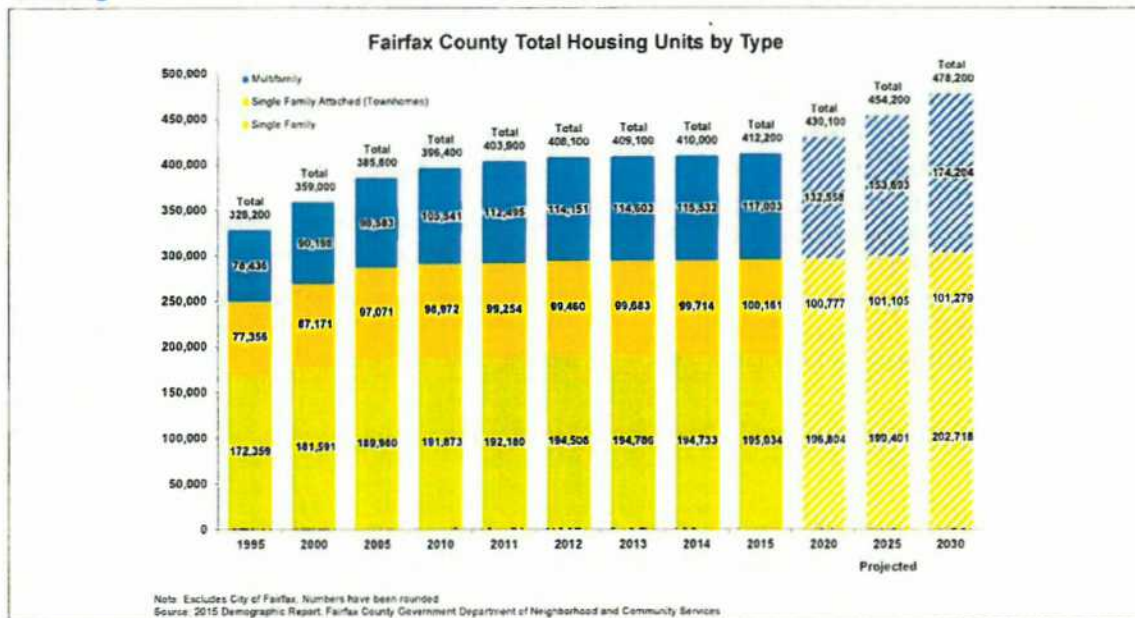
Staff in Fairfax County Public Schools analyzes these data sets as part of the annual projections process.

The following graphs show the most recently updated data sets available to FCPS which influence the overall student enrollment and projections.

Population



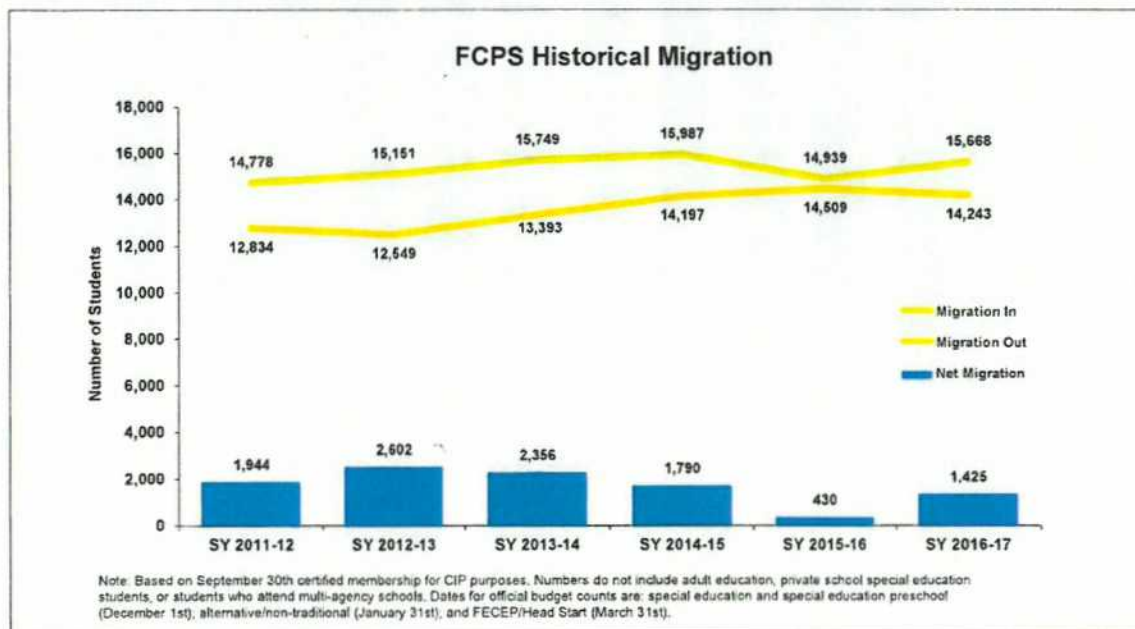
Housing

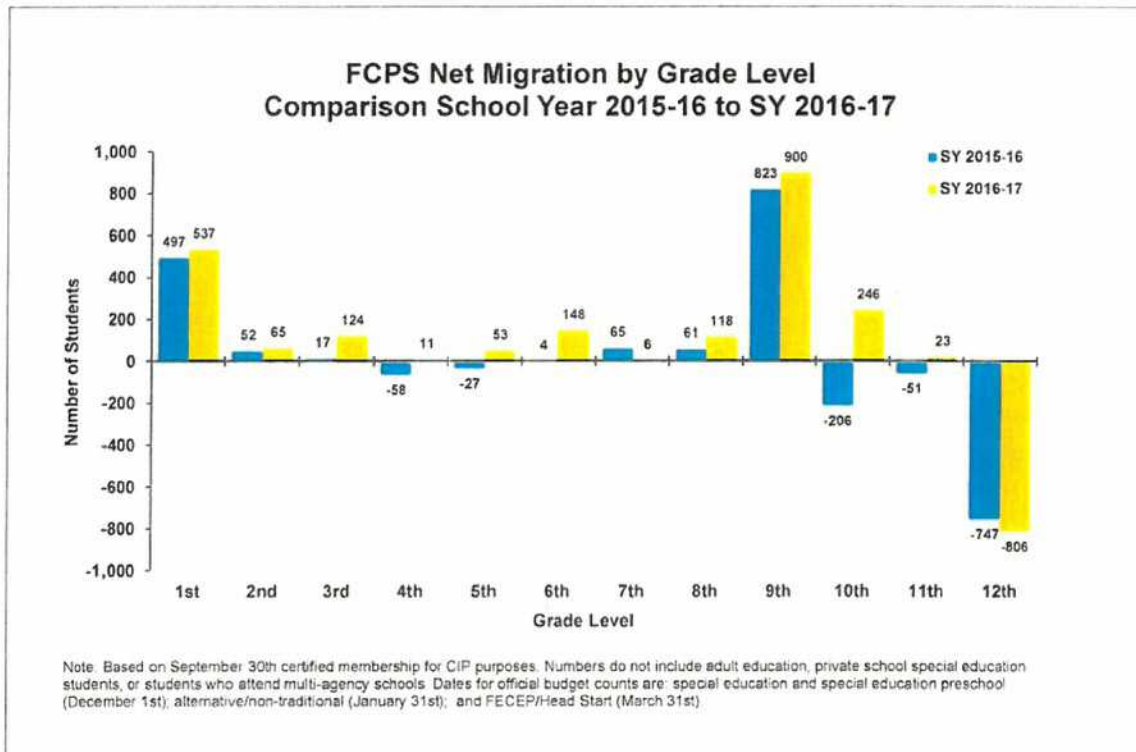
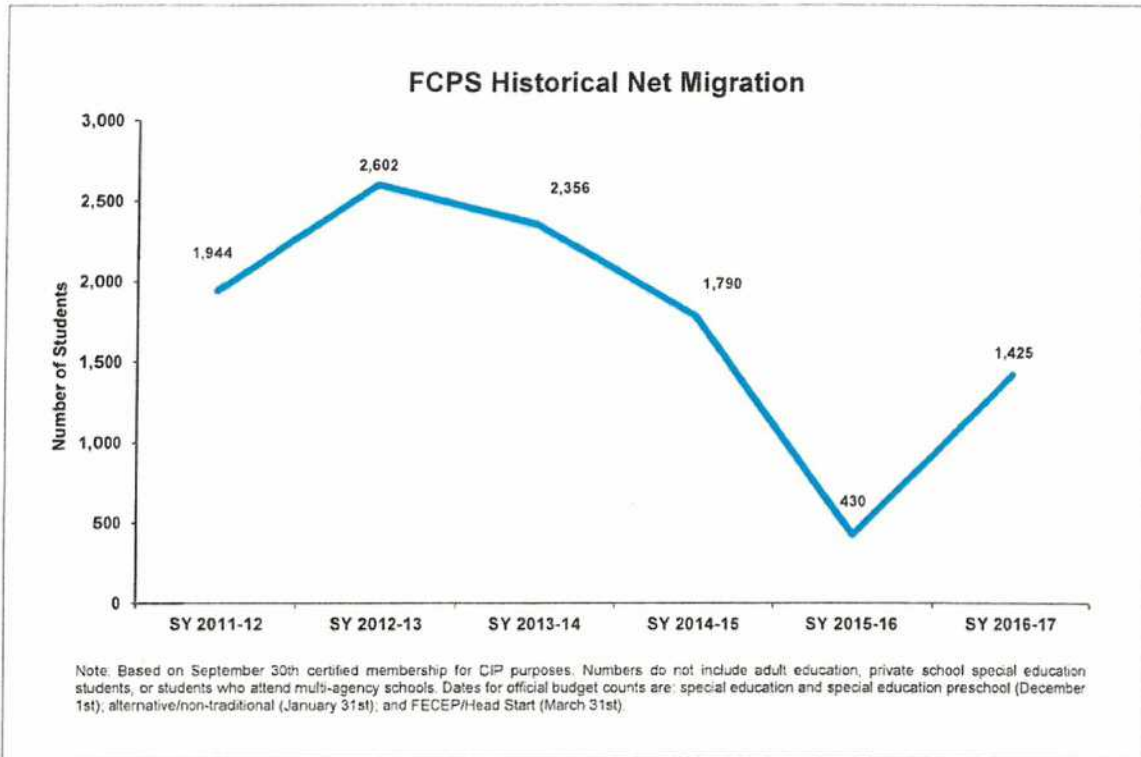


Student Migration

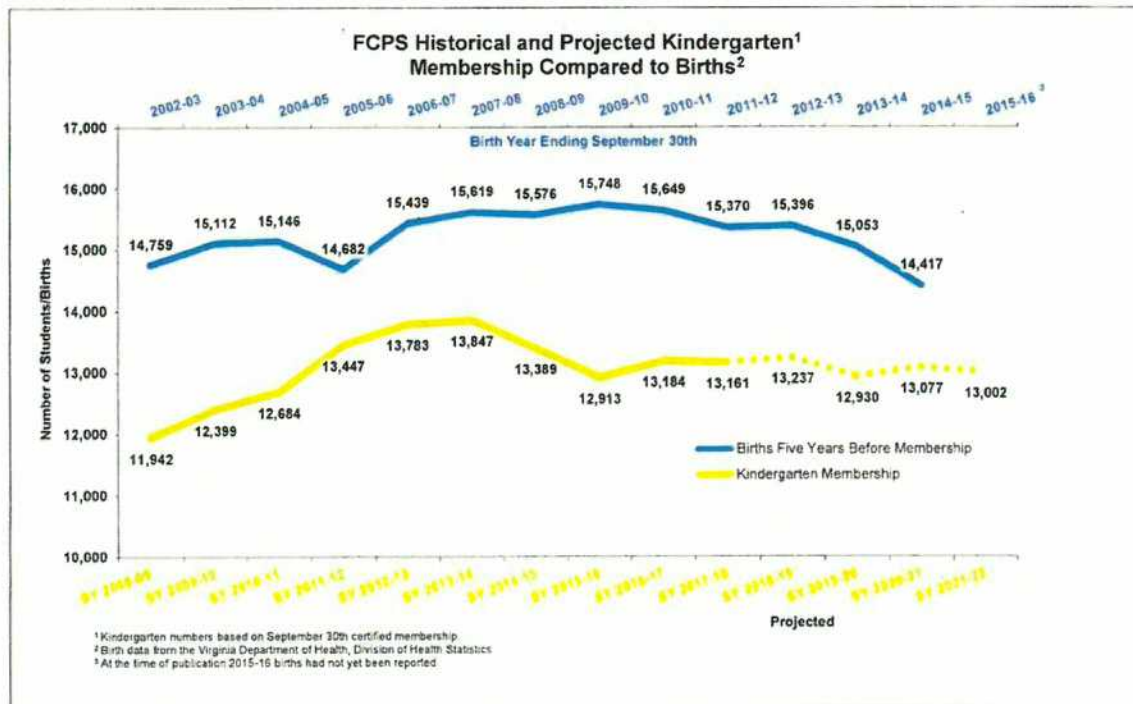
Migration is the comparison of enrolled students in Fairfax County Public Schools from year to year. It provides an understanding of the number of new students who enter the school system as related to the number of students who withdraw from the school system as of September 30th enrollment each year. A variety of factors influence this figure such as the job

market, housing, economy. Net migration accounts for new students who enter into the school system minus the number of students who withdraw from the school system (excluding kindergarten students). It is a critical factor in understanding changes in enrollment over time, projections, grade level trends, and school-by-school projection accuracy. The following graphs display historical and current migration trends.





Births



Current State and Future Outlook

The next section of the Capital Improvement Program includes information that changes each year in response to actual September 30th enrollment and the most recent student enrollment projections. Actual September 30th enrollment is the first year of the six-year student enrollment projection set.

Components of this section show information about the "current state" and "future state" of FCPS based on this most recent enrollment and projection information. Specifically, data will be shared about current enrollment along with the most recent five-year enrollment projections based on current enrollment, current capacity along with anticipated capacity as impacted by the enrollment projections, and any capacity changes due to capital construction.

This section also contains the Capital Construction Cash Flow. This chart details how much money has been spent on each of the listed projects, how much approved bond-funded money is planned to be spent in the future, and how much unfunded money (from future bonds) is needed to complete all projects. FCPS is limited to spending \$155M per year on capital construction with funds from the Fairfax County Bond. Citizens consider a new bond every two years. Construction and renovations take place in three stages: planning, permitting, and construction. Because of this, elementary schools typically take four years to complete, while middle/high schools typically

take six years to complete. Construction additions typically take four years for planning, permitting, and construction. Lastly, relocating modular additions typically takes two years for permitting and construction.

Capital construction projects, as will be shown in more detail, are those related to new school construction, capacity enhancements, renovations, and site acquisition for future FCPS needs. Modular relocations are funded through the general construction fund. The Capital Construction Cash Flow order is based on the 2008 Study Final Rankings Chart order along with projects that are needed to accommodate expected student enrollment growth.

At the conclusion of the section, a Priority Recommended Boundary Adjustment chart shows boundary adjustments that are needed in order for FCPS to use new capacity that has been built through the capital program.

Student Membership and Projections

Each year, Fairfax County Public Schools produces a six-year projection set that is used for capital planning. Student counts for FECEP/Head Start, special education pre K-12, general education, advanced academic programs, alternative programs, alternative centers, ESOL transitional high schools, and post graduate students are included in CIP figures because school system facilities house these students. All counts used for CIP historical and projected membership are based on certified September 30th membership in the identified school year. It is important to note that historical membership and projected membership figures for CIP planning do not include counts of students who receive services through multi-agency programs, private school special education, and adult education, since school facility capacity calculations do not include these counts.

The following charts and graphs provide both historical and projected membership. The CIP five-year student membership projections show an overall contracted growth in the future forecast. This is a change from the higher growth levels experienced in Fairfax County Public Schools in recent years. The primary causes for this projected contraction of growth are smaller entering kindergarten cohorts and a decline in net migration. The projections include indicators that elementary aged student membership will decrease in the future due to smaller entering cohorts replacing larger exiting cohorts. Middle school and high school will experience moderated growth. This is due to the fact that larger cohorts of students currently in the upper elementary school grades will progress into middle school and high school during the upcoming five-year period.

FCPS Five-Year Projections School Year 2017-18 through School Year 2021-22

School Type	Membership		Projections			
	SY 2016-17	SY 2017-18	SY 2018-19	SY 2019-20	SY 2020-21	SY 2021-22
Elementary ¹	99,094	99,372	99,140	98,522	97,992	97,869
Middle ¹	28,800	29,426	29,855	30,197	30,511	29,972
High ¹	56,545	57,053	57,552	58,084	59,058	59,911
ES, MS, HS Sub-Total	184,439	185,851	186,547	186,803	187,561	187,752
Special Education Centers ²	623	608	641	640	661	686
Preschool Resource	798	924	800	808	791	787
Alternative School Programs ³	688	682	691	695	689	681
Alternative Court Programs ⁴	215	231	228	224	239	240
ESOL Transitional HS	439	478	494	480	486	486
CIP Planning Total	187,202	188,774	189,401	189,650	190,427	190,632
Adult HS, Multi-Agency, Private School Spec Ed.	821	848	834	827	859	865
Total	188,023	189,622	190,235	190,477	191,286	191,497

1 - Membership numbers include: general education, special education, AAF, FECEP/Head Start and preschool (wherever applicable) students.

2 - Membership numbers include: Burke School, Cedar Lane School, Kimer Center, Key Center, Pulley Center, Quander Road School, and Davis Center students.

3 - Membership numbers include: alternative high schools; alternative learning centers, Achievement, Integrity and Maturity (AIM) students.

4 - Membership numbers include: interagency students.

All membership and projection numbers based on September 30th certified membership.

FCPS Historical and Projected Student Membership

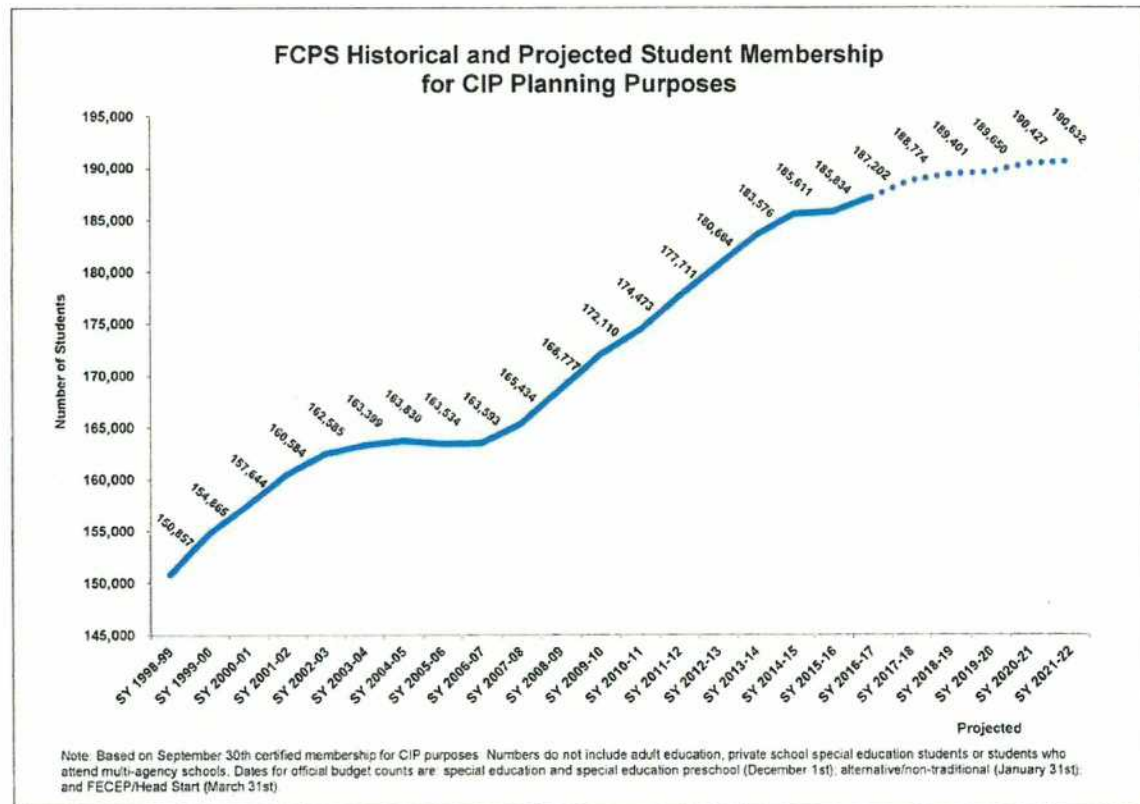
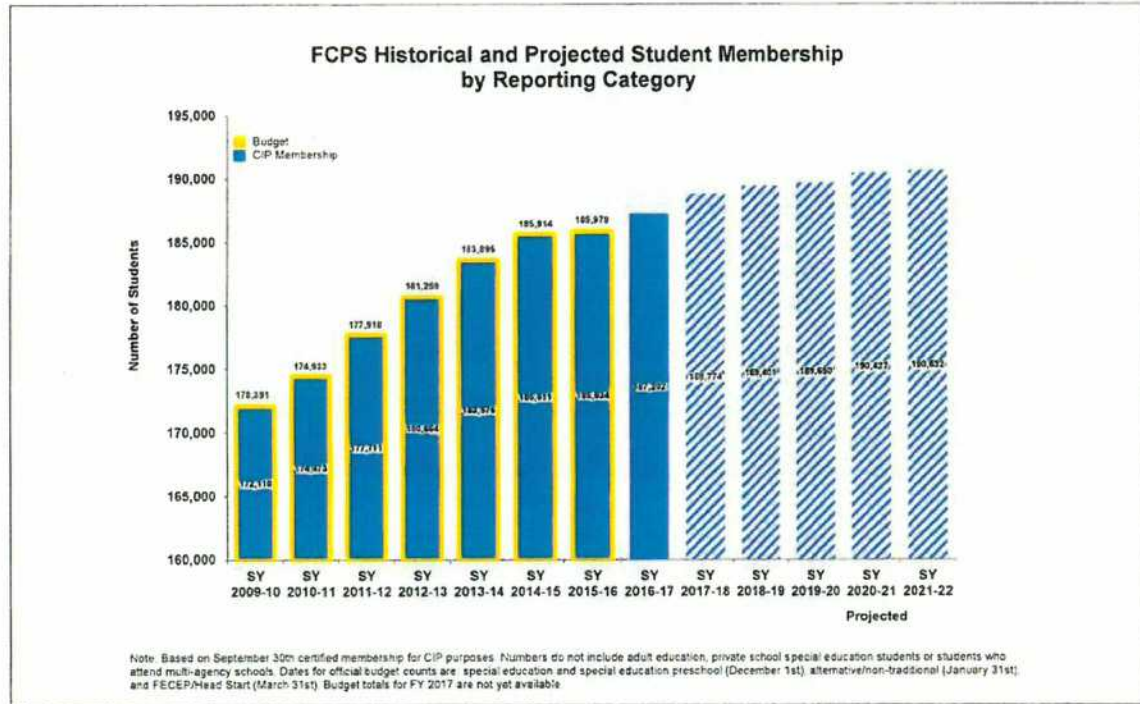
School Year 2007-08 through School Year 2016-17

School Year	CIP Membership	Growth
2007-08	165,434	
2008-09	168,777	3,343
2009-10	172,110	3,333
2010-11	174,473	2,363
2011-12	177,711	3,238
2012-13	180,664	2,953
2013-14	183,576	2,912
2014-15	185,611	2,035
2015-16	185,834	223
2016-17	187,202	1,368

Projected

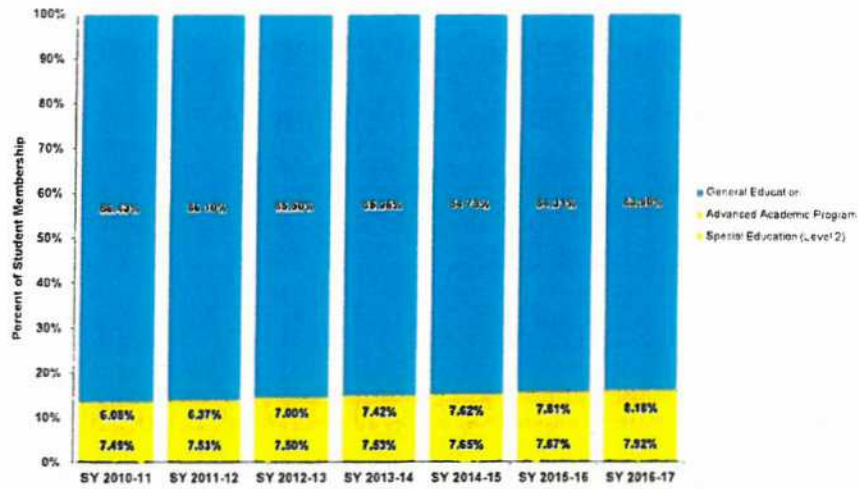
School Year	CIP Membership	Growth
2017-18	188,774	1,572
2018-19	189,401	627
2019-20	189,650	249
2020-21	190,427	777
2021-22	190,632	205

Note: Based on September 30th certified membership for CIP purposes. Numbers do not include adult education, private school special education students or students who attend multi-agency schools. Dates for official budget counts are: special education and special education preschool (December 1st); alternative/non-traditional (January 31st); and FECEP/Head Start (March 31st).



Current State and Future Outlook (Continued)

FCPS Historical K-12 Student Membership by Program



Note: Based on September 30th certified membership for CIP purposes. Numbers do not include adult education, private school special education students or students who attend multi-agency schools.