

**FAIRFAX COUNTY PLANNING COMMISSION  
SCHOOLS COMMITTEE  
WEDNESDAY, NOVEMBER 7, 2018**

**PRESENT:** Timothy J. Sargeant, Commissioner At-Large, Chairman  
Julie M. Strandlie, Mason District, Vice Chairman  
James R. Hart, Commissioner At-Large  
Ellen J. Hurley, Braddock District  
John C. Ulfelder, Dranesville District  
Peter F. Murphy, Springfield District  
Phillip A. Niedzielski-Eichner, Providence District

**ABSENT:** Donté Tanner, Sully District

**OTHERS:** John A. Carter, Hunter Mill District  
Mary D. Cortina, Commissioner At-Large  
Jacob Caporaletti, Clerk, Planning Commission  
Teresa Wang, Senior Deputy Clerk, Planning Commission  
Marianne Gardner, Planning Division (PD), Department of Planning and  
Zoning (DPZ)  
Michelle Stahlhut, PD, DPZ  
David Stinson, PD, DPZ  
Dan Aminoff, Facilities Planning Advisory Council, Fairfax County Public  
Schools (FCPS)  
Sandy Evans, Fairfax County School Board, FCPS  
Dalia Palchik, Fairfax County School Board, FCPS  
Jeffrey Platenberg, Department of Facilities and Transportation Services (DFTS),  
FCPS  
Kevin Sneed, DFTS, FCPS

**ATTACHMENTS:**

- A. School Committee Summary – Recap of Previous Meetings
- B. Equity and Access – Summary of School Committee Discussion from July 18, 2018
- C. One Fairfax Policy – November 21, 2017
- D. Existing Comprehensive Plan Policies – Economic Development, Redlined
- E. Existing Comprehensive Plan Policies – Economic Development, Draft

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Chairman Timothy J. Sargeant called the meeting to order at 7:34 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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Commissioner Murphy introduced a new staff member, Teresa Wang, Senior Deputy Clerk to the Planning Commission.

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David Stinson, Planning Division, Department of Planning and Zoning, presented a summary of previous committee meeting wherein the following topics were highlighted:

- Projection methodologies;
- Impacts of development on schools;
- Repurposing of buildings for FCPS facilities;
- Co-location of County and FCPS Facilities;
- School proffers and formulas;
- School planning and economic development/collaboration of FCPS with business and economic development initiatives; and
- Equity and access

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Marianne Gardner, Planning Division (PD), Department of Planning and Zoning (DPZ); Michelle Stahlhut, PD, DPZ; David Stinson, PD, DPZ; Michelle Stahlhut, PD, DPZ; Sandy Evans, Fairfax County School Board, FCPS; Dalia Palchik, Fairfax County School Board, FCPS; Jeffrey Platenberg, Department of Facilities and Transportation Services (DFTS), FCPS, and Kevin Sneed, DFTS, FCPS, discussed with the Committee members the following issues:

- The different methodologies utilized for student population projections due to increased development and the challenges of accurately projecting student enrollment beyond the five-year horizon;
- The possible use of vacant and underutilized property controlled by the County for FCPS facilities and programs;
- The opportunities for partnerships between the Fairfax County Park Authority and FCPS;
- The impact of the 2016 Proffer Legislation on school proffers by developers;
- The County programs associated school planning and economic development; and
- Clarification of existing Comprehensive Plan policies regarding economic development.

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Chairman Sargeant suggested a tentative deadline for recommendation submission of March 2019. A discussion between Fairfax County Public Schools staff and Committee members ensued regarding the schedule for future Committee meetings wherein the following dates were determined:

- Wednesday, December 5, 2018: 6 p.m. to 7:30 p.m.;
- Thursday, January 17, 2019: 7 p.m. to 9 p.m.;
- Work session on Saturday, January 26, 2019: 9 a.m. to 12 p.m.

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Chairman Sargeant suggested the development of a work plan and requested that the subcommittee inform Committee members of revisions to the Economic Development Plan prior to the next meeting.

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The meeting was adjourned at 9:15 p.m.  
Timothy J. Sargeant, Chairman

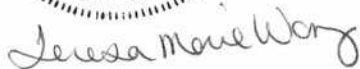
An audio recording of this meeting is available in the Planning Commission Office,  
12000 Government Center Parkway, Suite 330, Fairfax, Virginia 22035.

Minutes by: Teresa Wang

Approved: February 28, 2019



Jacob Caporaletti, Clerk  
Fairfax County Planning Commission





Agenda Item 1: Recap of previous meetings

**Planning Commission Schools Committee Summary  
November 7, 2018**

**Summary of previous discussions by the School Committee organized by topic**

**Projection Methodologies**

- FCPS conducts student membership projections for Capital Improvement Program (CIP) within five-year horizon.
- FCPS conducts a six-month projection for the upcoming fall.
- Projections within five-year horizon are accurate; however, accuracy of student membership projections diminishes beyond five-year horizon.
- Methodologies used for student membership projections.
  - Total student membership to historical student membership patterns.
  - Birth to k ratio – Ratio derived by dividing the number of live births in an elementary school boundary by the number of kindergarten students who enroll in that elementary school five years later.
  - 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.
  - Comparing migration patterns to prior years.
- Migration – Term used to refer to students entering (in-migration) and leaving (out-migration) the school system. Migration not always related to housing development, the sale of existing homes also has an impact.
- Transfer Students - Students who attend a school in a different boundary from which they reside. This may occur for program access or other reasons and can impact student projections.
- “Teardowns” and replacement of the existing housing stock with larger homes makes student membership projections unpredictable.
- FCPS estimates of student yields from planned new housing are based on countywide averages and are different from student membership projections for the CIP which are based on localized analysis of demographics, housing types and school trends.
- Difficult to accurately project student enrollment beyond five-year horizon.
- Lifecycle of housing, changing demographics, economic conditions, and multiple occupancy of dwelling units impact the accuracy of student enrollment projections.
- Mixed-use development creates uncertainties for projecting student enrollment.

**Impacts of Development on Schools**

- Most residential growth in the County is planned in Urban and Suburban Centers, Transit Station Areas, and Community Business Centers, and much of this will be mixed-use development.

## Agenda Item 1: Recap of previous meetings

- Although this new development will impact schools, it will also improve the jobs housing balance, increase supply of affordable housing, reduce commuting times and traffic congestion, efficiently utilize infrastructure and curb suburban sprawl.
- Maximum residential densities recommended by the Comprehensive Plan are not always implemented.
- The conversion of land planned for industrial and commercial uses to residential will impact schools.
- When new residential development occurs, the methodology to project student yields is based locally, as opposed to the County wide methodology used to calculate school proffers.

### **Repurposing of Buildings for FCPS Facilities**

- Existing Comprehensive Plan policies resulting from the 2016 School Policy Plan Amendment support the repurposing of office and commercial buildings for FCPS facilities.

### **Review the possible use of vacant and underutilized property controlled by the County for potential FCPS facilities and programs.**

- 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.

### **Co-location of County and FCPS Facilities**

- 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 FCPS facilities and the community uses school 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.
- 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.



## Agenda Item 1: Recap of previous meetings

### School Proffers

- 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.
- Exempt and non-exempt areas
  - Exempt areas - Areas exempt from the 2016 proffer legislation. Section 15.2-2303.4 exempts new residential development or use when it occurs within a small area plan, approved as part of the Comprehensive Plan that meets certain criteria set out in the statute. Exempt areas include transit station areas, as well as some suburban centers and community business 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.
  - Non-exempt areas – Areas subject to 2016 proffer legislation which requires that proffers accepted to offset the impacts of residential development, including those part of a mixed-use development, must be specifically attributable to the impact of the new development and, if they are offsite proffers, can only address capacity needs. These needs are determined by the existing capacity of the impacted facilities and must provide a direct and material benefit to the new development.
- Legislation divides proffers into two types
  - Offsite – Proffers addressing impacts outside of boundaries of the property to be developed including cash proffers.
  - Onsite – Proffers addressing the impacts within the boundaries of the property to be developed and I include any cash proffers.
- School proffers are only allowed for new residential development in non-exempt areas within school districts that are overcrowded.
  - The school must be overcrowded at the time the Board of Supervisors votes on the rezoning application for new residential development.
- Calculating school capacity
  - Capacity is measured in two ways, design capacity and program capacity. Program capacity is the measure used by FCPS to determine if a residential development will have an impact.

## Agenda Item 1: Recap of previous meetings

- Design capacity – Capacity based on the number of students a building can support per the original design of the building.
- Program capacity – Capacity 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 program capacity, while trailers are not included in the calculation of capacity.
- Proffers do not cover the operating costs of schools.
- Operating costs, with the exception of school bonds and food services, are supported by property taxes.
- School proffer money is held in a fund that must be used within 12 years.

### School Proffer Formulas

- Capital improvement needs funded with proffers to date.
  - FCPS has received approximately 20.6 million in proffer contributions since 2002.
  - FCPS spent approximately 2.43 billion on capital programs during that same time period.
  - Proffers account for .73 percent of capital expenditures.
- Future capital improvements needs.
  - The enrollment of students at FCPS is approximately 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 eight months, 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 “stretched” 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 build new schools.
    - Comprehensive Plan includes policies supporting the adaptive reuse of buildings for FCPS facilities.
- Proffer Formula Calculation
  - Proffer formula based on County wide averages for housing types.

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

## Agenda Item 1: Recap of previous meetings

- Capital Improvement Program (CIP) calculation
  - CIP student yield based on area specific student generation rates.
  - CIP student yield rate higher than proffer student yield rates.

## **School Planning and Economic Development/ Collaboration of FCPS with business and economic development initiatives**

- Priorities should be established, and a work agenda should be matched with areas that need research.
- Align land use planning and school facilities planning.
- Planning horizons for Comprehensive Plan are for 20 years, planning horizons for FCPS are for a shorter period of time.
- Community is evolving, what is the roll of FCPS with workforce development?
- FCPS is responsible for K-12 education, who should be responsible for funding adult education?
- Collaboration with businesses and economic development initiatives should be explored.
- FCPS attracts new businesses and employees to the County.

## **Equity and Access**

- Socioeconomic segregation is a growing concern in Fairfax County, and in response to this concern the One Fairfax Policy was adopted by the Board of Supervisors and the School Board in 2017.
- One Fairfax is a joint social and racial equity policy that commits the County and FCPS to consider equity when making policies and delivering programs and services.



Agenda Item 2: Equity and Access to Schools and Facilities

**PLANNING COMMISSION SCHOOLS COMMITTEE**

**Topic:** Equity and Access

**Summary of Planning Commission Schools Committee Discussion from July 18, 2018**

Socioeconomic segregation is a growing concern in Fairfax County, and in response to this concern the One Fairfax Policy was adopted by the Board of Supervisors and the School Board in 2017. One Fairfax is a joint social and racial equity policy that commits the County and FCPS to consider equity when making policies and delivering programs and services.

Topics addressed during previous Schools Committee discussion.

- Affordable dwelling and workforce housing units large enough to support families.
- Housing for teachers.
- Diversity of housing stock throughout County.
- Pockets of poverty.
- Housing stock cannot be diversified in areas of the County where no new housing is planned.
- Double occupancy of units.
- Consider the impact of affordable and workforce housing on school system.

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

Existing Comprehensive Plan Policies  
Economic Development

Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Economic Development, Amended  
through 3-4-2014, page 2

- Objective 2: ~~Foster. Provide an environment for the highest quality system of education from pre-school through 12<sup>th</sup>, apprenticeships, career and technical education, higher education, and adult continuing education by incorporating these policies: grade and promote undergraduate and graduate level educational opportunities to include continuing learning programs for adults.~~
- Policy a. ~~Provide for public facilities and land use planning. Maintain an environment that fosters a diverse selection and the highest quality of education available in order to prepare community members citizens for the continued changes necessary for their economic well being.~~
- Policy b. ~~Collaborate with businesses, non-profits, and other community partners. Enhance education partnerships with business to ensure that the education system produces graduates who will meet projected workforce needs, is strategically focused to meet educational needs of the future job market.~~
- Policy c. ~~Enable. Ensure the availability and encourage the use of high quality continuing adult education and reduce barriers to participation. retraining programs.~~
- Policy d. ~~Promote land use and revitalization that encourages socioeconomic diversity throughout the County and minimizes pockets of poverty.~~
- Policy e. ~~Provide FCPS with first right of refusal before County disposes of property.~~

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**Existing Comprehensive Plan Policies  
Economic Development**

**Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Economic Development, Amended through 3-4-2014, page 2**

**Objective 2: Foster a public facilities and land-use environment that promotes the highest quality education for community members, to include pre-school through 12<sup>th</sup> grades, apprenticeships, career and technical education, higher education, and adult continuing education:**

- Policy a. Provide for public facilities and land use planning that foster diverse and high quality educational options that will help prepare community members for economic disruption and innovation and will help them achieve and/or sustain financial stability.
- Policy b. Collaborate with businesses, non-profits, and other community partners to ensure that the education system produces graduates who will meet projected workforce needs.
- Policy c. Enable high quality continuing adult education and reduce barriers to participation.
- Policy d. Promote land use and revitalization that encourages socioeconomic diversity throughout the County and minimizes pockets of poverty.
- Policy e. Provide FCPS with first right of refusal before County disposes of property.