

Arlington
Community Facilities Study
A resource and facilities plan for our future

Study Committee's Final Report

Revisions to Draft 1 – 10.12.2015

Revisions to **three sections** of the report, based on discussions at the 9/24 Study Committee meeting and the 10/5 Facilities Subcommittee meeting:

- Chapter 2: Demographic Forecasts and Projections
- Chapter 2: Facility Inventory and Projected Needs
- Chapter 3: Strategic Facility Planning and Priority Setting

Demographic Forecasts and Projections

The stated purpose of the Community Facilities Study is to “build a consensus framework regarding future revenue and facility needs” in the context of Arlington’s projected economic and demographic growth. The Study Committee is specifically charged with “examining and, to the extent necessary, reconciling existing demographic and economic forecasts for 5, 10, and 20 years out to produce a single set of forecasts for both the County and Schools.” The Study Committee is particularly interested in issues related to generational changes and collaboration between the County and Schools on population forecasts and school projections. Appendix 2 is a companion document providing more detailed information on Arlington’s Demographics, Forecasts, and Projections.

National and Regional Context

The Study Committee received a presentation from Dr. Lisa Sturtevant, Vice President of Research at the National Housing Conference, on key national and regional demographic trends and how these trends may affect Arlington. Dr. Sturtevant discussed how the recession and recovery have affected different generational groups. New household formation among the millennial generation (born 1982 to 2000) has lagged but is beginning to pick up. Within the region, millennials were driving the growth in Arlington and Washington D.C., but recent trends indicate that this population may be shifting to Fairfax, Montgomery, and Prince Georges Counties. The vast majority of baby boomers (born 1946 to 1964) are currently living in single family homes in the suburbs. Dr. Sturtevant expects that as this generation leaves the workforce, many will downsize to smaller homes, opening the suburban single family homes to millennials as they form families.

Arlington’s Population and Housing

As of January 1, 2015, Arlington had an estimated population of 216,700, reflecting an increase of 4.4% since 2010. On average, the County’s population has grown about 1% per year since 2000. Figure X shows changes in the population’s breakdown by race and ethnicity between 2000 and 2010. The Asian population increased by 22%, the Non-Hispanic White population increased by 16%, and the Hispanic/Latino population decreased by 11% during this time period.

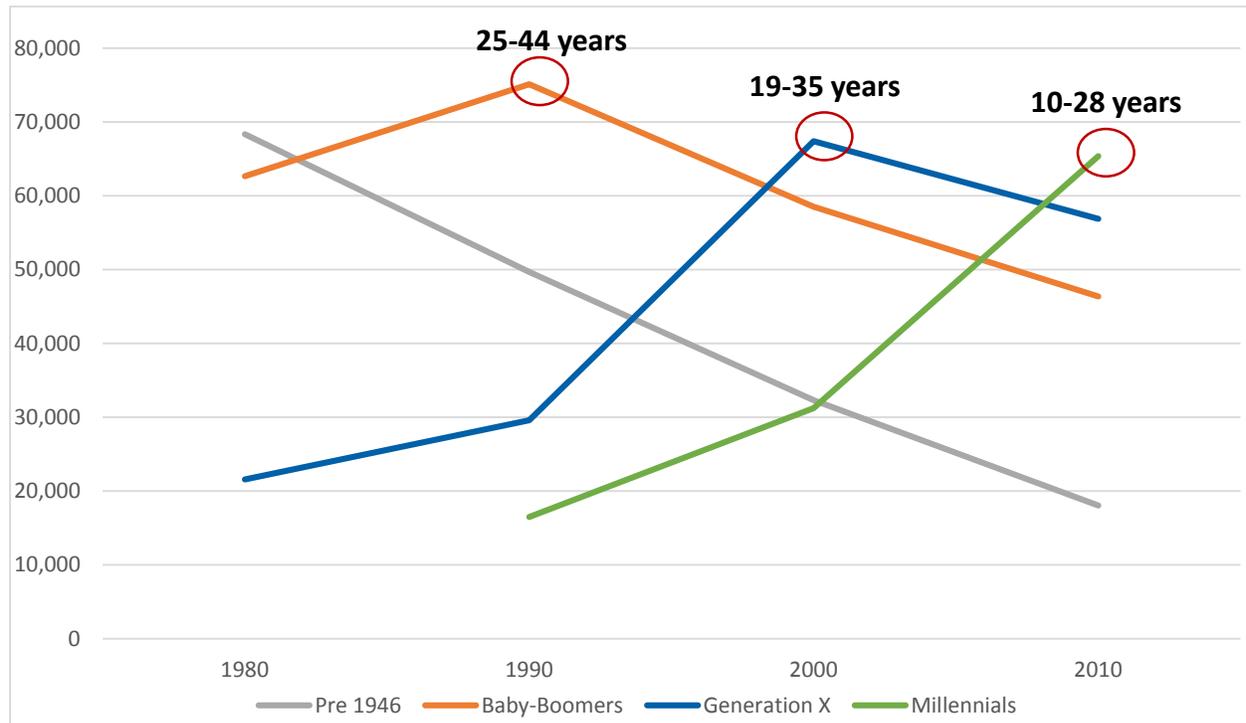
Figure X: 2000 - 2010 Census: Race and Ethnicity

	2000		2010		Change	
	Number	Percent	Number	Percent	Number	Percent
Total Population	189,453	100.0%	207,627	100.0%	18,174	9.6%
Population of One Race	149,084	78.7%	170,949	82.3%	21,865	14.7%
White	114,489	60.4%	132,961	64.0%	18,472	16.1%
Black or African American	17,244	9.1%	17,088	8.2%	-156	-0.9%
American Indian & Alaska Native	418	0.2%	394	0.2%	-24	-5.7%
Asian	16,232	8.6%	19,762	9.5%	3,530	21.7%
Native Hawaiian & Other Pacific Islander	114	0.1%	133	0.1%	19	16.7%
Some Other Race	587	0.3%	611	0.3%	24	4.1%
Two or More Races	5,101	2.7%	5,296	2.6%	195	3.8%
Hispanic or Latino (All Races)	35,268	18.6%	31,382	15.1%	-3,886	-11.0%

Arlington has also been experiencing generational shifts, although this is not a new trend. As Figure X illustrates, ~~each~~ the population of each generation tends to peak when in young adulthood (20s and 30s) before tapering off. The millennial generation (born 1982 to 2000) is currently the dominant generation in the County, but it remains to be seen whether this age cohort will stay in the County as they grow older and begin to form households or if many will leave as previous generations have done. The question of what the millennials will do next has significant implications for Arlington’s economy and facility needs over the next twenty years¹. The baby boom generation (born 1946 to 1964) has started to reach retirement age and will continue to do so over the next fifteen years. It will also be important to monitor trends within this cohort, as Arlington’s walkable neighborhoods and multi-family housing stock could attract baby boomers² from other cities and counties.

¹ This issue has received significant media attention recently, including a *Washington Post* article (Sullivan, P. (2015, August 29). Millennials have transformed Arlington, but will they stay? *The Washington Post*. Retrieved from <http://www.washingtonpost.com>).

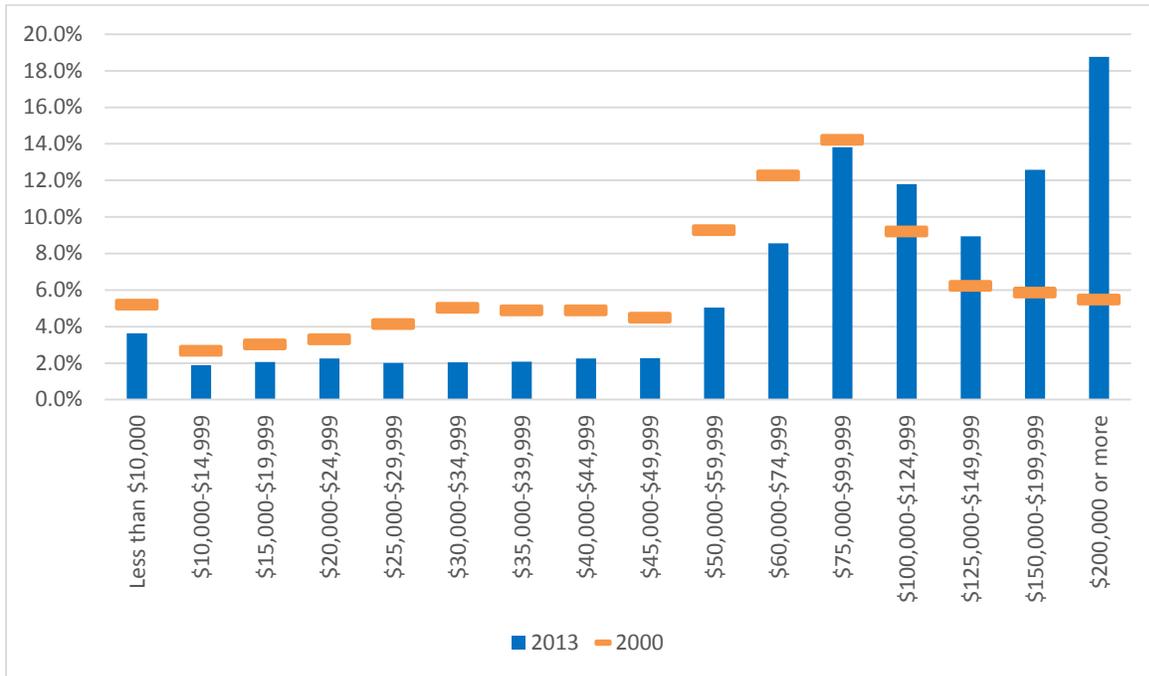
Figure X: Arlington Population by Generation, 1980 – 2010



Other recent trends in Arlington’s population and housing:

- The average household size for single family homes has increased since 2000. Single family owner-occupied housing increased by 0.3 persons per household, and single family renter-occupied housing increased by 0.6 persons per household. Household sizes for other housing types remained relatively stable.
- The fastest growing age cohorts between 2010 and 2013 since 2010 are 35 to 44, Over 65, and Under 5.
- 64% of Arlington’s housing supply is multi-family, and 94% of the net new housing built over the last five years is also multi-family.
- The County’s single family neighborhoods are changing, as older houses are torn down and replaced with new ones and existing houses are expanded through additions. Since 2000, an average of 103 single family homes have been demolished per year, and an average 131 new single family homes have been constructed per year (see Figure X). These trends are significant as the majority of school enrollment growth since 2005 has been students living in single family detached housing.
- Since 2000, the percentage of Arlington households with incomes over \$200,000 has increased significantly (see Figure X)

Figure X: Arlington Household Income, 2000 - 2013



Arlington's School Enrollment

Arlington Public Schools enrollment has seen major changes over the last 50 years. The timeline below addresses some major milestones in fall enrollment.

- In 1963 enrollment peaked with 26,927 students.
- From 1964-1967 enrollment remained above 26,000.
- In 1968 enrollment decreased and over the next 20 years, enrollment fell by an average of 3% each year.
- 1988 enrollment hit a low of 14,344 students.
- Over the next 14 years enrollment climbed steadily, growing on average by 2% each year, to a total of 19,140 in 2002.
- From 2003-2005 enrollment decreased by an average of 1% each year.
- In 2008, enrollment increased 850 over the previous year, an increase of 5%, starting a trend of unprecedented growth.
- From 2008-2014 enrollment increased by 4,995 students to a total of 24,249, an average growth of 4% annually.

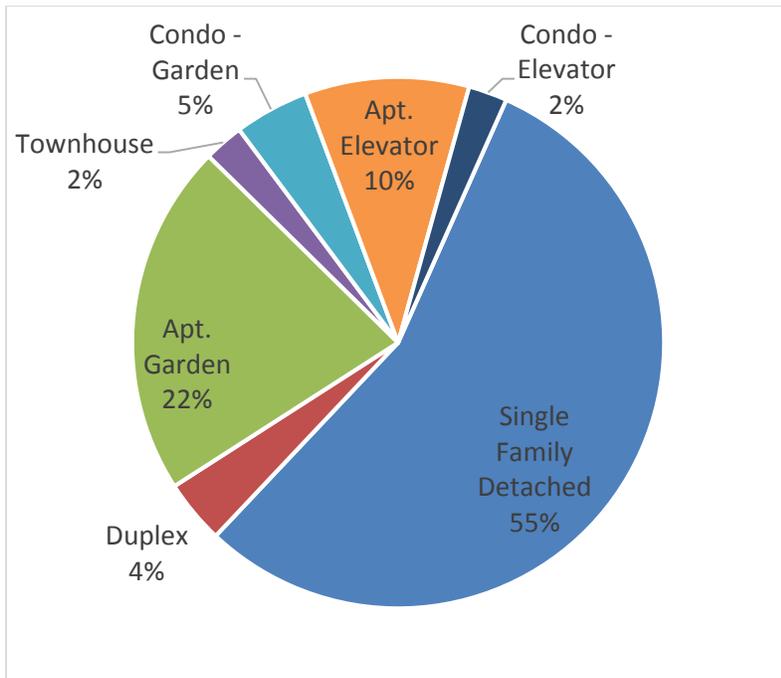
Historic enrollment from 1961 to 2014 Reaching levels last seen in the 1960s



The decline in enrollment resulted in consolidation and reorganization of a number of APS schools and programs. In 1975 Schools closed Madison Elementary School, the first closure due to shrinking enrollment. In the following years, six more elementary schools and two junior high schools closed. Some of the closed schools were given turned over to the County government (e.g., Madison, Fairlington). Some of the schools that closed due to shrinking enrollment, were reopened as schools when enrollment increased in the 1990s (e.g., Hoffman-BostonPage/ATS, Gunston).

In the 2013-14 school year, more than half of the 22,136 students enrolled in APS lived in single family homes. Twenty-two percent of students lived in garden apartments (walk-up apartment buildings), 10% lived in apartment buildings with elevators, 7% lived in condos (any type) and 6% lived in a duplex or a townhome.

Figure X Sept. 2013 APS K-12 Enrollment by Housing Type



As part of the projection process, APS computes a Student Generation Factor (SGF) to estimate the number of students that will be generated by future residential development approved by Arlington County. The SGF is a mathematical representation of the relationship between the number of students enrolled at APS on September 30th for a given year and the number of housing units in Arlington County. The SGF is calculated for different housing types (e.g., single family detached, townhouse, rental garden apartments). For the projection process, the SGF for each housing type is used to estimate the future student yield for housing units that are approved but not yet built.

In fall of 2013, the SGF for single family detached houses was 0.42. This means that for every 100 single family detached houses in Arlington, 42 students attended APS.

Over the past decade, there has been a shift in the housing type generating the most students. In 2004, duplexes had the highest SGF; today single family homes have the highest SGF. The SGF for multifamily apartment and condo units is relatively low, but since 2004 student generation has been increasing for most of these housing types. Because 94% of the net new housing built over the last five years is in multi-family units, staff will need to closely monitor changes in the SGF by these housing types.

Table X. APS Student Generation Factors by Housing Type

Housing Type	2004-05	2008-09	2010-11	2013-14	Change
Single Family Detached	0.35	0.4	0.4	0.42	
Duplex	0.46	0.45	0.45	0.38	
Apartment Garden	0.27	0.26	0.26	0.29	
Townhouse	0.09	0.12	0.12	0.13	
Condo – Garden	0.07	0.07	0.07	0.09	
Apartment Elevator	0.07	0.06	0.06	0.08	
Condo- Elevator	0.04	0.03	0.03	0.03	

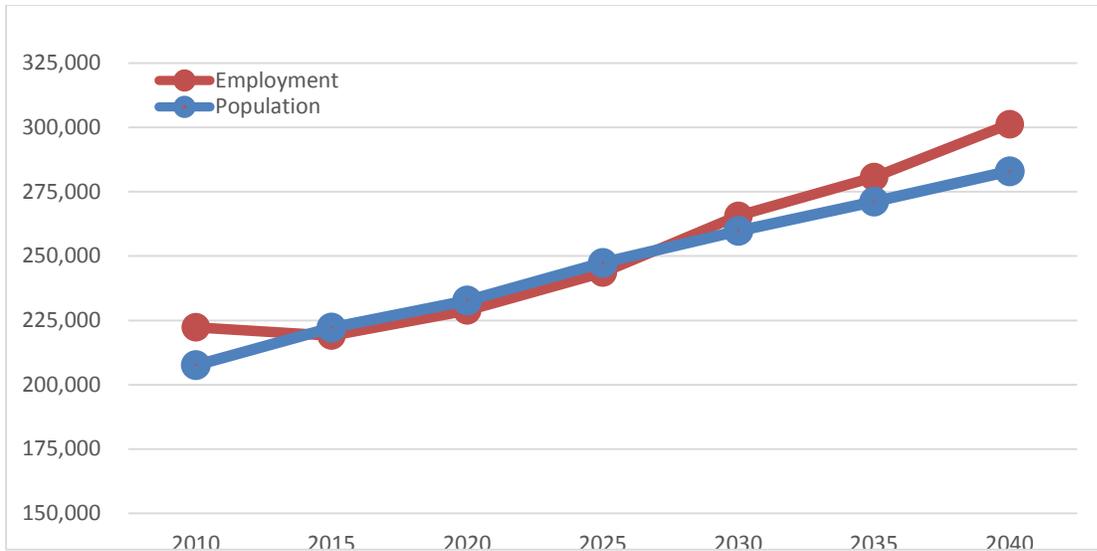
School enrollment is nearing to levels last seen in the 1960s and is expected to grow by another 7,800 students over the next decade. The significant increases that started in 2008 have made it difficult for APS to increase capacity to keep pace with enrollment.

Forecasts and Projections

The terms *forecast* and *projection* are both calculations of future conditions with one important distinction. A *projection* applies statistical techniques to extrapolate current trends. A *forecast* is a projection that accounts for policy decisions. Arlington’s predicted school enrollment numbers are projections because they use current enrollment and recent trends to determine future enrollment. Arlington’s predicted population and employment numbers are forecasts because projections based on current data and trends are modified to account for the County’s General Land Use Plan, an adopted policy document that guides decisions on future growth.

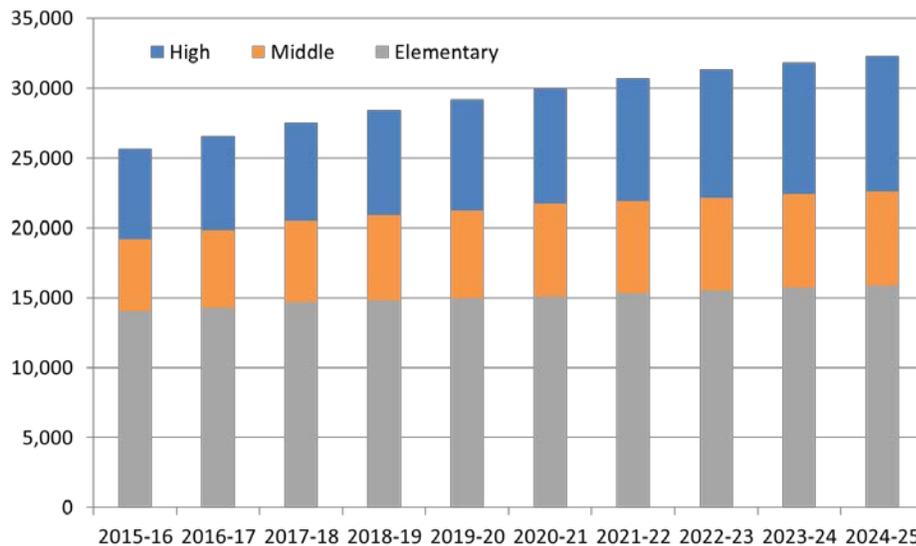
Arlington County produces 30 year forecasts of population, households, housing units, and employment. The County forecasts future development based on the County’s plans and policies. Factors, such as average people per household, are applied to future development to population, housing units, households, and employment. These forecasts are provided to the Metropolitan Washington Council of Governments and are required by the Clean Air Act. The primary purpose of the County’s forecasts is to provide inputs for regional transportation modeling, but they are also used by the public and private sectors for a variety of activities, including planning for public facilities. The forecasts are updated as major land use plans are approved by the County Board, typically on an annual basis. Figure X shows the County’s most recent population and employment forecasts, to the year 2040.

Figure X: Arlington Population and Employment Forecasts (Preliminary MWCOG Round 8.4)



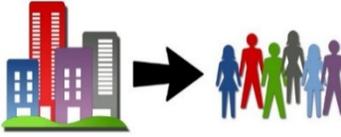
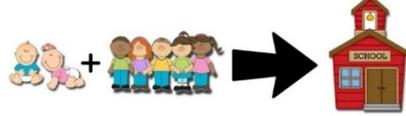
Arlington Public Schools produce 10 year projections of student enrollment. It uses a *grade progression ratio* method, which is the methodology used by most school districts in the United States. Grade progression ratio projects the future student population as current students advance from one grade to the next. Schools’ projections are used to generate budget costs, determine staffing levels, and predict future school facility needs. The projections are updated twice per year. Figure X shows Schools’ student enrollment projections through the 2024-2025 school year.

Figure X: Arlington Public Schools 10 year Student Enrollment projections (Fall 2014)



At the initial Community Facilities Study meetings, Study Committee and Resident Forum members expressed concern that the County and Schools are using different projection and forecast numbers for

their planning efforts. This is partly true because the County and Schools are projecting and forecasting different things for different purposes. The County forecasts future development and the total County population. Schools project a subset of the total population, children attending public schools. However, the County and Schools do use the same housing development data as part of their methodology. Figure X details the different inputs used by the County and Schools to generate their unique forecast and projection outputs.

County Forecasts		School Enrollment Projections
 Development People		 People (under 18) Students
Time	30-Year Forecast 5-Year Intervals	5-Year Short-term 10-Year Long-term
Inputs	<ul style="list-style-type: none"> • General Land Use Plan • Sector Plans and Site Plans • Residential Occupancy Rates • Average Household Size • Office Occupancy Rates • Employment - Space Conversion Factor • Development Pipeline Data 	<ul style="list-style-type: none"> • Current School Counts • Cohort Survival Rates – 3-Year Average • Arlington Resident Births • Student Generation Rates – By Housing Type • County Housing Pipeline Data
Outputs	Population Housing Units Employment Households	Students By Grade Level

CHANGE “UNDER 18” IN GRAPHICS TO “SCHOOL AGE”

The significant growth in school enrollment in recent years, combined with projections that the pace of growth will continue over the next decade, led to concerns within the community about the accuracy of the County’s and Schools’ forecasts and projections. The County and Schools brought in a team of consultants, Statistical Forecasting and RLS Demographics, to review and evaluate the County’s and Schools’ methodologies. The consultants concluded that the forecast and projection methodologies employed by the County and Schools are valid and appropriate for Arlington. The consultants also determined that two different datasets and methodologies are necessary to meet different purposes.

While the consultants validated the forecast and projection methodologies, they did recommend additional steps that could be taken to further improve accuracy, including the following:

- Developing annual reports and improving the web site (Schools) and comprehensively documenting the forecast methodology (County).
- The County and Schools could refine school enrollment projections by collecting and analyzing housing data such as unit type, number of bedrooms, and length of homeownership.

- Monitoring emerging trends in multi-family housing will be important to project potential changes in student generation rates.
- Supplementing the County's forecasts with a cohort-component and demographic analysis could help predict future births and students by focusing on the County's population of women of child-bearing age and fertility rates.

The County and Schools generally agreed with the consultants' recommendations, and they are in the process of implementing the short term recommendations, such as improving transparency and accessibility of information. For the longer term recommendations, the County and Schools are entering a second phase of work with the consultants that will test out proposed refinements to the methodologies. That work is expected to wrap up after the Community Facilities Study is complete. The results of this second phase will be shared with the County Board, School Board, and the public.

Facility Inventory and Projected Needs

The Committee was charged with identifying Arlington’s key facility assets (an inventory of existing County and School ~~physical~~ assets) and future needs in the next 5, 10, and 20 years based on demographic trends.

For the purposes of this report, a community facility is defined as land, buildings or infrastructure that is or will be owned, operated or leased by Arlington County or Arlington Public Schools, or that is otherwise developed or managed by them in partnership with a private or non-profit entity, to provide community services and/or to support a specific County or School function. Community facilities are developed to support a wide range of services and functions which usually fall into one or more of the following general areas:

- Administration
- Human Services
- Libraries
- Operations and Storage
- Parking
- Parks, Recreation, and Cultural
- Public Safety
- Schools and Education
- Transportation
- Utilities and Stormwater

The Committee also recognizes that public facilities are provided by the Federal and State government, as well as interjurisdictional organizations such as NOVA Parks and the Washington Metropolitan Area Transit Authority (Metro). Private and non-profit organizations in Arlington also provide essential services to the public, such as health care, but these privately-operated facilities are not considered part of the Community Facilities Study.

Inventory Overview

Although Arlington’s history can be traced back to the late 1700s when it was originally part of the 10-mile square surveyed for the Nation’s Capital, Arlington County’s substantive development began in the early 1900s and growing-grew more rapidly in the 1940s and 1950s with single family neighborhoods, apartment complexes, and commercial development to support the booming Federal government workforce. As the population began to grow, schools, community centers, fire stations, fleet maintenance facilities, and parks along stream valleys and railroad rights-of-way were funded and constructed to meet the essential community needs. Numerous facilities dating to those early days still exist today and ~~are-remain~~ in use. As the population grew steadily through the 1960s, additional public facilities were constructed.

While the County and Schools have since reconstructed facilities and built additions and new facilities to expand capacity and meet essential and discretionary needs, minor and major renovation projects are stretching the useful life of many of buildings. ~~This, however, is getting more difficult to meet the demands of a growing community, and the County is faced each year with systematically determining whether renovation or reconstruction of its aging facilities should occur.~~ The County and Schools are faced each year with systematically determining whether to renovate or reconstruct its aging facilities.

In recent years, renovations and maintenance of existing County facilities ~~have~~has been a priority for the County Board, while the School Board has started to invest in new construction to best meet the needs of the student population.

~~Appendix 3 provides an inventory of facilities operated by the County and/or Schools. Most facilities are owned by either the County or Schools, which maintain separate real estate holdings. However, some facilities are leased. In some instances, multiple facilities are located on the same property or building, such as the Thomas Jefferson Middle School and Community Center or the Aurora Hills Branch Library and Community Center. To serve the current population of 216,700 the County and APS operate 105 facilities today. The County Board owns 87 of these facilities and leases 18. The School Board has its own authority and owns the majority of the school facilities, with a few other supporting facilities located on shared property with the County Board. The School Board owns 33 facilities and leases three. The public facilities are generally distributed as follows:~~

Arlington County ~~Owned~~ Facilities

- 8 libraries
- 24 recreation/cultural centers
- 13 human services facilities
- 10 fire stations
- 4 administrative offices and/or complexes
- 23 facilities for County operations and 20 facilities for County storage
- 8 parking garages,
- ~~• Several administrative and operations facilities exist to support the school inventory, and~~
- Over 100 County parks (see Public Open Space for further discussion)-
- Approximately 1,000 lane miles of roadways and associated streetlights, traffic signals, and parking meters
- Sidewalks and street trees
- Bicycle facilities (lanes, cycle tracks, parking, Capital Bikeshare stations)
- Transit facilities, including 244 bus shelters
- Utilities including water mains, sanitary sewers, storm sewers, fire hydrants, stormwater management facilities, and the ConnectArlington fiber-optic network

~~Note: 8 County facilities are recently closed or scheduled to be closed in the near future~~

Arlington Public Schools Facilities

- 23 elementary schools
- 5 middle schools
- 3 high schools
- 4 facilities that house one or more instructional programs: H-B Woodlawn/Stratford, Reed, Career Center, Langston
- Other facilities: Education Center, Planetarium, Facilities Warehouse, Outdoor Lab, Syphax Education Center, and the Marshall Building

Facilities serving the public are generally evenly distributed around the County, making them convenient destinations within neighborhoods. Most of these facilities, built at a time when land was more readily available in the County, are single purpose, providing a discreet core function. Although Thomas Jefferson is an early example of a joint facility, the County ~~and Schools have~~ explored joint use facilities more regularly in the past few years. Joint use partnerships have occurred between the County and Schools as well as partnerships among different County departments or with private entities to gain more land and operational efficiencies. The Westover-Reed library and school; the Shirlington Library and Shirlington Theater; and the Arlington Mill Community Center and Arlington Mill Residences are examples of public facilities that use public land creatively and offer multiple uses. Virtually all schools are shared use facilities, with the community having access to and use of fields and school rooms outside of core instructional times.

In addition to the facilities that are most obvious to the general public, substantial infrastructure investments and a core set of facilities – those supporting the County's and Schools' “back of house” needs – are required to operate the public facilities as well as sustain the needs of residents, employees, and visitors in Arlington on a daily basis. The water pollution control plant, the street maintenance fleet storage and maintenance yards, bus storage, transit facilities and bus shelters, police and fire training facilities, among others, are examples of these facilities which typically go unnoticed because the County delivers service every day including clean drinking water, waste water treatment, reliable transit service, well-lit and navigable streets, refuse and recycling collection, school bus transportation, and public safety and emergency services. These facilities have storage and maintenance needs that are land-intensive, and often the operations can require activity day and night, involve noisy machinery, and visibly expose storage sheds, heavy equipment, and construction and building stockpiles. All communities have these needs. Arlington is no different. However, with limited land area in total and very little vacant land expanding these back of house facilities to keep pace with a growing population has become increasingly difficult.

~~See Appendix 3 for the County and School public facility inventory.~~

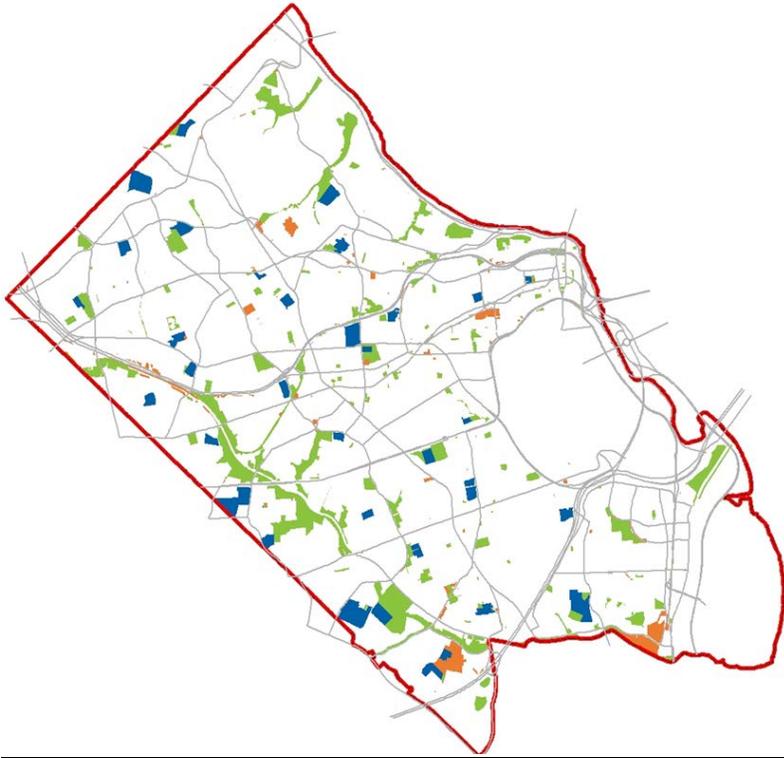
Land

Arlington County occupies approximately 26 square miles, making it one of the smallest counties in the nation. That land is divided as:

- 14.4 square miles in private ownership;
- 6.0 square miles in public rights-of-way;
- 3.5 square miles owned by other governmental entities; and
- only 2.2 square miles accounting for County and School owned land.

Of the 2.2 square miles, approximately 62 percent is occupied with County parks, 25 percent occupied by Schools, and 12 percent occupied by other County services, such as fire stations, libraries, and the back of house facilities at the Trades Center complex.

Figure X: Parcels owned by County Board and/or School Board (legend to be added)



Public Open Space

The public open space system in the County is extensive with a mix of parks for fields and sport activities, urban plazas, playgrounds, water spray parks, seating areas, parks for dogs, natural environments, resource protection areas, and a host of fitness, learning, recreational and cultural resources within community centers including gymnasiums, classrooms, senior activity areas, and game rooms. As one of 11 elements of the County's Comprehensive Plan, the *Public Spaces Master Plan* guides the vision and policies for the open space system.

Today, there are over 2,200 acres of parkland in the County. The County owns over 900 acres of parkland, the Northern Virginia Regional Park Authority (NVRPA) owns approximately 150 acres, over 45 acres are covered by public access or conservation easements, and the most extensive area, over 1,150 acres, is controlled by the Federal government. The County's parkland currently reflects a combination of natural resources, Resource Protection Areas, and 142 parks of varying sizes, conditions and amenities for low- to high-intensity community use. (For a more detailed breakdown of the park and natural resources facilities, see the Appendix 3 and presentation made to the Committee on April 22, 2015).

The Department of Parks and Recreation (DPR) manages the County's open space system and implements improvements to facilities through master planning processes to obtain community input and maximize use and enjoyment of the parks. On a less frequent basis, the County acquires private property to add to the open space supply and these spaces are often small lots (less than 1 acre in size)

adjacent to existing parks or natural areas. However, since 1995, the County has added over 15 acres combined to Fort Bennett Park and Fort C.F. Smith Park and over 30 acres to create Long Bridge Park, a sports and recreation destination at the northern end of Crystal City.

While this supply of open space is extensive, many parks are heavily used and often reserved for particular groups and leagues making it difficult for drop-in enjoyment by the broader community. Recent data has shown an 11 percent increase in facility reservations from FY 2013 to FY 2014. Class registrations were up 34 percent and youth sports were up 33 percent between FY 2011 and FY 2014. Through its management of the County's open space system, however, DPR assesses park conditions and usage, as well as collects user demands through routine community surveys, in order to improve facilities and programming as well as expand access for the broader community.

The programming and operation units of DPR have taken steps to keep pace with this increased demand through use of multi-purpose fields, synthetic fields and lighting to extend hours and reduce maintenance, and sharing spaces with private schools. However, in some cases special requests for field use have been declined and program registrations have been limited. Another way capacity has increased to meet the demands is through collaborative agreements between the County and Schools. The County and Schools have five joint use facilities (i.e., combined school and community centers such as Gunston Middle School/Community Center) and additional shared use facilities (i.e., fields on school properties for after-hour community use) that expand the community's use of open space and similarly fulfills the students' needs for sports teams, recess, physical activity classes, and scholastic teams.

Although there are success stories from sharing facility resources, today these experiences have placed pressure on the open space system as Arlington's population has steadily increased. As a result, the needs, future planning and land acquisition for parks, open space, cultural and recreational facilities are one of the primary discussion topics raised by community members in all civic engagement arenas. The Community Facilities Study Committee discussed future needs based on changing demographics and more concerted effort to strategically plan for open space acquisition (see Chapter 3 for more information), but it also recognized that these issues would be examined in more detail as part of the process to update the *Public Spaces Master Plan*.

Planned and Projected County Facilities

The County's Capital Improvement Plan (CIP) for fiscal years 2015 to 2024, a document which outlines immediate and emerging capital projects, includes three major renovation projects, two new facilities and a myriad of public space improvement projects:

- Replacement and expansion of the salt storage facility along 26th Street North;
- Replacement of the Lubber Run Community Facility, originally built in 1956, with a new, improved and larger facility;
- Expansion of employee parking in the Trades Center complex.
- Construction of a new fire station #8 to serve the northern part of the County;
- Construction of a new Arlington Transit (ART) bus maintenance and storage facility to meet some of the existing supply and routes;
- Reconstruction of four parks;
- Master planning processes for five parks; and
- Installation of three new synthetic turf fields.

Looking ahead as the planning process begins for the biennial CIP update (FY 2017-2026), the County expects to prioritize additional transportation facilities, fire stations, storage areas, and additional

improvements for core infrastructure facilities in order to meet the forecasted population and employment growth, the County's goals for high-performing and expanding transit service, and the demand for document archival and storage needs. It is anticipated that following facilities will be needed in the near future:

- Additional ART buses, as the County expands this service and takes over routes currently operated by WMATA; and associated storage and maintenance facilities to meet the expected 50% growth by 2020;
- Transit parking and maintenance facilities for the transit service ultimately selected for the Crystal City and Columbia Pike corridors;
- One new fire station and three relocated facilities to ensure that all neighborhoods meet the emergency response time levels; and
- Increased storage for a multitude of County operations, particularly for police services and capacity in the Trades Center complex.

Planned and Projected School Facilities

As noted in this report's section on Demographic Forecasts and Projections, APS' enrollment increased by nearly 5,000 students between 2008 and 2014. Enrollment is projected to increase by an additional 7,800 students through 2024. The School's' adopted CIP (FY 2015 – 2024) currently includes the following construction or renovation projects that will add seats for students:

- Construction of Discovery Elementary School (630 seats) (completed and opened September 2015)
- Interior renovations at Washington-Lee High School to expand student capacity (300 seats) (expected completion Fall 2015)
- Building renovation and additions (241 seats expansion) at McKinley Elementary School (expected completion September 2016)
- Building renovation and additions (136 seats expansion) at Abingdon Elementary School (expected completion September 2017)
- Building renovation and addition at Stratford Middle School (1,000 seats) (expected completion September 2019)
- Construction of Wilson School for H-B Woodlawn and Stratford programs (775 seats) (expected completion September 2019)

Even with the expected completion of the CIP projects listed above, APS is projecting enrollments that exceed school capacity. The inventory of schools in Appendix 3 compares projected capacity and enrollment for the year 2019. In addition to these projects, Schools have identified additional school and supporting service needs through its annual review of student projections and its Arlington Facilities and Student Accommodation Plan (AFSAP) process. The recently adopted Arlington Facilities and Student Accommodation Plan (AFSAP) identifies additional school and supporting service needs to meet this growing demand. Planning discussions have started or will start soon on the following projects:

- A new elementary school in the southern part of Arlington (see South Arlington Working Group in Chapter 1)
- Interior renovations at other secondary high schools to gain additional capacity
- Conversion of the Career Center school to a capacity generating high school, one that provides comprehensive learning
- Placement of relocatables (temporary classrooms on school campuses) to fill short-term needs

- Additional capacity for bus parking and associated staff parking

Long-Term Needs

Beyond these anticipated needs, the Committee recommends that a strategic planning framework be established that would institutionalize a process for identifying future public facility needs and respond to changing demographic and economic conditions. See Chapter 3 for more information.

Strategic Facility Planning and Priority Setting

The Comprehensive Plan

The General Land Use Plan (GLUP), one element of the County’s Comprehensive Plan, is required by the Code of Virginia. It establishes the overall character, extent and location of various land uses and communicates County policy to citizens, the business community and others ([General Land Use Plan booklet, December 2011](#)). It and the other ten Comprehensive Plan elements¹, provide an essential framework for decision-makers. Sector Plans, Area Plans and Revitalization Plans provide more detailed policy guidance for specific areas of the County and also are developed with extensive citizen participation. Since their original adoption, the GLUP and Plan elements have been continuously updated.

Despite a long history of comprehensive planning in the County, Comprehensive Plan elements are developed separately on different time cycles. Plans are developed and updated through an extensive community process that incorporates public input throughout the process. However, no clear process exists to reconcile competing objectives between Comprehensive Plan elements (or between Area Plans and Master-Plan elements) or to comprehensively (e.g. in a Plan element) address community facility needs such as libraries, public safety, technology and storage. As a result, these Plan elements may contain conflicting ideas which have neither been reconciled nor prioritized. When this occurs, community interests are pitted against each other, often playing out in community review of a public facility (i.e. a school or recreational facility) or a site plan project. This results in a “win – lose” scenario and undermines trust in the community process. Further, Comprehensive Plan elements often calculate projected growth quantitatively (e.g. number of new residential units/ square feet of commercial space) with insufficient attention to the characteristics of future residents and workers which may create new and different demands for County facilities and services.

Capital Improvement Planning

The Capital Improvement Plan (CIP) is one of the critical supporting documents to the Comprehensive Plan. The CIP is a ten-year plan for investment in Arlington’s physical assets. The CIP covers all types of infrastructure and is balanced between maintenance of existing infrastructure and new investments. The combined total for both the County and APS CIPs is \$3.2 billion with transportation, schools and water and sewer infrastructure the largest expenditure categories. The CIP is developed on a biennial

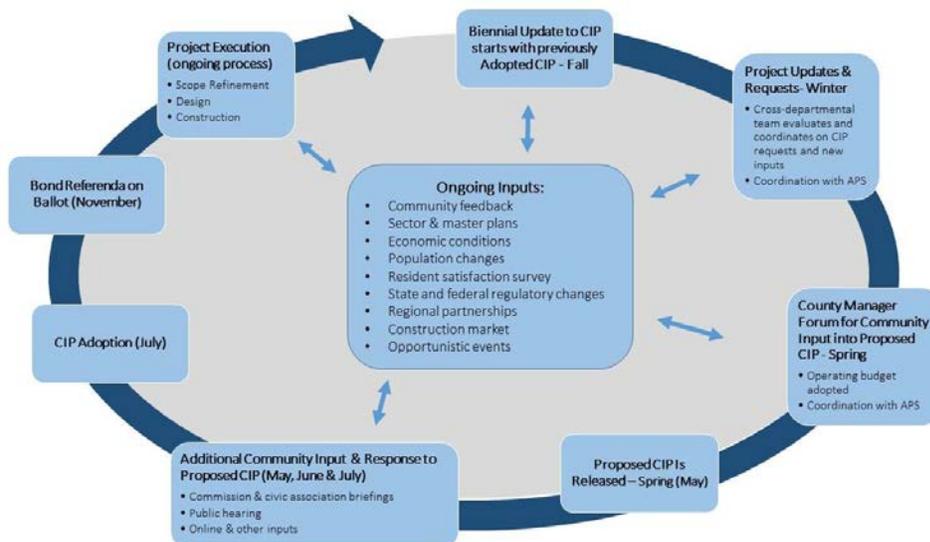
¹ Adopted Plan elements include the Affordable Housing Master Plan, the Chesapeake Bay Preservation Ordinance and Plan; the Community Energy Plan, the General Land Use Plan; the Master Transportation Plan (including eight subelements); the Public Spaces Master Plan (including three subelements); the Historic Preservation Master Plan; the Recycling Program Implementation Plan; the Sanitary Sewer System Master Plan; the Storm Water Master Plan; and the Water Distribution System Master Plan; [General Land Use Plan Booklet, December 2011](#)

basis with the most recent adopted CIP as the starting point. Among the factors considered in developing the CIP are:

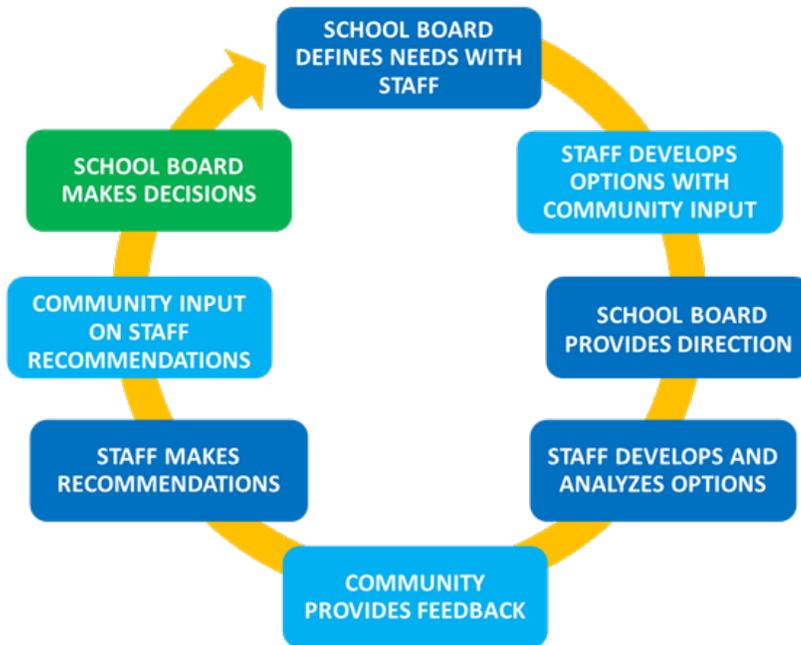
- Updated economic and revenue projections impacting debt capacity
- Commercial development activity
- Construction market conditions impacting project cost estimates
- Project cost estimates change due to design changes, site conditions, etc.
- Board direction on specific projects or initiatives
- External impacts of regional partnerships (e.g. WMATA)
- Federal and state regulatory changes
- Population changes (e.g. enrollment) or service delivery demands
- Opportunistic events such as land acquisition

Currently, facility needs are prioritized primarily through the County and APS Capital Improvement Plan (CIP) processes which are developed separately. County CIP planning begins with the previously adopted 10-year CIP; APS uses the Arlington Facilities and Student Accommodation Plan (AFSAP) as their starting point. The AFSAP takes a comprehensive look at enrollment and capacity using current and projected enrollments by school and grade. The AFSAP identifies decision points around the need and location for new seats and redistribution of students or programs. APS works with its Facility Advisory Committee Advisory Council on School Facilities and Capital Programs (FAC) and Budget Advisory Council (BAC) throughout the year and has a number of check-ins with the community on draft School CIP proposals to obtain comment. The County does not have a similar committee to FAC, and develops the draft CIP internally with input from Commissions (i.e.e.g., Parks and Recreation Commission). The Planning Commission holds a public hearing and makes a recommendation on the draft to the County Board. The County Board holds multiple work sessions and a public hearing on the draft CIP prior to adopting it.

COUNTY CIP PROCESS and TIMELINE



APS CIP PROCESS and TIMELINE



Setting Priorities for Public Facilities

For the purposes of this report, a community facility is defined as land, buildings or infrastructure that is or will be owned, operated or leased by Arlington County or Arlington Public Schools, or that is otherwise developed or managed by them in partnership with a private or non-profit entity, to provide community services and/or to support a specific County or School function. Community facilities are developed to support a wide range of services and functions which usually fall into one or more of the following general areas:

- Administration
- Human Services
- Libraries
- Operations and Storage
- Parking
- Parks, Recreation, and Cultural
- Public Safety
- Schools and Education
- Transportation
- Utilities and Stormwater

The Committee also recognizes that public facilities are provided by the Federal and State government, as well as interjurisdictional organizations such as NOVA Parks and the Washington Metropolitan Area Transit Authority (Metro).

The issue of the County and the Schools setting priorities for future funding and construction of public facilities has been a topic of discussion in all four of the Subcommittees. Neither the Comprehensive Plan, nor the County and School CIPs provide clear guidance on how projects are prioritized for inclusion in a CIP or for design or funding. This is particularly critical given that the competition for land and financial resources between school and other facility needs will only worsen with increased demand due to population growth and a shifting economic base. The Study Committee concluded that a priority setting process must be devised as a foundation for the proposed siting process and to improve utility of the CIP.

The priority setting process is designed to achieve four goals:

- Institutionalize better coordination between Schools and County and among the several County departments including development of criteria for prioritizing facility needs
- Improve the opportunity for public participation and input into the early stages of facility planning
- Bring together the information about ongoing demographic and economic changes in the County and Sschools with the early planning and thinking about future facilities.
- Identify long-range strategic issues and their implications for facility needs and provide a basis for prioritizing candidates for inclusion in a future update of the CIP.

Structure for Setting Priorities

The Study Committee recommends that a three-level structure be used to create closer alignment between the County and School’s capital planning efforts and better community understanding of the full range of community facility needs including maintenance of existing facilities. Together, they would establish the initial list of public facility priorities, maintain an updated facility priority list and seek public comment on those priorities. The structure would consist of the Facility Strategic Planning Committee, a joint county/APS Staff Team and a citizen commission, the County Facility Advisory Committee.

The Study Committee recommends the establishment of a County Board and School Board establish a Facility Strategic Planning Committee comprised of two County Board and two School Board Members (with a rotating Chair) to set policy and give direction to a Joint County/APS Staff Team chaired by a designated senior person from the County Manager’s office and comprised of the key facilities planning staff from APS and County departments (See Appendix X5 for a more detailed description of this framework). The staff person designated to lead the effort must be senior enough to provide direction and leadership to the rest of the team and be charged with taking a longer strategic view of needs. The longer term, strategic view of needs—in conjunction with a recognition and understanding of immediate priorities—are critical to ensuring a balanced view of capital needs.

To ensure that the Facility Strategic Planning Committee has a comprehensive view of facility needs and issues and economic drivers, they would receive annual updates on demographic trends, development market projections and other factors (including the natural aging of structures) and for

schools, the general geography of future school needs that might impact the need for future facilities. They also would look at current project schedules, scope and budget and provide guidance as needed, review priority and co-location options.

The Joint County/APS Staff Team would have responsibility for

- supporting the Facility Strategic Planning Committee,
- coordinating the County Facility Advisory Commission,
- working with the County Facility Advisory committee to develop criteria for prioritizing facility needs,
- -overseeing civic engagement and communications with the community.

Community involvement would be achieved through ~~a new~~ the County Facilities Advisory Commission (CFAC) similar to the current APS FAC. ~~It could meet jointly as needed with the FAC.~~ CFAC would be responsible for developing and annually updating/validating the criteria used to assess immediate, mid-term and long-term facility needs within categories of public facilities. The Commission would seek public input on these criteria as well as the project lists which would be derived from Plan elements, Sector and Area Plans and the adopted CIPs.

It is anticipated that this group would be composed of residents with civic participation experience rather than drawn from existing commissions, that the membership be diverse in terms of age, culture and County geography, and that at least some members have experience in planning, public finance, design and construction. The CFAC would seek input from commissions annually on their public facility priorities. Opportunities for broad citizen input would be developed for both the priority setting process and development of the CIP.

Public Facility Needs Assessment

In developing a master list of projected future needs, the staff committee and CFAC would review those facilities currently in the approved CIP, adopted Plan elements, and supporting documents of the Comprehensive Plan including sector and area plans that are adopted for different areas of the County (Appendix X-). Some of the public facilities identified in plans are incorporated into the CIP while others are not included or are intended to be provided through development projects. Finally, the needs assessment would also need to include facility needs not yet in plans identified by departments with input from service providers and others.

The Study Committee recognizes that facility needs are driven by demographics and concluded that developing a consolidated list of County and School public facility needs is an essential input to the facility prioritization process. Criteria for the facilities to be included need to be developed as part of this effort. For example, it would not make sense to include every utility connection or sidewalk project, and the proposed timing—immediate, mid-term and long-term also should be included if known. Opportunities for community input would be devised for this stage of the process.

Public Facility Prioritization

Prioritization of facility needs is a crucial step before a facility proposal should be included in a CIP. The list of public facility needs should be evaluated as to how the need could be addressed; options

could vary widely depending on priority and available funding. The Study Committee felt strongly, however, that CFAC should develop criteria for the different types of facilities to assist the CFAC and staff in developing project priority recommendations for consideration by the Facility Strategic Planning Committee and discussion with the community. These criteria could be weighted for a number of factors including the target population. **EXAMPLES WILL BE INCLUDED IN THE NEXT DRAFT.**

The details of this recommendation would need to be worked out jointly by the County and APS.

Revised Siting Process

As previously noted, one of the primary tasks of the Community Facilities Study Committee is to propose “criteria and a process for siting any new County or School facilities or adding new or expanded uses to existing facilities or sites.” With limited land, limited financial resources and many facility projects in the queue, the Study Committee, with input from the Resident Forum, developed siting principles and a four-stage siting process that improves upon current practices (Appendix 6). The siting process is intended to function as a project management tool to make siting decisions efficiently and, effectively, and with ample community input.

Siting Principles and Process

One of the primary tasks of the Community Facilities Study is to propose “criteria and a process for siting any new County or School facilities or adding new or expanded uses to existing facilities or sites.” With limited land, limited financial resources and many facility projects in the queue, the Study Committee, with input from the Resident Forum, developed siting principles and a four-stage siting process that improves upon current practices (Appendix 6). The siting process is intended to function as a project management tool to make siting decisions efficiently and, effectively, and with ample community input.

The Study Committee is recommending the following six principles to guide all siting processes, recommendations, and decisions.

1. Be as transparent as possible: share information broadly and communicate regularly.
2. Time and funding are limited: undertake siting processes in a timely and cost-conscious manner.
3. Use resources efficiently: explore multiple-use facilities and designs that could be adaptable over time.
4. Balance County-wide and local needs.
5. Guide discussions and decisions with established plans, policies and goals.
6. Distribute facilities equitably across the County as much as possible.

The recommended siting process consists of four phases. In Phase 1, the project scope for the identified use and process will be established. This phase will determine siting requirements and considerations, a framework for how sites will be evaluated, the civic engagement process and communications plan, and the timeline for reaching a decision. In Phase 2, potential sites will be identified, evaluated, and refined to a two or three options for further consideration. In Phase 3, design studies and analysis will be developed for the refined list of site options identified from Phase 2. The evaluation of these sites will

inform the recommendation of a preferred option. In Phase 4, the County Board and/or School Board will consider the recommendation and confirm a final approach.

The siting process is intended to be flexible enough that it can be adapted to a variety of situations. It would primarily be used in situations when a known facility need requires a site, such as determining the location of a new school. The process could also be modified for situations when new use(s) will be determined for a known site has become available for development.

For more information on the Study Committee's proposed siting principles and process, refer to [Appendix 6](#).

Recommendations:

1. Implement the proposed public facility priority setting framework with a facility strategic planning committee at the elected official level, citizen advisory commission, and strategic staff planning group
2. Implement the proposed Public Facility Siting Process
3. Establish a data-driven County/APS Strategic Planning unit
4. Set up the interdepartmental staff team and citizen advisory council