Subdivision Staging Policy Update Review Montgomery County, Maryland

Evaluating Recommendations on the Adequacy of Public School Infrastructure to Accommodate Growth in the Amount, Forms, and Locations Desired

A ULI Virtual Advisory Services Panel Executive Summary Report

April 27–29, 2020

Urban Land Institute
Advisory Services Program

About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

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About ULI Advisory Services

The goal of the ULI Advisory Services program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a two-and-a-half-day virtual Advisory Services panel (vASP) is tailored to meet a sponsor's needs. For a virtual panel, ULI members are briefed by the sponsor, engage with stakeholders through in-depth interviews, deliberate on their recommendations, and make a final presentation of those recommendations. A written executive summary report is prepared as a final deliverable.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's vASP assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

This vASP was ULI's first such program executed in an entirely virtual format. It was created as a programmatic pivot during these uncertain times and is a complement to the existing Advisory Services program and technical assistance panel services offered by ULI.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this vASP executive summary report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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Acknowledgments

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- Director's office: Robert Kronenberg and Tanya Stern;
- Research & Special Projects Division: Corinne Blackford and Pamela Zorich; and
- Functional Planning & Policy Division: Hye-Soo Baek.

The panel would also like to thank the 25 community leaders, planning staff, and representatives from across Montgomery County who shared their perspectives, experiences, and insights with the panel.

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Background and the Panel's Assignment

Montgomery County is currently updating its Subdivision Staging Policy (SSP), which aims to pace new development with the infrastructure needed to support it. Concurrently, the county is also considering modifications to the tools, such as impact taxes, used to generate funding for infrastructure improvements. In the update of the policy, planning staff is attempting to use a data-driven approach to better understand the county's current development patterns and their impact on school enrollment.

The SSP is the tool by which the county ensures that its essential public facilities, particularly schools and transportation systems, keep pace with development. The county first adopted the policy to direct the Planning Board's administration of the Adequate Public Facilities Ordinance during the building boom of the mid-1980s. At the time, the county's growth was largely characterized by greenfield single-family development in areas completely devoid of infrastructure. The county's current housing growth largely (though not entirely) comes in the form of infill high-rise units, which has been found to generate very few students compared to single-family units. Yet enrollment in county schools continues to grow and overburden the existing facilities.

The SSP tests the county's infrastructure for adequacy based on projected capacity, growth, and future development. The policy is updated every four years to ensure that the metrics used for evaluating the impact of development on essential public facilities, such as student generation rates, reflect the latest growth patterns of the county.

Currently, the SSP imposes a residential development moratorium in areas where school capacity use across a cluster or school service area reaches 120 percent utilization. In the annual school test for fiscal year 2020, over 12 percent of the county's land area was placed under a moratorium, including areas that the county has prioritized for growth with recent master plans. Areas under moratorium during FY20 include Silver Spring, Takoma Park, and North Bethesda, among others.

As the county continues to see a shift toward infill development, the current update is focused on better understanding if and how the county's changing development patterns may be affecting enrollment trends in public schools and better aligning the policy with the county's current development and growth context.

Panel's Scope

Montgomery Planning staff aims to use ULI's Advisory Services program to gain fresh insight, help create innovative solutions for a complex growth policy, and review and critique policy recommendations. The sponsor hopes to shift the policy from its current use of a development moratorium that halts developmental approval until overutilization of school capacity is addressed to a policy that more proactively encourages infrastructure in the areas where growth is desired or planned to occur.

The ULI virtual Advisory Services panel (vASP) reviewed existing data compiled by the county and endeavored to offer a fresh perspective to the county on the growth challenges it faces. The vASP was asked to provide feedback and suggestions on the policy recommendations developed by the Montgomery County Planning staff to date.

Specifically, the panel addressed the following questions:

- What are some context-sensitive growth policy recommendations that the county should consider as it aims to update its Subdivision Staging Policy?
- What are appropriate ways to define and measure school infrastructure adequacy?
- What guidance exists to shift from a reactive development moratorium to a proactive prioritization of infrastructure areas where the county desires to grow?
- What would be an effective and equitable method of generating funding for school infrastructure improvements?
- Can examples and best practices be derived from other jurisdictions around the country with similar growth contexts and challenges? What might the county learn from these other places?
- How have other jurisdictions created policies to ensure school adequacy while also promoting other planning priorities (such as affordable housing, economic development, and resilience)?

Panel's Approach

Montgomery County has been a leader in shaping best practices in growth planning through tools such as the SSP, first devised in the 1980s. Resources from this era were built to address a different building context and are now being updated and tested by different growth and planning priorities and may no longer work as a resource to ensure school needs coincide with growth. Montgomery Planning's recognition of challenges within the existing SSP tool and effort to meet the needs of 2020 and beyond must be bold and intentional, justified, and clearly communicated.

The panel supports the renaming of the Subdivision Staging Policy to reflect its role as supporting long-range plans and removing impediments to community visions. The panel recommends layering into the policy intent statements that reflect shared values. Introduce into the policy a brief section laying out intent statements guided by shared values. The intent statements should link the policy clearly to the broader vision and goals embedded within the county's long-range development plans. The idea is to place the growth policy within the context of the county's long-range plans so its purpose and the role it plays in achieving desired future conditions is clearly explained. This short addition to the policy could help build support for it and clarify its purposes.

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Guiding Principles

The panel recommends that a set of guiding principles be adopted and kept front and center; every action and decision from planning staff, county council, and planning boards as well as the community should move the agenda forward.

For example, the panel built the following guiding principles for planning from a set of shared values that were gathered from briefing materials and discussion with community members:

Children and Youth: The agency partners—Montgomery Planning, Montgomery County Council, Montgomery County Public Schools (MCPS), and Montgomery County School Board—agree that the education, safety, and enrichment of all children and youth living in the county are of the utmost importance. The partners acknowledge that facilities, logistics, and educational attainment outcomes are not equitable. Policies adopted and implemented should prioritize the education, safety, and enrichment of all children and youth over other issues.

Equitable and Orderly Growth: The agency partners agree that equitable and orderly growth for the county as a whole is a priority. This means that policies and practices should emphasize investment in areas with racial and economic disparities. Growth policies should help mitigate disparate outcomes in development and past investment policies and practices.

Predictable Economic Development and Data: MCPS and Montgomery Planning will use a data set reflective of market realities that is robust, accurate, and well understood by the partners, communities, businesses, nonprofits, and developers reflective of market realities.

Engagement, Communication, and Transparency: People should feel informed and understand the policy; when the policy is implemented, interpreted, or changed, people should feel that they have a well-defined role in helping revise it.

Problem Solving: Agencies, parents, advocates, partners, and staff will prioritize problem solving to address issues that arise, problems that exist, and future challenges that arise as a result of the policy and how it is implemented.

Consistent with these guiding principles, the panel recommends either as an addition to the current growth policy update or as a subsequent follow-up effort, that the county modify aspects of the policy as necessary to deliberately reflect the county's equity goals in the growth policy.

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Subdivision Staging Policy Recommendation Review

BUILDING ON THE SHARED VALUES OF THE GUIDING PRINCIPLES, the panel organized its review around the Montgomery County SSP and developed a set of recommendations that first, highlight existing recommendations supported by the panel; second, expand upon recommendations for immediate or long-term consideration and modification; and last, provide a few relevant case studies and useful resources.

Subdivision Staging Policy Recommendation Overview

The panel supports a majority of the proposed updated recommendations as presented during the panel engagement from April 27 to 29, 2020. Following are the recommendations for which the panel recommends immediate or long-term consideration and modification:

- Annual School Testing and Utilization Report
  R3: Annual School Test timing
  R5: Moratorium thresholds
  R6: Utilization Premium Payments thresholds
- Residential Development Moratorium
  R12: Elimination of current moratorium exception
- Student Generation Rates
  R13: Calculation of Student Generation Rates
- Funding Mechanisms
  R19: Calculating impact taxes for multifamily units
  R20: Impact tax gradients and discount factors
  R25: Applying impact taxes on a net impact basis

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Recommendations for Immediate or Long-Term Consideration

The panel has attempted to address recommendations for immediate or long-term consideration and to weave answers to the original scope questions into the following topic areas.*

Annual School Testing and Utilization Report

Following are the panel's recommendations for the proposed updates to the SSP related to annual school testing and the utilization report section.

R3: Annual School Test guidelines

R4.2 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:
"By the effective date of the updated County Growth Policy (likely January 1, 2021), the Planning Board must adopt a set of School Test Guidelines which outline the methodologies used to conduct the Annual School Test and to evaluate the enrollment impacts of development applications and master plans."

The existing Annual School Test is perceived as a complicated process, with timing aspects that can be confusing to the public as well as the development community. The panel recommends that Montgomery Planning work with MCPS to simplify the test and better align the timing of its components, to the extent possible. The School Test Guidelines to be adopted by the Planning Board per recommendation R3 provide an opportunity to begin to address simplification, timing alignment, and clarification, where possible. Future updates to the policy can continue the process of simplifying the test and aligning timelines.

*The panel reviewed a draft of the recommendations produced by the sponsor in April. On May 21, the sponsor released the SSP recommendations with updated numbering. In the following discussion, the updated numbers are provided in gray following the original recommendation number.

R5: Moratorium thresholds

R4.4 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:
"The Annual School Test will evaluate projected school capacity utilization five years in the future against identified school adequacy standards to determine residential development moratoria and areas requiring Planning Board review."

The Annual School Test's evaluation of projected capacity utilization to determine moratoriums is based on a five-year projection. The relatively long time horizon used in the projections results in greater uncertainty because the accuracy of the projection may decline significantly in the out-years. The panel suggests shortening the projection horizon to three years as a way of improving the accuracy of the projection results and adding predictability for the development community.

R6: Utilization Premium Payments thresholds

R4.16 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:
"The Annual School Test will evaluate and report the combined utilization of each articulation pattern (feeder combination of elementary, middle and high schools) for the following school year to determine applicable Utilization Premium Payments."

The Utilization Premium Payment makes sense as a means to increase resources available to improve school capacity where it is most needed. However, the increased fees can be significant and will increase the potential cost burden on the development community. The panel supports the Utilization Premium Payment but recommends ensuring transparency in its creation and clarity in its application, as well as highlighting the benefits to the community to heighten and sustain community support.

With these proposed county recommendations that the panel supports, along with consideration of potential adjustments as recommended by the panel regarding the Annual School Test and the Utilization Report, the effectiveness of the growth policy and transparency in the decision-making process can be further improved.

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Residential Development Moratorium

By using the updated strategy to assign each county neighborhood to one of three School Impact Areas, the updated SSP takes a step toward a more proactive prioritization approach. In practice, the current moratorium policy disproportionately negatively affects adopted area master plan locations, precisely where development priorities are established. Eliminating moratoriums in the Infill and Turnover Impact area allows otherwise acceptable and desirable development to move forward in these locations where most of the county's priority master plans have been adopted.

Further, additional development incentives, in concert with the SSP, could be expanded to proactively entice development to priority areas. State and local economic development tools have proven to be viable funding mechanisms and could be expanded to target investment in master plan areas to enhance economic competitiveness, neighborhood desirability, tax base generation, financial sustainability, and quality of life. Tools such as tax increment financing and special taxing districts are ways to deliberately use an orderly growth policy to help direct development and investment (including in schools where necessary) to these growth-accommodating, placemaking opportunity districts. These economic development tools can be calibrated to help build diversified communities and prioritize funding to build infrastructure in areas with disparities.

Moreover, this panel believes that Montgomery County is in a unique position to build upon the established cooperation between MCPS and the county planning department. These entities share data and analysis that inform the SSP and its execution; the next step could be to plan communities together in recognition that schools are an essential element in driving real estate markets, tax collections, and community building. The panel recommends seeking additional opportunities for systemic alignment in educational facilities planning and area master planning, to the greatest extent possible.

R12: Elimination of current moratorium exception

R4.10 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:
"Eliminate the moratorium exception adopted in 2019 pertaining to projects providing high quantities of deeply affordable housing or projects removing condemned buildings."

The panel agrees with R10: Moratorium applicability (R4.8 in SPP Recommendations released in May 2020) and R11: Moratorium exceptions (R4.9 in SSP Recommendations released in May 2020). The panel believes it is prudent to limit automatic moratoriums to only Greenfield Impact Areas unless a project meets certain exceptions to the moratorium, including commercial development projects and residential projects estimated to generate no students. Limiting moratoriums to greenfield areas concentrates the policy on its original focus. By eliminating moratoriums in the other school impact area typologies, the county provides additional clarity that infill development and redevelopment in Turnover Impact Areas and Infill Impact Areas are priorities where more context-sensitive quality growth strategies are necessary and more relevant tools are in place.

The sponsor's Working Draft Recommendations for revisions to the SSP note that "it is important to not lose sight of the county's other policy priorities pertaining to sustainable economic growth and attainable housing."

This panel concludes that R12 runs the risk of losing sight of the county's affordable housing priorities. At the very least, R12 could lead to a perception of de-prioritizing affordable housing production. The moratorium exclusion for projects that provide affordable housing currently adds an incentive to pursue affordable unit development regardless of a moratorium or moratorium threat. This policy gives a level of entitlement certainty to developers, which is an important element in prompting a project to move forward.

Although, as also noted in the draft recommendations, "if the recommendations in this report are adopted, there will be fewer places where an automatic moratorium can exist," this panel agrees that maintaining a moratorium exclusion for affordable housing sends a signal that affordable housing production continues to be a county priority. At the same time, the opposite is true. By removing the affordable housing exemption, the county is in danger of communicating a message detrimental to its policy and community goals.

A provision of Montgomery County's Moderately Priced Housing Law requires that between 12.5 and 15 percent of the houses in new subdivisions of 20 or more units be moderately priced dwelling units (MPDUs). The panel assumes that the Montgomery County government is interested in ensuring that MPDUs are equitably distributed throughout the county, including in Greenfield Impact Areas. In addition to signaling that affordable housing is less important in these areas, R12 is likely in practice to decrease interest in developing affordable housing in all corners of the county, thereby potentially undermining the stated interrelated county goals of increasing affordable housing and maintaining healthy neighborhoods and community relationships.

Student Generation Rates

Following are the panel's recommendations for the proposed updates to the SSP calculation of student generation rates.

R13: Calculation of student generation rates

R4.11 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:
"Calculate countywide and School Impact Area student generation rates using all single-family units and multifamily units built since 1990 and combining all multifamily (not distinguishing by height)."

Planning staff thoroughly reviewed student generation rates by dwelling type and year built. This analysis proved that single-family homes generate students in predictable cycles: increasingly generating students when first sold, regardless of the age of the home, then decreasingly after about 10 years. Multifamily homes tend to generate students consistently throughout their life span, regardless of height.

The panel enthusiastically endorses the staff recommendation to calculate student generation rates using data analysis of all single-family units and only multifamily units built since 1990 (and combining all multifamily, not distinguishing by height). In making this recommendation, staff has thoroughly reviewed student generation rates by dwelling type and year built. Staff has proven and noted that single-family homes generate students in predictable cycles: increasingly generating students when first sold (regardless of the age of the home), then decreasingly after about 10 years. Multifamily units, in contrast, tend to generate students consistently throughout their life span, in large part because rental units generally experience much more frequent turnover. Further, the data reveal that multifamily units built since 1990 generate students at different rates compared with those built before 1990, and therefore the former are most useful when forecasting potential generation rates for newly built units.

While endorsing this modification to the SSP, the panel recommends a continuous evaluation of the student generation rates by unit type and year built, further discussed below. Generation rates for the newest multifamily units, built since 2010, demonstrate a decidedly lower rate than those built from 1990 to 2010. Although the configuration of the newest units, with few larger-family-friendly floor plans, certainly contributes to the lower generation rates, affordability likely is a factor as well. Experience in other areas of the country indicates a probable correlation between lower-priced or lower-valued units and higher student generation rates. Highlighting unit price or value in the student generation analysis can allow the school district to understand geographical areas of greatest need and anticipate intra-county student migration patterns and thus help in infrastructure planning activities.

In addition, the panel recommends an evaluation of the effects of high numbers of senior-specific housing development in concentrated areas on future infrastructure use. Obviously, this housing type generates very few, or no, students and can often seem a panacea in the short term—high-value new development without added burden on public resources. However, national and regional demographic trends that indicate an aging population with a declining birth rate point to the potential of overwhelming some local areas over the course of the next decades. The reliance on attracting seniors to areas could burden those areas with dwindling school enrollments and the need to reallocate resources in the future because of unintended long-term consequences.

Adjustment to calculation of student generation rates reflects the contexts of growth in Montgomery County as they relate to school capacity and student generation to better direct the application of the policy. Because different neighborhoods and development types generate student population at different rates, the county can address this range of contexts by classifying county neighborhoods into school impact areas with similar student generation rates and development contexts. This change moves from a "one size fits all" approach to a more context-based, context-sensitive approach.

The panel recommends the sponsor continuously evaluate student generation rates by unit type and year built to monitor shifts over time. Moreover, the panel notes that Montgomery Planning could work with MCPS to ensure that school designs reflect the context of the development district in which they are constructed/reconstructed. Given the high cost and limited availability of land in the county, this could potentially take advantage of opportunities to build up rather than out as well as consider reviewing lands in public ownership for co-location opportunities to more efficiently use land and achieve multiple benefits, where possible.

Funding Mechanisms

The panel had the following recommendations regarding funding mechanisms outlined in the SSP.

R19: Calculating impact taxes for multifamily units

R6.1 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:
"Change the calculation of school impact taxes to include one tax rate for all multifamily units, based on the student generation rate for multifamily units built since 1990."

The panel observed the following from conversations with stakeholders:

- A tendency to assume that new residents in multifamily units had children (when data would suggest otherwise); and
- A tendency to consider multifamily housing less desirable than single-family housing.

To discourage such potentially inaccurate assumptions, this policy should be data-driven, using the demographic information available to planners and policymakers.

Any impact fee charged should take into consideration the alignment of the multifamily project with other county policy goals, such as transit-oriented development, climate change and sustainability, and affordable housing goals. Exemptions from the impact fees should be weighted toward projects that fulfill multiple goals. It may be helpful to use a rating system, with points assigned for each goal area. Exemption from fees is an important incentive program, and the cost should be quantified and should be transparent to stakeholders.

R20: Impact tax gradients and discount factors

R6.2 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:
"Calculate standard school impact taxes at 100% of cost using School Impact Area student generation rates. Apply discount factors to incentivize growth in certain activity centers but maintain the current 120% factor within the Agricultural Reserve Zone."

The panel is in general agreement with this policy but recommends the following be considered to ensure that mitigating factors are not overlooked in the implementation of the policy recommendation:

- To make property-value-based fees and taxes economically progressive, consider both the relative value of the property and the socioeconomic standing of the owner/tenant (make the policy more data-driven here).
- Think about how the Turnover and Infill Impact Areas will increase in value (and potentially lead to displacement) as they become more desirable because of proximity to transit and other amenities.
- Consider applying "hedge strategies" to further preserve naturally occurring affordable housing (NOAH) in Turnover and Infill Impact Areas to maintain affordability and access. These strategies could include, for example, pursuing the acquisition of NOAH properties for rent or ownership by the county; use of land trusts to hold down property valuations for owner-occupied housing; and creation of land trusts in new development areas to ensure long-term affordability.
- As with other policy recommendations, ensure that communication and education about the historical impact of this policy are made available.

R25: Applying impact taxes on a net impact basis

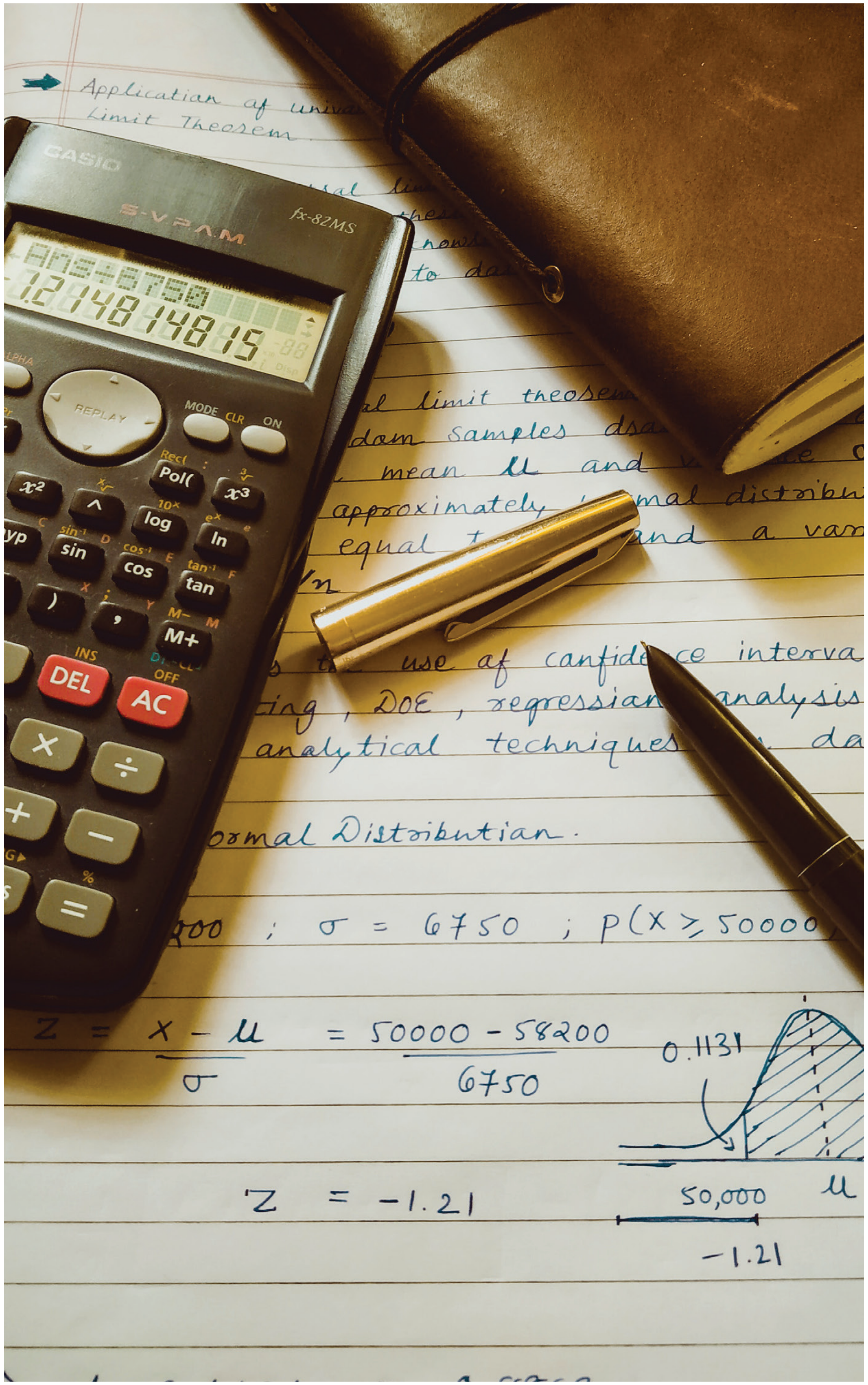
R6.4 in SSP Recommendations released in May 2020

Montgomery Planning recommendation:

"Continue to apply impact taxes on a net impact basis, providing a credit for any residential units demolished."

The panel understands the interpretation of the staff research and recommendation. However, the panel suggests that the county take into consideration the following in revising the policy:

- The impact fee is a single event from a funding perspective; the generation of that fee on what is essentially a "new construction" event (despite the fact that an existing home is being replaced) is important in terms of generation of revenue.
- The imposition of an impact fee is a progressive revenue source; the cost of that fee can, and probably will be, rolled into a future mortgage, amortizing the fee over a long period of time.
- The replacement of that home may be more likely because a fee is not charged; this may also result in the loss of a more affordable single-family property (and disparate impact is likely to occur that differs by neighborhood and proximity to transit).
- Further consideration should be given to how the impact fee influences development patterns (some of which may not meet Montgomery County Council goals), and how that impact fee can leverage other goals, for example, preservation of naturally occurring affordable housing or improved land use in existing neighborhoods through construction of additional units per lot or other more efficient land use methods.
- Care should be taken to balance the mix of development and ensure the redevelopment of areas (including replacement of single-family homes with larger homes, for instance) results in long-term economic viability of that area and the county as a whole. (Specifically, ensure that imbalance does not occur from either overbuilding of market/luxury-rate or senior units, or affordable units.)



Concluding Thoughts and Implementation

Many of the recommendations discussed in the previous section require modest modification or reframing of existing policy recommendations; others require greater exploration and consideration. For the latter, the panel recommends that any longer-range modifications suggested by the panel use a phased approach and include the involvement of a high-level study commission or task force that includes stakeholders from the public, business, and nonprofit sectors. It should be a newly appointed group unless an appropriate highly regarded group already exists that can manage the initiative.

This entity could highlight the future importance of the designated activity centers, area plan districts, and other target investment/development zones to county economic competitiveness, neighborhood desirability, tax-base generation, financial sustainability, and quality of life. The county has an opportunity to use the growth policy as outlined in the SSP deliberately to help direct development and investment—including schools where necessary—to these growth-accommodating, placemaking opportunity districts.

The panel suggests reviewing the following case studies and resources to gain additional insight into how to address the panel's recommendations or inspiration for long-term modifications to the current policy approach.

Case Studies and Resources

Center for Cities and Schools, University of California, Berkeley
https://citiesandschools.berkeley.edu/school-facilities

Orange County (Florida) Public Schools
www.ocps.net

North Carolina Center for County Research:
"Basics of County Financing for Public Schools"
www.ncacc.org/DocumentCenter/View/2715/Basics-of-County-Financing-of-Public-Schools

Municipal Research and Services (MSRC):
"The 'Ins and Outs' of School Impact Fees"
http://mrsc.org/Home/Stay-Informed/MRSC-Insight/January-2018/The-Ins-and-Outs-of-School-Impact-Fees.aspx

Williamson County (Tennessee): School Impact Fee Project
www.williamsoncounty-tn.gov/1663/School-Impact-Fee-Project

School Board of Broward County, Florida: Student Generation Rate/ School Impact Fee Study
http://bcpsagenda.browardschools.com/agenda/00932/Item%20A-2%20(11362)/SUPP_DOCS/Exhibits/Doc4.pdf

St. John's County, Florida: Section 37.0 Impact Fees (including schools)
www.sjcfl.us/DevelopmentReview/media/DRM/Section%2037.0%20Impact%20Fees.pdf

Center for American Progress:
"The Case for Federal Funding for School Infrastructure"
www.americanprogress.org/issues/education-k-12/reports/2019/02/12/466104/case-federal-funding-school-infrastructure/

2017 Infrastructure Report Card
www.infrastructurereportcard.org/cat-item/schools/

World Bank blog:
"Why Education Infrastructure Matters for Learning"
https://blogs.worldbank.org/education/why-education-infrastructure-matters-learning

New South Wales Government
www.schoolinfrastructure.nsw.gov.au/

NewSchools Venture Fund
www.newschools.org/investment-areas/innovative-public-schools/

U.S. News and World Report:
"Will Trump Help Rebuild America's Schools?"
www.usnews.com/news/the-report/articles/2018-01-31/infrastructure-spending-for-schools-if-history-repeats-itself-no

About the Panel

Glenda Hood

Panel Chair
Orlando, Florida

Glenda E. Hood is president of Hood Partners, a strategic consulting firm focused on civic innovation serving the business, government, and independent sectors. Hood served as Florida Secretary of State from 2003 to 2005 and as mayor/chief executive officer of the city of Orlando from 1992 to 2003. Before being elected Orlando's first woman mayor, she was a city council member for 10 years and president of her own public relations business.

As mayor, Hood was a strong advocate of growth management and smart growth principles to build safe, livable neighborhoods, a revitalized downtown, and a strong local economy. Under her leadership, the city's land area grew by 50 percent; older and historic in-town neighborhoods were revitalized; compatible new mixed-use infill was constructed; the city's largest parks initiative developed new parks and refurbished existing ones; unprecedented partnerships in education were established; transportation alternatives were championed; Orlando became a high-tech center and competitive world market; and the arts became a civic priority.

Hood spearheaded the redevelopment plan for the Orlando Naval Training Center, the most ambitious economic development project in the city's history, which has been recognized as one of the country's best examples of reuse of former government properties and a model for incorporating all elements of smart growth and civic engagement. She has been a key adviser on domestic security and disaster preparedness for the state of Florida and federal Department of Homeland Security. The *Orlando Sentinel* has referred to Hood as a "tireless visionary" with "marketing savvy," "tenacity and experience."

As secretary of state, Hood was responsible for the Department's Divisions of Administrative Services, Corporations, Cultural Affairs, Elections, Historical Resources, and Library and Information Services and was instrumental in crafting the state's Strategic Plan for Economic Development and leading numerous international business initiatives.

Hood has served as president of the National League of Cities and the Florida League of Cities, and as chair of the Florida Chamber of Commerce. She is a trustee of the Urban Land Institute and active participant and chair of more than 20 ULI Advisory Services and Daniel Rose Center for Public Leadership panels; a Fellow of the National Academy of Public Administration; and longstanding board member and past chair of Partners for Livable Communities.

She received her BA from Rollins College after studying in Costa Rica and Spain. She attended the Harvard University Kennedy School of Government Executive Program and participated in the Mayor's Urban Design Institute at the University of Virginia and the Society of International Business Fellows.

Eric Fladager

Fort Worth, Texas

Eric Fladager is the comprehensive planning manager with the city of Fort Worth Planning & Data Analytics Department. He manages the Comprehensive Planning Section of the department, which is responsible for the city's Comprehensive Plan.

His team is also responsible for developing long-range plans for specific geographic areas of the city. Examples include the Lake Worth Vision Plan, the Northside Economic Development Strategy and Action Plan, the Texas Motor Speedway Area Master Plan, Urban Village Master Plans, and Neighborhood Empowerment Zone Plans. In addition, the team plans and implements pedestrian- and bicycle-friendly streetscape improvement projects in target areas, such as the city's urban villages and planned transit-oriented development (TOD) areas.

The Comprehensive Planning team works on a variety of additional urban design, economic development, research, and GIS mapping projects. Fladager's section is actively engaged in combined land use and transportation planning efforts as well, including rail station area plans and TOD plans, such as the Berry/University Development Plan and Form-Based Code. His section also assists in updating and implementing mixed-use zoning in target areas.

Fladager earned a master's degree in city and regional planning from the University of North Carolina–Chapel Hill and a bachelor's degree in economics from the University of Wisconsin–Madison. He holds a professional planning certification from the American Institute of Certified Planners and an accreditation from the Congress for the New Urbanism. Before joining the city of Fort Worth 14 years ago, he worked as a planner in Oregon for more than 10 years.

Fladager has presented conference sessions for the American Planning Association, the APA Texas Chapter, the International Downtown Association, the Texas District of the Institute of Transportation Engineers, and others.

Geoff Koski

Atlanta, Georgia

Geoff Koski is Bleakly Advisory Group's president and leader of the Atlanta-based real estate and economic development consulting firm. He has over 15 years of experience researching, analyzing, and reporting on real estate and community development trends across the United States.

He joined Bleakly Advisory Group in 2012, bringing with him extensive experience in assessing the market and financial potential of various real estate product types and mixed-use developments. In addition to guiding the eight-person professional staff at Bleakly, Koski's work is often focused on assisting public and private-sector clients maximize the value of their real estate and development opportunities by providing insights on local economics and demographics; helping Georgia cities create and use tax allocation districts; and assessing the economic impacts of new real estate projects.

Recently, he and his team have been serving the Atlanta Public Schools system by devising enrollment forecasts down to the school-zone level. The 50,000-student system is in the midst of a facility master planning effort, and Bleakly's innovative work illustrates how Atlanta's urban real estate trends are affecting public school operations.

Koski has participated as the market analyst on three prestigious ULI Advisory Services panels. He is often cited in the press and at professional events as a local real estate development expert and has been a contributing author on many important real estate market analysis studies in Atlanta, such as *Affordable Atlanta: Defining the Need, Strategy and Collective Action for Affordable Housing in the Atlanta Region* for ULI Atlanta (2017) and *Transit Oriented Development Implementation Strategy Assistance* for the Atlanta Regional Commission (2013).

He was recently selected to membership on the Forbes Real Estate Council, an invitation-only community for executives in the real estate industry.

Before joining Bleakly Advisory Group, Koski served as director of consulting at RCLCO (Robert Charles Lesser & Co.). He is accredited by the Congress for the New Urbanism (CNU) and past president of the Atlanta chapter of CNU, a full member of ULI, and an alum of ULI Atlanta's Center for Leadership. He has a graduate degree from Western Carolina University. Before joining RCLCO, Koski spent many years teaching history, government, and economics at the secondary and collegiate levels.

Heather Worthington

St. Paul, Minnesota

As the founder and principal of Worthington Advisors LLC, Heather Worthington brings 20 years of leadership in local government organizations, including most recently as director of long-range planning in the city of Minneapolis. Her team led the creation, engagement, and policy adoption of the Minneapolis 2040 Comprehensive Plan.

Previously she was the first deputy county manager appointed in Ramsey County in June 2010, where she led the Economic Growth and Community Investment service team. She was the overall project manager for the cleanup and redevelopment of the Twin Cities Army Ammunition Plant, the state's largest Superfund site, and led the redevelopment of the former West Publishing site in downtown St. Paul. Worthington also served as the city administrator of Falcon Heights, Minnesota, and assistant city manager of Edina, Minnesota.

Worthington is committed to seeking authentic community engagement and leading racial equity efforts to strengthen communities that have experienced disparities, disinvestment, and marginalization. She holds a master's degree in public administration from Hamline University, a BA in history/historic preservation from Michigan State University, and a certificate from the State and Local Executives Program from Harvard University's Kennedy School of Government.