

CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CHESTERFIELD, VIRGINIA

CCPS MEMORANDUM #66 (2006)

January 4, 2007

TO: SCHOOL BOARD

FROM: MARCUS J. NEWSOME  
SUPERINTENDENT

SUBJECT: APPROVAL OF CAPITAL IMPROVEMENT PROGRAM (CIP) – 2008-2012

**PERTINENT INFORMATION**

The Chesterfield County Charter Section 5.2 specifies that **"No later than March 1 of each year, the Superintendent of Chesterfield County Public Schools shall submit to the County Administrator his estimate of projected revenues and expenditures for the next fiscal year in a form requested by the County Administrator as well as a six-year capital improvement program."** As in previous years, the County Administrator has asked for the Capital Improvement Program in December.

Key points derived from the analysis that forms the basis of this report are as follows:

- The September 30, 2006 enrollment of 57,930 was 1,180 students higher than last year.
- From 1996 to 2000 enrollment growth averaged approximately 400 students per year. From 2001 to 2005 the average growth was 1,100 students per year. An analysis of enrollment trends indicates that in the near term significant annual growth will continue. Within the next five to seven years, growth should moderate for a short period of two to three years. However, beyond that point, both birth and kindergarten enrollment data indicate significant growth will re-emerge. **Attachment A** provides enrollment data at the elementary, middle, and high school level for the past twenty-five years, with projections for fall of 2008. **Attachment B** provides data on functional capacity, enrollment and mobile classrooms.
- As future enrollment patterns are monitored, planning efforts will continue to focus on both: 1) the construction of new schools and the expansion of existing ones to relieve overcrowding in targeted areas of the county, and 2) the renovation and improvement of aging facilities throughout the county.

**ENROLLMENT TREND ANALYSIS**

The rate of the enrollment growth that the school division experienced during the last five years is significantly higher than it was in previous years. Significant enrollment increases are being experienced at the high school level and account for approximately 50% of the total growth. This is largely due to the significant influx of elementary students in the mid 1990s. For example, in 1993 growth at the elementary level accounted for nearly one-half (48%) of the increase of 1,385 students. From 1998 to 2002, elementary enrollment declined in two of the five years, with growth accounting for only about 20% of total growth in the other three years. Based on those elementary numbers, within the next five to seven years we should see overall growth moderate as those students move through the system. However, the growth at the elementary level this year again represents approximately 50% of the total growth. Therefore, moderate increases will be short-lived, for only two to three years, with significant growth returning beyond that point.

There are two primary factors that affect school enrollment: (1) annual kindergarten enrollment and (2) growth within cohorts over time. The first factor, kindergarten enrollment, has been growing in recent years. Prior to this year, kindergarten enrollment peaked in 1994 at 4,173 students. The current kindergarten has 4,260 students, 137 more than last year and 87 more than the 1994 number. In addition, the average number of births over the last four years has increased by more than 150 annually when compared to the previous four-year average.

The second factor is the growth within cohorts over time (year to year) as each group of students progresses through school. Depending on the survival rate from year to year, the grade level enrollment will either increase or decrease. To illustrate, there were 3,676 students in the 1993 fifth grade cohort. The size of this group when they started in kindergarten in 1988 was 3,144. That group grew by 532 students from kindergarten to fifth grade. By comparison, the current fifth grade class contains 4,373 students. When this group entered kindergarten in 2001, they had 3,772 students, an increase of 601 students from kindergarten to fifth grade.

The enrollment trends are monitored regularly. Significant changes in the long-range trends can be brought about by such factors as changes in the economy, major new residential developments, changes in interest rates, and major corporate relocations. In addition, road-building projects like the extension of Route 288 through northwestern Chesterfield County can have major impact on enrollment over time. Yet another factor that attracts new residents is the outstanding reputation of the schools and programs in the county. Funds are identified in this plan for new schools and classroom additions that are anticipated to be necessary to accommodate current students and projected growth.

### **EVALUATION/ANALYSIS**

The County Administrator provides to the Superintendent annually a projection of the funding available to the School Board for capital needs. This funding consists of "pay-as-you-go" dollars referred to as the CIP Reserve, cash proffers negotiated at the time of rezoning to help defray the capital costs associated with the resultant development, and the capacity to issue general obligation bonds of the County. The capacity is determined in accordance with fiscal policies of the Board of Supervisors. Debt service on bonds issued by the County on behalf of the School Board is included in the School Board's operating budget adopted annually. For FY2008-2012, funds available through the CIP Reserve total \$51,766,600; cash proffers are estimated at \$16,494,800; and debt capacity is \$153,943,400. In addition, funds are transferred to the CIP from other sources as needed for specific projects. These funds include state technology funds of \$1,851,500, state construction funds of \$821,500, and food service funds of \$758,500.

In the winter of 2003 and spring of 2004, staff completed a school-by-school review of the adequacy of facilities based upon three major factors: (1) overcrowding, (2) special program needs, and (3) the age and condition of the facility. Based on the School Board's policy, possible solutions to these conditions included portable classrooms, alternative space, relocation of special programs, changes in attendance zones, additions and/or renovations to the facility, and the construction of new facilities. The capital improvements included for funding in FY2005-2011 were those schools where the most appropriate solution was addition, renovation, or new construction. Based on that analysis, a bond referendum was held in November of 2004. The referendum, overwhelmingly approved by voters, included construction of two new elementary schools, two new middle schools, and a replacement for Clover Hill High School. In addition, renovations and additions were included at thirteen existing schools.

The projects included in this proposed Capital Improvement Plan for the first four years (2008-2011) are identical to those included in the previous plan and shared with voters prior to the referendum. However, due to rising construction costs, the budget for the new Clover Hill high School has been adjusted to reflect the costs likely to be incurred when this project is bid in the summer of 2007.

## **1. New Construction**

### High School

Cosby High School opened this fall and has provided overcrowding relief to Clover Hill and Manchester High Schools. The replacement for Clover Hill High School is under design and is on track to be bid in the summer of 2007 for a scheduled opening in the fall of 2010. This is consistent with the information provided for the bond referendum. When this project was budgeted in the summer and fall of 2003, it was estimated the new school would cost approximately \$55 million. Current estimates of construction, combined with funds expended for the purchase of land and design costs, require the total budget for this project to be increased substantially to \$92,076,700. A portion of these costs was included in prior CIP years; therefore, the total reflected in the current plan is \$82,410,000.

Current enrollment and future projections indicate that Matoaca, Thomas Dale, Bird, and Meadowbrook High Schools will continue to experience significant enrollment growth. In addition, new construction in these attendance zones will add to already overcrowded conditions. Capacity is available in 2012 to begin planning for a new high school to relieve overcrowding in these areas.

### Middle

Currently, middle schools in much of the County are experiencing significant overcrowding. Two 1,200 student middle schools are under construction primarily funded in the previous Plan. These schools, one in the Bermuda area and the other in Centerpointe will provide much needed relief to these areas.

The final \$1 million required to complete each of these middle schools is included in this Plan in FY2008 for the purchase of some furniture and instructional equipment necessary to allow these schools to open in the fall of 2008.

### Elementary

Two 900 student elementary schools are currently under construction funded in the previous Plan. These schools, one in the Bermuda area and the other in Harpers Mill will provide much needed overcrowding relief to these two areas.

Analysis of the remaining geographic areas indicated that overcrowding in selected schools could be accommodated through other solutions, including additions that are described in the following section. Future plans will need to address development and continued growth at the elementary level in the northwest area of the County.

## **2. Renovations and Additions to Existing Facilities**

In addition to overcrowding, two other factors were considered when analyzing the adequacy of our facilities. These were the special programs housed in a school and the age and condition of the school. Projects proposed in this area of the Plan include additions to existing facilities to accommodate continued growth and special programs, as well as renovations needed to enable the facility to continue its usefulness on a cost effective basis and meet current program standards. Renovations and/or additions are proposed at Bellwood, Bon Air, Ecoff, and Falling Creek elementary schools; Falling Creek, Midlothian, and Swift Creek middle schools; Bird and Midlothian high schools.

With capacity available in FY2012, it is recommended that three schools originally discussed but not included in the 2004 bond referendum be included in this Plan. Those schools are Monacan High School, and Enon and Harrowgate Elementary Schools. Many of the improvements to be made at Enon and Harrowgate relate to the age of these buildings and specific needs rather than capacity. While many improvements have been made in the last several years at these schools, office renovations for security, additional parking, resource and storage needs and systems upgrades are still needed. At Monacan High School, there is a need for additional science labs, increased space for music programs, and increased gymnasium space.

### 3. Technology

The current CIP provides funding for the implementation and maintenance of the division Technology Master Plan. The Technology Master Plan incorporates (1) the **integration** of technology in a manner that allows for appropriate use to ensure that meaningful learning takes place for each student; (2) **professional development** as a critical element for student success as it directly affects what teachers know and are able to do; (3) **connectivity** of infrastructure, hardware, and software that serve as the backbone of the system that allows integration to occur; (4) **evaluation** of the technology system for effectiveness. The CIP identifies \$4,852,100 for the continued implementation of this Technology Master Plan.

As technology becomes increasingly critical to the delivery of instruction on a daily basis, the reliability and efficiency of the infrastructure and equipment becomes more important. Maintaining the "utility" of technology becomes as vital as the other basic utilities of electricity, water and gas. When full implementation is achieved, a four-year replacement cycle for all computers, servers and video equipment will cost, at today's prices, \$3.25 million annually. Funding in the CIP also includes the purchase of computers as replacements for outdated equipment.

State Technology Grant funds are provided to the school division to allow all schools to update the necessary infrastructure to accommodate on-line SOL testing. With funds provided in prior biennia, CCPS has completed work on the high schools and middle schools. Funding in FY2008 will be used to begin work at the elementary level. A total of \$1,851,500 is included in the Plan for this purpose.

### 4. Major Maintenance

By the fall of 2007, the school division will have 62 schools and 72 buildings totaling more than 7-million square feet under roof. Fourteen of those schools will be more than 40 years old, with twenty-six schools 20-40 years old. Only six schools will be less than ten years old. As the facilities age, regular renovations and improvements become even more critical. In FY2007, the last projects that were unfunded during the 1996 bond referendum were completed. On an annual basis, projects in major categories will need to be completed. The major categories for the anticipated needs are roof replacements, floor coverings, mechanical systems replacement and upgrades, other building renovations, and grounds improvements.

Committing \$2.0 million annually, (\$2.5 million in the outer years of the plan for inflationary increases) to new facility improvement projects in the categories identified above will enable the school division to make reasonable progress toward meeting the ongoing need for facility improvements as the buildings age. This funding commitment will increase the "life expectancy" as safe and productive environments for teaching and learning. Included in FY2008 is an additional \$3,659,000 from the results of FY2006 operations. These funds will be used to begin to address many of the unfunded needs currently identified. An additional \$3,478,000 has been included in FY2012 to begin to address other major maintenance needs related to the aging condition of our buildings including replacement of major HVAC components, cabinets in many of elementary schools, and energy improvements.

## 5. Food Service Projects

The Federal and Non-Federal Food Service Funds finance improvements to cafeterias and kitchens in various schools. Various projects are identified each year in order to provide more efficient workspace, update equipment, and provide an enhanced atmosphere for student dining. Funds will be transferred from the food service funds for these improvements.

## 6. Administrative Space

The Instruction Division Center (IDC) was relocated this month to leased space at 600 Southlake Boulevard. The School Board has entered into a five-year lease with options to renew beyond that time. Funds have been included in FY2012 to begin planning for a new facility to house this portion of our Central Office staff.

**Attachment C** summarizes by fiscal year and in total the revenue sources for the CIP as well as the proposed projects in the six areas described above.

### **CURRENT AND FUTURE NEEDS NOT INCLUDED IN THE PLAN**

As indicated previously, this Plan has been developed to address the projects included in the 2004 Bond Referendum and begin to address other needs in FY2012. The Plan is balanced with revenue projections provided by County Staff for the issuance of debt, CIP reserve, and cash proffers. Additional needs have been identified based on current conditions and future enrollment projections that cannot be addressed in this Plan.

#### Elementary Schools

Given current capacity and improvements contained in the 2004 Bond Referendum, several areas of the county will experience overcrowding prior to the end of this Plan. Hopkins and Hening Elementary Schools are projected to experience approximately 20% growth over the next five years with enrollment projected to stabilize at that point. Winterpock Elementary School is scheduled to open in the fall of 2007. Even with this additional capacity, current projections indicate that this area of the county will again experience significant overcrowding in the short term. Continued development in this area, such as Magnolia Green and Harpers Mill, will cause this situation to worsen. In addition, the northwest section of the county currently served by Watkins and Weaver Elementary Schools is projected to experience continued growth. Even with the addition of capacity at Watkins planned for completion in 2012, these schools will remain overcrowded.

#### Middle Schools

Falling Creek Middle School currently has 17 trailers. The project contained in the 2004 Bond Referendum is scheduled to add 15 classrooms. Given the projected growth in the Hopkins and Hening Elementary School zones, Falling Creek will continue to experience overcrowding. The 360 West corridor will experience some relief with the opening of the new middle school at Centerpoint. However, continued development in this area, such as Magnolia Green and Harpers Mill, will cause this situation to worsen. In addition, significant numbers of students currently in elementary school along this corridor will enter the middle schools prior to the end of this Plan with projections indicating Bailey Bridge Middle School will be at nearly 150% of capacity by the fall of 2016.

## High Schools

The opening of Cosby High School this fall, along with the opening of the replacement for Clover Hill High School in the fall of 2010 has provided relief to the significant overcrowding in the western portion of the county. However, as with the elementary and middle schools, continued development will cause high schools in this area to continue to experience enrollment growth with Cosby expected to exceed capacity within two to three years. James River High School is also projected to continue to grow. While Midlothian High School is experiencing stable enrollment at this time, projected development in that area will not allow Midlothian to provide any relief to James River.

As mentioned earlier in this memorandum, the most significant high school overcrowding will be in the Thomas Dale, Bird, Meadowbrook area. Projections indicate that these three schools will exceed functional capacity by nearly 1,900 students by the fall of 2016. Planning for an additional high school has been included in this Plan to begin in FY2012. Regardless of the location selected for this new school, significant boundary changes will be necessary to provide relief for this entire area.

Staff is currently working with County staff to update the Public Facilities Plan. As part of this update, a further review of all needs will be made including renovations and additions to current facilities as well as the need for new schools to address current need and future enrollment growth. This review may cause priorities included in the out years of this Plan (FY2012 and beyond) to be revised as appropriate and/or recommend further investment in capital spending.

### **SUMMARY OF CHANGES**

The Board received this item for first review at the October 10, 2006 meeting. A public hearing was held on November 14, 2006 with no one coming forward to speak to the Plan. Since the first review, two changes have been made. First is the addition of \$4,184,000 to the CIP Reserve from the results of FY2006 operations. These funds have been used to increase the Enon Elementary project by \$525,000, with the remaining funds placed into major maintenance to address a portion of the nearly \$10 million in unfunded needs currently identified. Results were presented to the Board of Supervisors on November 21, 2006 including this request. The second change is an increase of \$241,500 for food service projects. These projects are funded through the Federal and Non-Federal Service funds.

### **RECOMMENDED ACTION**

It is recommended that the School Board approve the Capital Improvement Plan for 2008-2012.

MJN/KSK/s  
Attachments