

Joint Alexandria City Council/ School Board
Long-Range Educational Facilities Plan
Work Program

(10/15/12) Final

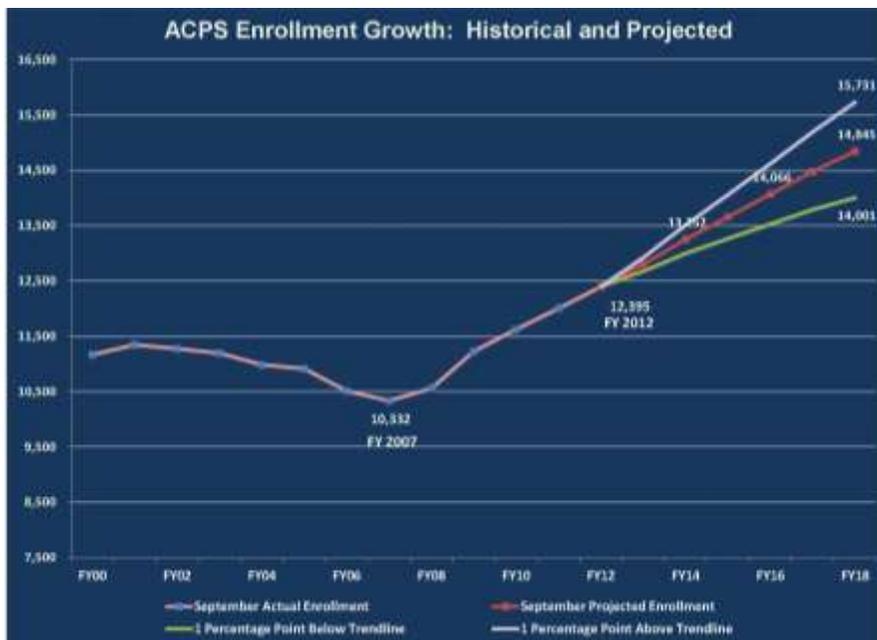
Statement of Purpose

ACPS and the City of Alexandria will jointly conduct a long-range educational facility planning effort to develop policy guidance and recommendations to accommodate the growing student population and improve facility planning in order to support and enhance the delivery of educational programs and services in the most efficient, cost effective manner possible.

Background

ACPS student enrollment gradually declined from FY 2001 through FY 2007, but the trend has reversed during the past five years. From FY 2007 to FY 2012, enrollment has increased by 2,063 students, for an overall increase of 20.0% and an average increase of 3.8% per year. Over the next six years through FY 2018, enrollment growth is projected to increase by over 2,450 students, or a total growth of 19.8% compared to the current level. Growth rates of 3.1% on average are expected to continue through FY 2018. The growth to date has been highest at elementary schools and is projected to continue above 3.0% through FY 2016. Middle schools will experience the impact of the larger elementary grade-level cohorts beginning in FY 2014, while the high school level sees most of the impact in FY 2017 and beyond. (See trend illustrated in figure 1 below):

Figure 1:



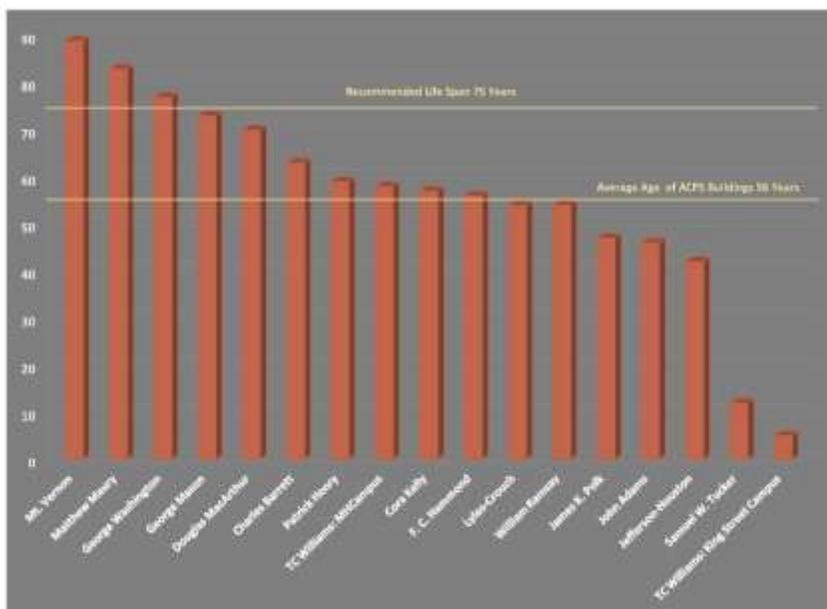
If this growth materializes, ACPS will need substantial additional classroom space. Even if growth rates slow, ACPS will need additional space. ACPS has tried to estimate growth conservatively, using the historical cohort survival rates, population birth rates, and making no assumptions about development in Alexandria or declines in drop-out rates. Even with this conservative approach to enrollment projections, significant space constraints are imminent.

These trends may be impacted by the economic climate; changes in school programs and quality (e.g., increasing numbers of students from private schools and/or decreases in dropouts), and development activities in the City of Alexandria. Redevelopment of property such as garden apartments, which have a high student yield to high-rise apartments, will lower the trend rate. Redevelopment of the Potomac Yard properties will increase the trend rate.

With no modification in program, class-size, or enrollment policies, ACPS will not be able to accommodate the projected elementary student population. Within the ten year period, ACPS will also need to address capacity issues at middle and high schools.

Most ACPS school buildings were built in the 1940's through the 1960's. (See Figure 2). Seven ACPS school buildings will exceed 75 years of age over the next 10 years. With the construction of the 20 additional classrooms scheduled to open in FY 2012, ACPS elementary schools have available a total of 16.5 classrooms throughout the City. With continued enrollment growth of the level experienced over the past four years, this additional capacity will be utilized by the end of FY 2013.

Figure 2:



Through this long-range facilities planning effort, alternative space utilization models will also be analyzed in an effort to use space as efficiently as possible while still maintaining quality instruction within the parameters of School Board approved programs.

At the November 28, 2011 City Council/School Board Sub-Committee meeting, the City and Board agreed to move forward in developing a School Capacity Plan and that ACPS/City staff would jointly develop a proposed work program. Funds to support ACPS long-range facilities planning were approved in the ACPS FY2013 CIP. This planning effort will begin immediately and will continue through the FY 2014 CIP budget cycle (June 2014), with a detailed long-range facilities plan being the output.

Work Plan

1. Plan Goals

- a.** Develop a long-range educational facilities plan to be adopted by the Alexandria City School Board and City Council. The Plan will include several key “up-datable” elements:
 - Long Range Enrollment Projections (10-year time horizon)
 - Determine Facility Capacity needs and how they will be met, including
 - (1) Availability of existing and new capacity
 - (2) Need for additional real estate
 - (3) Non-school requirements such as Central Office, Transportation, Maintenance, etc.
 - Define future educational specifications
 - Shape diverse and vibrant schools through continual analysis of ACPS enrollment practices
 - Schools of the future - Explore modernization/renovation options and determine factors that affect new schools as well as off-site academic programs and alternative school locations.

- b.** Develop policies to be approved by the School Board regarding:
 - a. Analysis of enrollment forecast components

- b. Capacity needs analysis
- c. Review of educational specifications
- c. Ensure that demographic information and educational facility needs will feed into City planning process.
- d. Educate and inform the community.
- e. Improve coordination and conduct fiscal analysis on capital funding for (new, expanded and modernized) school construction.



2. *Plan Objectives*

Objective A: Updatable Elements

- a. Collaboration with City staff, ACPS, and external partners such as regional demographers and local universities to develop a real-estate, land-use based projection methodology that will then be able to incorporate future residential development explicitly into the ACPS enrollment projections.
- b. Review and possible revision of educational specifications for all grade levels, and assessment of the required renovations and upgrades to bring all ACPS buildings up to the standard set by the educational specifications.
- c. Explore opportunities for prek-8 schools, off-site academics, and alternative satellite school locations.
- d. Through school site surveys by an A/E firm to assess the comprehensive feasibility of adding capacity at existing sites beyond the ones already included in the CIP; including a real estate analysis of existing and potential new sites and short and long-term project recommendations.
- e. Conduct fiscal analysis and strategic review of short and long term project recommendations as part of CIP development and review.
- f. Development of updateable as-is plans for all sites.

- g.** Development of a more robust space utilization database of all school rooms, sizes, and uses to serve as the basis for capacity analysis.
- h.** In collaboration with school staff and external partners, develop a more nuanced capacity analysis for elementary schools and a more sophisticated capacity analysis for secondary schools.

Objective B: Feed into City Planning Process

- a.** Small Area planning process incorporates demographic information to evaluate current conditions and forecast future growth for infrastructure needs and service demands (schools) within the Plan Area
- b.** Small Area planning process uses enrollment data/forecasts to determine current/future enrollment patterns, potential impacts on attendance zones, transportation routing and school facility needs and opportunities for shared services.
- c.** Development of current/future demographic information and enrollment forecasts are used to determine existing and future educational facility needs which are then considered for inclusion in the City’s 10 year Capital Improvements Program.

Objective C: Community Engagement

- a.** Re-establishment of the Long-Range Facilities Plan Work Group, to meet on a quarterly basis to review and advise on the work being done.
- b.** At key points in the process, additional community input will be solicited and periodic reports to the Board and City Council will be prepared.

Objective D: Capital Funding Coordination

- a.** Development of an improved Capital Improvements planning process between the City and ACPS.
- b.** Creation of a Fiscal Analysis Sub-Committee to review short and long term project recommendations for cost estimates, affordability, potential for reduced costs, improved efficiency, and project timing as part of CIP development and review.

3. Outcomes/Products/Benefits

- a.** Solutions to ACPS capacity problems both short and long term project recommendations.

- b. Shared understanding of ACPS budget needs and priorities.
- c. Update middle and K-5 educational specifications.
- d. Identification of future school sites/locations including satellite school sites.
- e. Shared understanding of the “school of the future.”
- f. Shared understanding of project costs, affordability, timing and impact on the CIP

4. Proposed Recommendations

- a. 18 month Plan preparation Timeline
 - a. Interim Deliverables by December 2012
 - i. Analysis of Enrollment Projection Methodology
 - ii. Capacity Analysis
 - iii. Preliminary Recommendations for Interim/Short Term Projects
- b. Staff Contribution
 - ACPS
 - Department of Educational Facilities -Planning Design & Construction
 - Department of Curriculum & Instruction
 - Department of Technology Services
 - Department of Financial Services
 - Alexandria City Government
 - Department of Planning & Zoning –Neighborhood Planning & Community Development and Geographic information Services
 - Department of Recreation, Parks and Cultural Activities –
 - Department of General Services
 - City Manager’s Office
 - Office of Housing

Work Program Elements

1. Enrollment Forecasts/Demographics –

Goal	<ul style="list-style-type: none">• Develop an up-datable real estate, land-use based student enrollment projection methodology.
Community Outreach Mechanism	<ul style="list-style-type: none">• Long-Range Educational Facilities Plan Work Group
Report Out Mechanism	<ul style="list-style-type: none">• Position Paper/Updatable element of the Long Range Educational Facilities Plan
Participating Staff	<ul style="list-style-type: none">• Alexandria City Public Schools• Educational Facilities• Technology Services• Financial Services• Alexandria City Government• Planning and Zoning/NPCD & GIS• Recreation, Parks and Cultural Activities
Methodology	<ul style="list-style-type: none">• Review and analyze factors for predicting K enrollment• Analyze factors used for 1st-12th grade enrollment projections including aging, migration, and annual change in K enrollment
Interim Deliverables	<ul style="list-style-type: none">• Review projection factors• Prepare short-mid term enrollment projections (system-wide and by school, by grade)
Final Out-Puts	<ul style="list-style-type: none">• Prepare short – and long – term enrollment projections (system wide and by school, by grade)• Use new methodology to incorporate future residential development explicitly into the ACPS enrollment projections.

2. Facility Capacity Needs Analysis –

<p>Goal</p>	<ul style="list-style-type: none"> • Define existing conditions, and determine a more robust capacity analysis methodology. Determine factors that affect new schools and explore modernization/renovation options
<p>Community Outreach Mechanism</p>	<ul style="list-style-type: none"> • Long-Range Educational Facilities Plan Work Group
<p>Report Out Mechanism</p>	<ul style="list-style-type: none"> • Position paper/updatable element of the the Long Range Educational Facilities Plan
<p>Participating Staff</p>	<ul style="list-style-type: none"> • Alexandria City Public Schools <ul style="list-style-type: none"> • Educational Facilities • Alexandria City Government <ul style="list-style-type: none"> • Planning and Zoning/NPCD & GIS • Recreation, Parks and Cultural Activities • General Services
<p>Methodology</p>	<ul style="list-style-type: none"> • Analyze the existing educational program/facilities <ul style="list-style-type: none"> • Existing school size (ES, MS and HS) • Existing/averaged class size for classrooms (ES, MS and HS) • Specialized classroom program area space needs: (Art, Music, PE, Science/Laboratory and special needs) • Non-classroom space: (ie., recreational, auditorium, meeting space media center, library, health services, cafeteria, restroom, office, parking...etc) • Additional Services (i.e. , Talented and Gifted, ELL, Special Education) • Grade levels served <ul style="list-style-type: none"> • Preschool • K-5th • 6th – 8th • High School • Adult Education Programs • Determine “open/modified enrollment” practice impacts (20% currently) of out of district enrollment on system/by district.

Interim Deliverables

- Convert enrollment projections into teacher staffing required (Determines number/type of classrooms).
- Development of a more robust database of all school rooms, sizes, and uses to serve as the basis for capacity analysis.
- Quantify current space utilization of existing facilities
 - Full-size, resource and small classroom space
 - Dedicated space for other uses, such as science labs, existing preschool programs, special education and adult education programs
 - Determine need/applicability of modular/portable classroom
 - Conduct Fiscal Analysis of recommendations

Final Out-Puts

- Convert enrollment projections into teacher staffing required (Determines number/type of classrooms).
- In collaboration with school staff and external partners, developing a more nuanced capacity analysis for elementary schools and a more sophisticated capacity analysis for secondary schools.
- Development of a more robust database of all school rooms, sizes, and uses to serve as the basis for capacity analysis.
- Development of as-is plans for all sites. Because of the age of most ACPS buildings, as-is documents do not exist (from ACPS)
- Quantify current space utilization of existing facilities
 - Full-size, resource and small classroom space
 - Dedicated space for other uses, such as science labs, existing preschool programs, special education and adult education programs
 - Determine need/applicability of modular/portable classroom
 - Conduct Fiscal Analysis of recommendations

3. Educational Specifications– Determining the School of the Future

Goal	<ul style="list-style-type: none">• Define future Educational Specifications.
Community Outreach Mechanism	<ul style="list-style-type: none">• Long-Range Educational Facilities Plan Work Group
Report Out Mechanism	<ul style="list-style-type: none">• Position paper/updatable element of the the Long Range Educational Facilities Plan
Participating Staff	<ul style="list-style-type: none">• Alexandria City Public Schools<ul style="list-style-type: none">• Educational Facilities• Curriculum and Instruction• Technology Services• Alexandria City Government<ul style="list-style-type: none">• Planning and Zoning/NPCD &GIS• Recreation, Parks and Cultural Activities• General Services
Methodology	<ul style="list-style-type: none">• Define the future educational program• Optimal School size (ES, MS and HS)• Class size for classrooms (ES, MS and HS)• Specialized classroom program area space needs: (Art, Music, PE, Science/Laboratory and special needs)• Non-classroom space: (ie., Recreational, Auditorium, Meeting Space Media Center, Library, Health Services, Cafeteria, Restrooms, Administrative Office, Parking...etc)• Additional Services (i.e. , Talented and Gifted, ELL, Special Education)• Grade levels served<ul style="list-style-type: none">• Preschool• K-5th• 6th – 8th• High School• Adult Education Programs• Determine “open/modified enrollment” practice impacts (20% currently) of out of district enrollment on system/by division.• Conduct Fiscal Analysis of recommendations

Interim Deliverables

- Review and possible revision of draft educational specifications for all grade levels, and assessment of the required renovations and upgrades to bring all ACPS buildings up to the standard set by the educational specifications.
- Analyze buildings based on current/draft educational specifications.
- Fiscal Impact of Recommendations

Out-Puts

- Review and possible revision of draft educational specifications for all grade levels, and assessment of the required renovations and upgrades to bring all ACPS buildings up to the standard set by the educational specifications.
 - Analyze buildings based on current/draft educational specifications.
 - Conduct Fiscal Analysis of recommendations
- Identify organizational components necessary to implement educational specification objectives.
- Develop Educational Specifications (ie., school size, teaching stations, students /teaching station, program capacity ...etc)
 - Flexible facilities
 - Universal design
 - Maximize community connectivity
 - Cost effective and efficient
 - Community buy-in

4. Analysis of ACPS Enrollment Practices: Shaping Diverse and Vibrant Schools through Enrollment Practices

Goal	<ul style="list-style-type: none">• Shape diverse and vibrant schools through enrollment practices and make policy recommendations to ensure diverse and vibrant schools.
Community Outreach Mechanism	<ul style="list-style-type: none">• Long-Range Educational Facilities Plan Work Group; Any significant recommended changes will require broader community involvement
Report Out Mechanism	<ul style="list-style-type: none">• Position paper/updatable element of the the Long Range Educational Facilities Plan
Participating Staff	<ul style="list-style-type: none">• Alexandria City Public Schools<ul style="list-style-type: none">• Educational Facilities• Curriculum and Instruction• Technology Services• Alexandria City Government<ul style="list-style-type: none">• Planning and Zoning/NPCD & GIS
Methodology	<ul style="list-style-type: none">• Development of historical enrollment practice summation (formal and informal practices).• Identification of factors (Legislative, No-child-left-behind, Special education, Administrative placements ...other) that influence enrollment practices.• Modified enrollment impact on the school system as a whole and by school attendance area.
Out-Puts	<ul style="list-style-type: none">• Estimate of current enrollments practices impact on school enrollment in next 10 years.• Enrollments impact on transportation, capacity needs and CIP.• Proposed changes to enrollments practices.

5. School of the Future

Goal	<ul style="list-style-type: none"> • Explore modernization/renovation options and determine factors that affect new schools.
Community Outreach Mechanism	<ul style="list-style-type: none"> • Long-Range Facilities Planning Group/Broader Community involvement
Report Out Mechanism	<ul style="list-style-type: none"> • Position paper/updatable element of the the Long Range Educational Facilities Plan

Participating Staff	<ul style="list-style-type: none"> • Alexandria City Public Schools • Educational Facilities • Curriculum and Instruction • Technology Services • Financial Services • Alexandria City Government • Planning and Zoning/NPCD • Planning and Zoning/GIS • Recreation, Parks and Cultural Activities • General Services
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Methodology	<ul style="list-style-type: none"> • New School <ul style="list-style-type: none"> • Determine what “types” of schools will be constructed <ul style="list-style-type: none"> • Program based • Magnate • Size (standard capacity template) • Location/geographic considerations • Swing space • Urban vs. traditional • Conduct Fiscal Analysis of recommendations • Determine feasibility of keeping existing facilities operational after a new school has been constructed • Land Analysis <ul style="list-style-type: none"> • Existing sites • Adjacent sites • New locations • Land analysis based on school program needs (traditional vs. urban schools) • Conduct Fiscal Analysis of recommendations • Funding Options <ul style="list-style-type: none"> • CIP • Operating • Development of a policy on revenue sharing • Developer Contributions/Proffers
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**Methodology
(cont.)**

- Modernization/Renovation Options
- Thorough school site surveys by an A/E firm to assess the feasibility of adding capacity at existing sites beyond the ones already included in the CIP.

Out-Puts

- Feasibility Study of modernizing existing facilities

Addendum I

Alexandria City Public Schools/City of Alexandria - Long Range Educational Facilities Plan Work Group

Purpose

The work group will review and advise on the work being done to develop a long-range educational facilities plan.

Responsibilities

- **To define ACPS short, medium, and long-term facilities' needs and to subsequently identify solutions.** (Short term is defined as 1 to 5 years, medium as 6 to 10 years, and long-term as 11 to 30 years.) This will include:
 - Analyze programmatic, enrollment, and facility capacity trends
 - Identify the impact of City planning and development processes and decisions on ACPS facilities and enrollment
 - Determine options including but not limited to construction of new buildings for meeting short term facility needs
 - Define the medium and long-term requirements for the number, type, capacity, and general locations of ACPS facilities
 - Identify the investment required to meet the identified needs
 - Identify constraints, obstacles, and facilitators of change
 - Propose options to achieve the recommendations of the subcommittee
 - Prepare a report for the committee of the whole (the Long Range Educational Facilities Plan Work Group) to discuss and approve, for inclusion in a final report to the Superintendent

- **To articulate a vision of future ACPS elementary and middle school facilities to serve students, parents, staff and community through the 22nd century.** This will include:
 - Define the functions to be included in a future ACPS school
 - Research programmatic, land use, architectural, engineering, and ecological innovations to be included in an ACPS school of the future
 - Identify the construction and operational cost parameters of the school of the future
 - Prepare a report for the (the Long Range Educational Facilities Plan Work Group) to discuss and approve, for inclusion in a final report to the Superintendent

- **To serve as a representative of ACPS and its facilities' needs at City of Alexandria small area plan meetings, with City Council, and with City of Alexandria Civic Associations.** This will include:
 - Attend Potomac Yard, Braddock Metro, Arlandria, Waterfront, Beauregard implementation meetings and other small area plan meetings as a representative of school division interests

- Attend relevant civic association meetings
- Consult with ACPS staff prior to and following attendance at such meetings
- Support the work of the Long Range Educational Facilities Plan through presentations at public and private meetings in the City
- Report to the committee of the whole (the Long Range Educational Facilities Plan Work Group) on the issues discussed and activities of the subcommittee, particularly as they impact the work of the other subcommittees
- Prepare a report on future issues and actions to go to the Long Range Educational Facilities Plan Work Group for discussion and approval, for inclusion in a final report to the Superintendent

The Long Range Educational Facilities Planning Work Group (Work Group)

The Work Group will consist of 19 members and meet at least quarterly. The Work Groups Co-Chairs will be responsible for meeting coordination, logistics and administrative support.

Membership

Elected Officials

School Board District A	City Council
School Board District B	City Council

Staff

Co-Chair Laurel Hammig, ACPS	Co-Chair Steve Kaii-Ziegler, P&Z, COA
Bill Finn, Educational Facilities, ACPS	Karl Moritz, P&Z, COA
Dr. Mayde Henson, ACPS	Debra Collins, CM Office, COA

Community Members

Campagna Center
PTA Rep
PTA Rep
Community Rep (6)

Support Staff (not official members of the work group)

C&I Staff, TBD	Ron Kagawa, RPCA, COA (Parks)
C&I Staff, TBD	Steve Sindiong, T&ES, COA
Elementary Principal, TBD	Donna Poillucci, General Services, COA
Elementary Teacher, TBD	Laura Triggs, OMB, COA
Secondary Teacher, TBD	Debra Collins, City Manager's Office, COA
	William Chesley, RPCA, COA (Recreation)

Long Range Educational Facilities Planning Sub-Committee (Sub-Committees)

A Sub-committee for each work plan element will be created. Additionally, a separate fiscal analysis Sub-Committee will be created to review short and long term project recommendations for cost estimates, affordability, and potential for reduced costs, improved efficiency, and project timing as part of CIP development and review. At least one staff member from both the City and ACPS staff with expertise in a Sub-Committee's area of responsibility will serve as staff to each Sub-Committee.

- 1) Enrollment Forecasts/Demographics
- 2) Facility Capacity Needs Analysis
- 3) Educational Specifications
- 4) Analysis of ACPS Enrollment Practices
- 5) School of the Future
- 6) Fiscal Analysis

Sub-Committees will identify a chairperson and a communications person. The chairperson will be responsible for ensuring that agenda items and any associated materials to be considered at a regular the monthly meeting of the Work Group are sent out at least 4 business days prior to the meeting. The communications person will be responsible for writing subcommittee documents and managing subcommittee communications. The subcommittee may identify any other functional positions/tasks required to conduct the business of the Sub-Committee.

It is the responsibility of the Work Group and Sub-Committees to conduct the required analysis and prepare the working documents of the group. The function of staff is to provide documents and data that already exist; offer professional expertise and advice; and help identify resources

that committee members might otherwise not be aware of. Subcommittee meetings and participation may be electronic at the discretion of a majority of the subcommittee members

Communication

Communication will be via email or closed list-serve

Schedule

TBD

Next Steps

- Identification and appointment of Work Group and Sub-Committee members. A meeting of key ACPS/City staff is being organized for the week of October 1, 2012 to address.
- Next City/Schools Sub-Committee meeting is scheduled for October 29, 2012. The Work Groups Co-Chairs will present an update on progress.