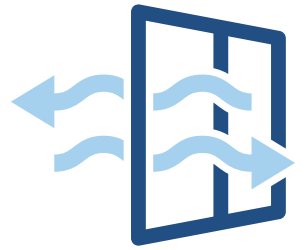
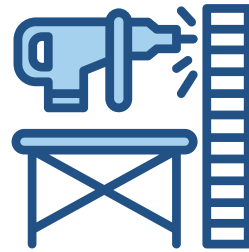
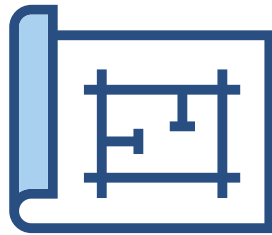
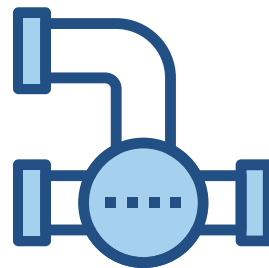
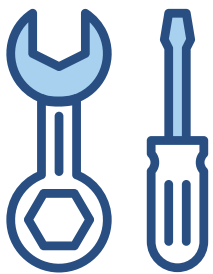




Arlington  
Public  
Schools



# APS FY 2022-2024 Capital Improvement Plan (CIP)



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## CIP Team

SCHOOL BOARD MEMBERS	APS STAFF CONTRIBUTORS
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	DARYL JOHNSON Director, Strategic Engagement, Office of the Superintendent

## School Board Message



August 6, 2021

The Honorable Matt de Ferranti, Chair Arlington County Board  
2100 Clarendon Blvd. Suite 300  
Arlington, VA 22201

Dear Chair de Ferranti,

On behalf of the Arlington School Board, I want to thank you and the Arlington County Board for your collaboration and support as we prepared the Arlington Public Schools (APS) FY 2022-24 Capital Improvement Plan (CIP). The School Board appreciates our continued partnership with the Arlington County Board as we serve our community and navigate the uncertain environment and economic and operational challenges caused by the COVID-19 pandemic.

In response to these challenges, we have aligned the APS-approach to the FY 2022-24 CIP process with the County decision to adopt a 3-year CIP. This departure from the typical 10-year CIP allows us to use limited resources effectively to plan for secondary capacity enrollment growth, maintain and improve existing facilities, and continue to plan for safe, healthy, and supportive learning environments where our students can learn and thrive.

At our June 24 School Board meeting, the School Board voted 5-0 to adopt our FY 2022-24 CIP, which includes \$156.71 million in funding for school and infrastructure needs. This CIP was the result of extensive discussion and deliberation by the School Board and staff.

In adopting the FY 2022-24 CIP, the School Board is requesting a bond referendum in November 2021 of \$23.01M for the following projects:

- HVAC – improve filtration (cafeteria, gyms, etc.)
- Major Infrastructure including scheduled HVAC replacements, upgrades
- Kitchen Renovations
- Entrance Renovations/Security Vestibules
- The Heights (accessibility improvements, parking, and field)
- Synthetic turf field replacements

With this CIP, we provided direction to Superintendent Durán to complete an instruction-driven staff analysis that will inform the FY 2023-32 CIP process with capital and/or non-capital solutions as follows:

- Meet the projected need for seats at all levels based on the Fall 2021 projections.
- Relocate Arlington Community High School to a new facility that meets student needs.

- Provide the appropriate facilities to accommodate the full-time high school students on the Career Center campus.
- Examine creative solutions for more cost-effective expansion of the Career Center campus.
- Potentially include additions, modifications, program moves, leased space, new construction, and/or other solutions that fit within the projected 10-year CIP funding.
- Develop long-range plan to renovate existing school facilities.

The Arlington School Board recognizes that the Arlington County Board faces many competing needs for funding in an extraordinarily difficult fiscal environment and we value the opportunity to continue working together to leverage resources to meet school and community needs as efficiently as possible. We look forward to continued collaboration between the School Board and County Board as we prepare the FY 2023-2032 CIP and present our school division's capital needs over the next 10 years.

On behalf of the Arlington School Board, I thank you and the entire Arlington County Board, and look forward to continuing our partnership to keep Arlington strong and ready for what the future will hold as we navigate through and recover from this pandemic. Our work together is more vital than ever for the sake and well-being of our community.

Sincerely,

A handwritten signature in black ink that reads "Monique O'Grady". The signature is written in a cursive, flowing style.

Monique O'Grady, School Board Chair  
cc: School Board Members  
Superintendent Dr. Francisco Durán

## Executive Summary

The impact of COVID-19 on both the County's and APS's financial resources and degree of economic uncertainty continues to impact economic forecasts. For the first time in more than a decade, enrollment declined. Most of the decline was at the elementary level - in PreK, Kindergarten and Grade 1. The drop in enrollment is likely related to the pandemic and families preferring in person school experiences. This CIP continues to assume enrollment will grow and used 2019 10-Year Projections to plan for long-term enrollment growth.

We anticipate that APS will continue to experience enrollment growth, particularly in the major planning corridors and must address enrollment growth each year. For these reasons, the FY 2022-24 Capital Improvement Plan (CIP) focuses on improving school operations that support teaching and learning, maintaining existing facilities, preparing for middle and high school enrollment growth, and expanding the pathways students can take towards graduation.

In 2020, the County and APS developed one-year CIPs. The [APS FY 2021 CIP<sup>1</sup>](#) addressed near-term funding needs considered essential to completing capital projects that were underway, maintaining infrastructure, and meeting projected capacity needs, as the school division expected to add about 2,700 PreK-12 students in the period from September 30, 2020 to the projected 2021-22 school year enrollment. The FY 2021 CIP maintained APS capital planning by adjusting the timing of some capital projects where possible, drawing down some capital reserves, and postponing new initiatives. The FY 2022-24 CIP resumes some of those postponed initiatives.

The list of CIP projects that will be included in the November 2021 bond referendum includes the following:

- HVAC – improve filtration (cafeteria, gyms, etc.)
- Major Infrastructure including scheduled HVAC replacements, upgrades
- Kitchen Renovations
- Entrance Renovations/Security Vestibules
- The Heights (parking and field)
- Synthetic turf field replacement
- Career Center Campus (ACHS relocation by 2023, planning for expansion by 2025)

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<sup>1</sup> [https://www.apsva.us/wp-content/uploads/2020/09/2020-08-26-CIP\\_Report\\_Complete.pdf](https://www.apsva.us/wp-content/uploads/2020/09/2020-08-26-CIP_Report_Complete.pdf)

Table 1. The School Board’s FY 2022-24 CIP Projects

Project	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29
Career Center Campus			ACHS relocated to new site Aug. 2023		New/Renovated ACC Details TBD (~Dec. 2025)			
Major Infrastructure Inc. scheduled HVAC repl. Upgrades	✓	✓	✓	✓	✓	✓	✓	✓
HVAC – improve filtration Cafeteria, gyms, etc.	✓	✓	✓					
Kitchen Renovations			Campbell Swanson	Drew Randolph	Barrett Carlin Springs	ASFS Ashlawn		
Entrance Renovations/ Security Vestibules			Campbell Swanson Langston Kenmore Long Branch Hoffman-Boston	Tuckahoe Jamestown Nottingham		ASFS		
The Heights			✓					
Synthetic field turf replacement		Wakefield (Aug. 2022)	Washington-Liberty Williamsburg MS (Aug. 2023)	Greenbrier (Yorktown) (Aug. 2024)				

# School Board's Adopted FY 2022-24 CIP

Project Description <i>(projects in italics are from the FY21 CIP; the others are new)</i>	OTHER FUNDING SOURCES					BOND FUNDING						TOTAL FUNDING
	Operating	MC/MMM (not bonds)	Capital Reserve <sup>1</sup>	County Funding	Previous Bond Funding	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027	
<b>ENROLLMENT CAPACITY</b>												
<i>Planning funds to provide options to meet 10-year projected seat needs</i>					\$2.00							\$2.00
<i>Design funds to meet 10-year projected seat needs</i>					\$0.00	\$0.00						\$0.00
Career Center Campus Project												
Phase 1 - Relocation of ACHS to new site					\$6.18							\$6.18
Phase 2 and beyond - TBD	TBD		TBD	TBD	\$14.62	\$16.60	TBD	TBD	TBD	TBD	TBD	\$31.22
<b>IMPROVEMENTS AT EXISTING FACILITIES</b>												
<i>Major Infrastructure Projects (major HVAC replacement projects)</i>					\$10.10	\$7.80	\$8.20	\$8.60	\$9.00	\$9.50	\$10.00	\$63.20
Air Quality and HVAC Upgrades (for ventilation and filtration)					\$10.50							\$10.50
Kitchen Renovations												
Campbell and Swanson <i>(includes entrance renovations)</i>			\$1.72			\$5.15						\$6.87
Drew and Randolph						\$1.38	\$4.12					\$5.50
Barrett and Carlin Springs							\$1.53	\$4.60				\$6.13
Science Focus and Ashlawn <i>(ASF includes entrance renovation)</i>								\$1.67	\$5.01			\$6.68
Entrance Renovations/Security Vestibules												
Langston, Kenmore, Long Branch, Hoffman-Boston						\$0.97						\$0.97
Tuckahoe, Jamestown, Nottingham							\$0.81					\$0.81
The Heights Building - Phase 2, Option A			\$2.85	TBD		\$9.97	\$1.42					\$14.24
Synthetic field turf replacement <sup>3</sup>		\$2.41										\$2.41
<b>TOTAL PROJECTS</b>	<b>\$0.00</b>	<b>\$2.41</b>	<b>\$4.57</b>	<b>\$0.00</b>	<b>\$43.40</b>	<b>\$41.87</b>	<b>\$16.08</b>	<b>\$14.87</b>	<b>\$14.01</b>	<b>\$9.50</b>	<b>\$10.00</b>	<b>\$156.71</b>

Color coding in the chart above corresponds with the bond referendum year in which it would be approved by the voters as shown on the line "Bond Referenda Amounts" below (e.g., figures in blue above would be in the 2021 referendum).

**300** Shows the number of seats coming online that year

### BOND REFERENDA AMOUNTS

2021 Referendum	2022 Referendum	2024 Referendum	2026 Referendum
\$23.01	\$25.41	\$23.51	\$10.00

Debt Service Ratio is calculated based on the FY 2022 School Board Adopted budget projected out for 3 years based on County-provided revenue projections.

### Debt Service Ratio Target ≤9.8%

	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Debt Service Ratio -- APS	8.61%	9.05%	9.15%	9.17%	8.66%	8.77%
Annual Bond Issuance	\$41.87	\$16.08	\$14.87	\$14.01	\$9.50	\$10.00
Annual APS Debt Service Increase	\$1.46	\$1.49	\$1.03	\$0.98	(\$2.52)	\$1.81

<sup>1</sup> Capital Reserve funds are allocated to projects in order to mitigate the need for bond funding.

<sup>2</sup> Previous bond funding will be used to begin the design process. \$5M remains from the Arlington Tech Expansion project that could be used for the Career Center.

<sup>3</sup> Replacements will occur as follows: FY23-Wakefield; FY24-W-L and Williamsburg; FY25-Greenbrier Stadium (YT)



## School Board's Adopted FY 2022-24 CIP

### Notes:

- An online copy of the above table is available at [https://go.boarddocs.com/vsba/arlington/Board.nsf/files/C4ALHU562A27/\\$file/E-1%20FY%202022-2024%20Capital%20Improvement%20Plan%20Presentation.pdf](https://go.boarddocs.com/vsba/arlington/Board.nsf/files/C4ALHU562A27/$file/E-1%20FY%202022-2024%20Capital%20Improvement%20Plan%20Presentation.pdf) (p.3)
- **Bond financing** is generated through the sale of general obligation bonds by Arlington County as authorized by County voters through bond referenda. Bond referenda are typically scheduled for even-numbered calendar years. However, because of the pandemic, the next bond referendum will be in November 2021.
- APS's **bonding capacity** is framed by the County Board-adopted financial and debt management policies. These policies provide the parameters for the amounts and timing of bond-financed projects to be included in the County's CIP, which includes the Schools' CIP, ensuring the CIP is financially sustainable and that it supports the County's triple, triple-A bond ratings.
- Within the CIP period, net tax-supported debt service payments should not exceed 10% of general expenditures, not including the Capital Projects Fund. This percentage is known as the **debt service ratio**.
- Major Infrastructure Projects represents major maintenance investment needs for APS facilities, such as the upgrade and/or replacement of HVAC, roofing, and building envelope systems.

The color coding in the "Bond Funding" area of the chart pertains to the bond referendum year in which these project amounts will be included (see the "Bond Referenda Amounts" line just below the main chart).

## CIP Overview

### Capital Improvement Plan

Managing enrollment growth and maintaining the quality of facilities are critical to the success of the school division. Constructing, renovating, and adding to existing school buildings are all lengthy processes. Typically, from the time the School Board makes a commitment, it takes five years to open a school. The process begins by identifying the needs of the school division and is followed by obtaining bond authority from the citizens, after which construction may follow.

APS typically develops 10-year CIP every two years (see [p.1](#) for explanation for the 3-year FY 2022-24 CIP). Each plan re-evaluates and/or confirms the previous plan to reflect changes in enrollment projections, changes to various conditions informing the plan, and changes in School Board priorities. Every CIP includes two broad categories of projects: Capital Improvement and Major Infrastructure Projects.

Major construction projects include new buildings, additions and renovations. Major infrastructure projects primarily include HVAC, roofing, and utility improvements. Regardless of the category, all CIP projects have a useful life of 20 years or more. Most CIP projects are funded by general obligation bonds, but they may also be funded with supplemental funding or current revenues set aside in the Capital Reserve.

### Enrollment Growth

APS enrollment projections are based on actual and forecasted births, future construction assumptions, and past cohort transition rates continuing into the future., APS typically produces 10-year enrollment projections that are used for planning purposes. Because of possible the COVID-19 pandemic in Fall 2020 APS experienced an unexpected drop in enrollment, and enrollment was lower than the Fall 2019 (see Figure 1) projections for the 2020-21 school year. Because there is uncertainty whether this change in enrollment represents a lasting change in trend or is a temporary change, the decision was made to only extend the projection's time horizon to three-year, from 2021-22 to 2023-24.

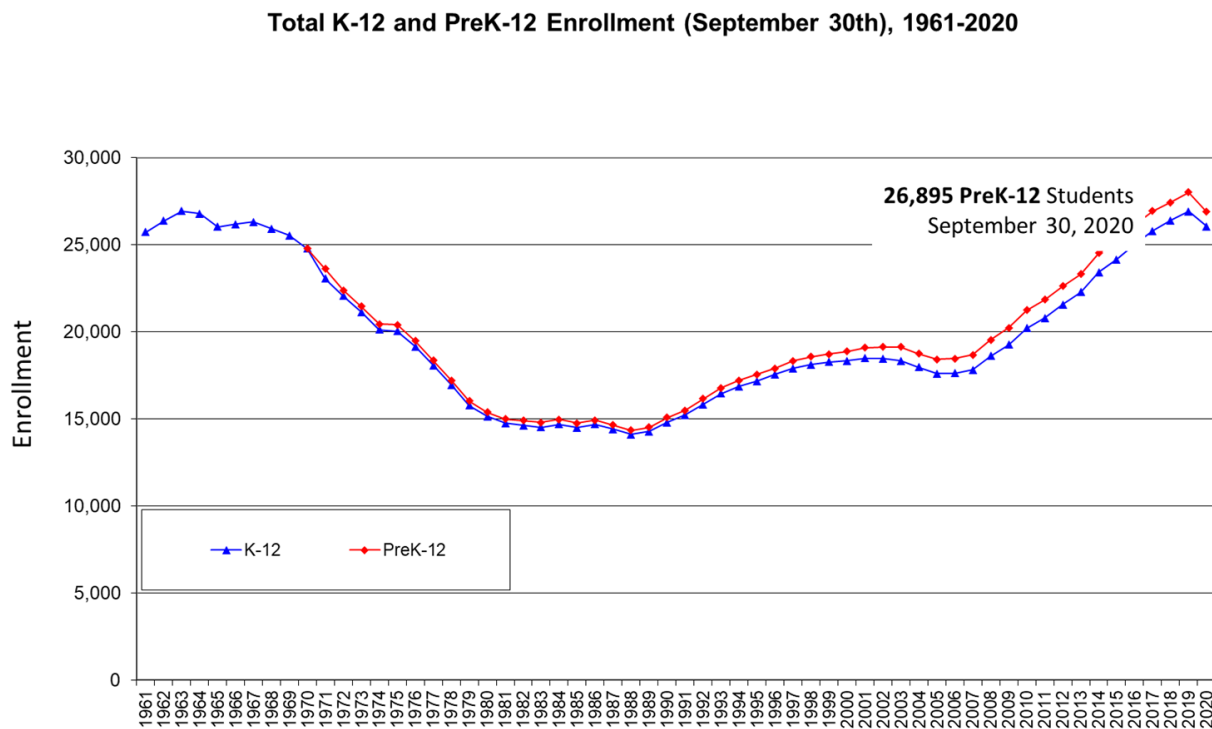
Ordinarily, enrollment projections for neighborhood schools would rely on the most current official enrollment counts from September 30, 2020. Given that the K-12 enrollment from Fall 2020 (26,051) was lower than Fall 2019 (26,906) and last year's projected enrollment for 2020-21, it was not used under the assumption that:

- Fall 2020 pupil counts are artificially lower than is reasonable, it is assumed that this is due to families' decision making around the Covid-19 pandemic.
- This drop in enrollment does not represent a long-term trend.
- To use Fall 2020 enrollment as a starting point for projections would needlessly dampen future projected enrollment, which in turn could:
  - under-project future enrollment
  - ill prepare APS in future planning since under-projecting will lower the expectation for the budget and staffing resources needed if there is an influx of students in a post-pandemic period.

All Arlington Public Schools (APS) budget and operations decisions are based on the best information available at the time decisions are made. Staff and community members are reminded that funding forecasts from Arlington County and the state may change, based on many external factors. Similarly, student enrollment and projections are based on the best available information, but are also subject to change due to employment, housing and other economic factors. For these reasons, APS and the Arlington School Board may adjust future budget allocations, staffing and other operations decisions to reflect the existing community and operating landscape.

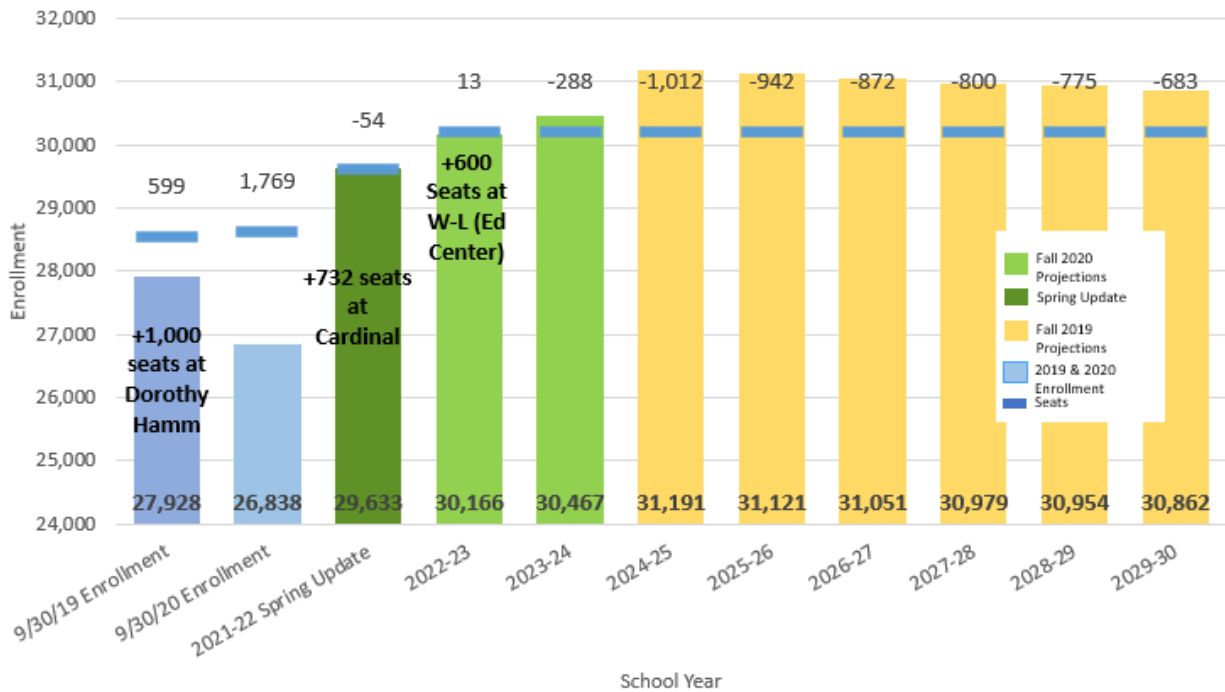
Underscoring the need to manage enrollment growth, Figure 1 (below) shows historical enrollment trends. Since 2006, PreK to Grade 12 enrollment has increased by about 9,560 students through 2019. In this period, enrollment growth has averaged just over 3% year-over-year. As noted earlier, there is uncertainty whether the drop in enrollment from 2019 to 2020, which is not representative of recent trends since 2016, indicates a lasting change in trend or is a temporary change. Assumptions regarding this drop in enrollment from 2019 to 2020 will be revisited in the Fall 2021 projections which will inform the Spring 2021 CIP.

**Figure 1. Total K-12 and PreK-12 Enrollment (September 30<sup>th</sup>), 1961-2020**



When the 3-year enrollment projections from 2021-22 to 2023-24 for PreK to Grade 12 students are compared to the seats from capital projects currently underway that were funded in the previous FY 2019-28 CIP, there are years when APS is expected to experience more students than permanent seats, (see Figure 2). The chart in Figure 2 also compares permanent seats to Fall 2019 projections from 2024-25 to 2029-30. In this period, the PreK to Grade 12 seat need declines over time, from about 1,000 more students than seats in 2024-25 to about 680 more students than seats in 2029-30.

**Figure 2. Comparison of School Seats and Projected PreK to Grade 12 School Enrollment**

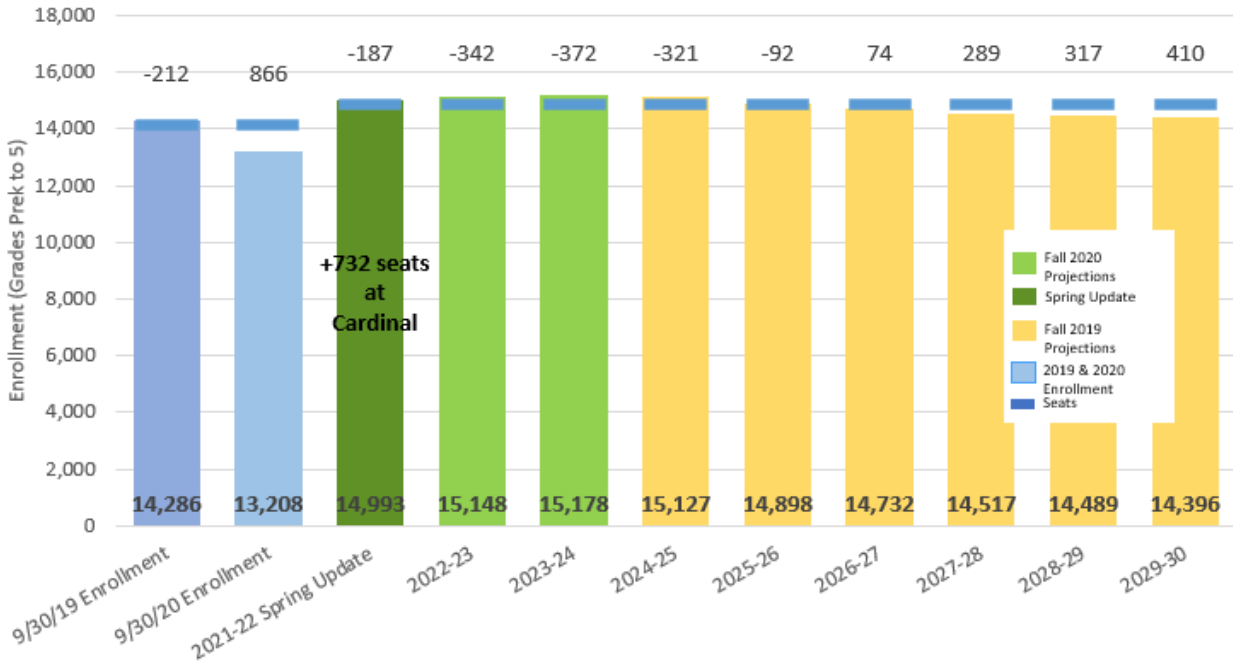


Source: APS, Planning & Evaluation, April 2021. Facilities & Operations, April 2021.

Figure 3 shows that when the 732 elementary seats are added at Cardinal Elementary School in school year 2021-22—a FY 2017-26 CIP priority—there will remain a seat deficit of about 190 more projected students and seats. The deficit could be most pronounced in school year 2023-24, with approximately 370 more projected students than seats. In Figure 4, beginning in 2024-25, the Fall 2019 elementary school enrollment projections are compared to permanent school seats. In this period, the elementary school seat deficit of about 320 seats gradually grows into a seat surplus of 410 seats in 2029-30. Similar to the CIP, which is reevaluated every two years, projections are reviewed annually to assess changes in enrollment growth and monitor enrollment levels at each school to ensure balanced enrollment across schools.<sup>2</sup>

<sup>2</sup> In 2019-2020, Alice W. Fleet opened and provided 752 elementary school seats.

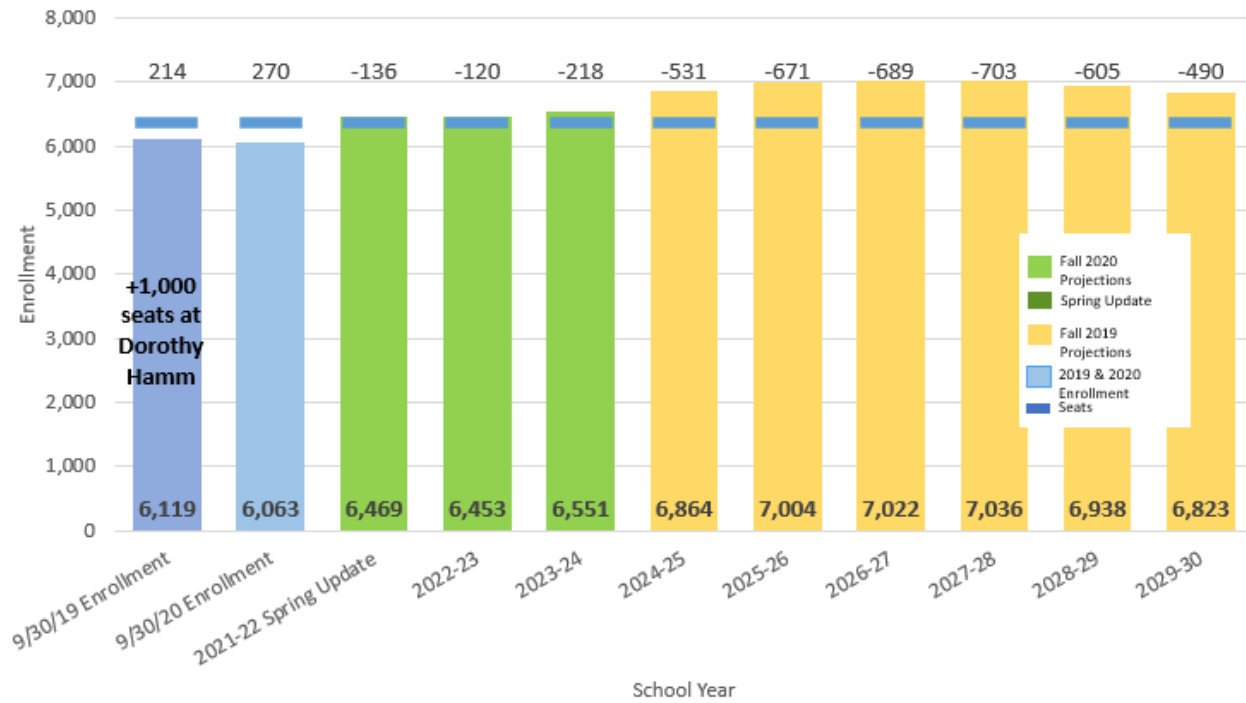
**Figure 3. Comparing Projected Elementary School Enrollment (PreK to Grade 5) and Capacity in the FY 2022-24 CIP**



Source: APS, Planning & Evaluation, April 2021. Facilities & Operations, April 2021.

Likewise, Figure 4 shows that with the addition of 1,000 seats at Dorothy Hamm M.S. in school year 2019-20, there was a temporary surplus of 214 seats in 2019-20 and 270 seats in 2020-21, but by the following school year, 2021-22, the need for seats increases with about 140 more projected students than seats. This difference grows to about 700 more students than permanent seats by 2027-28 using the Fall 2019 projections.

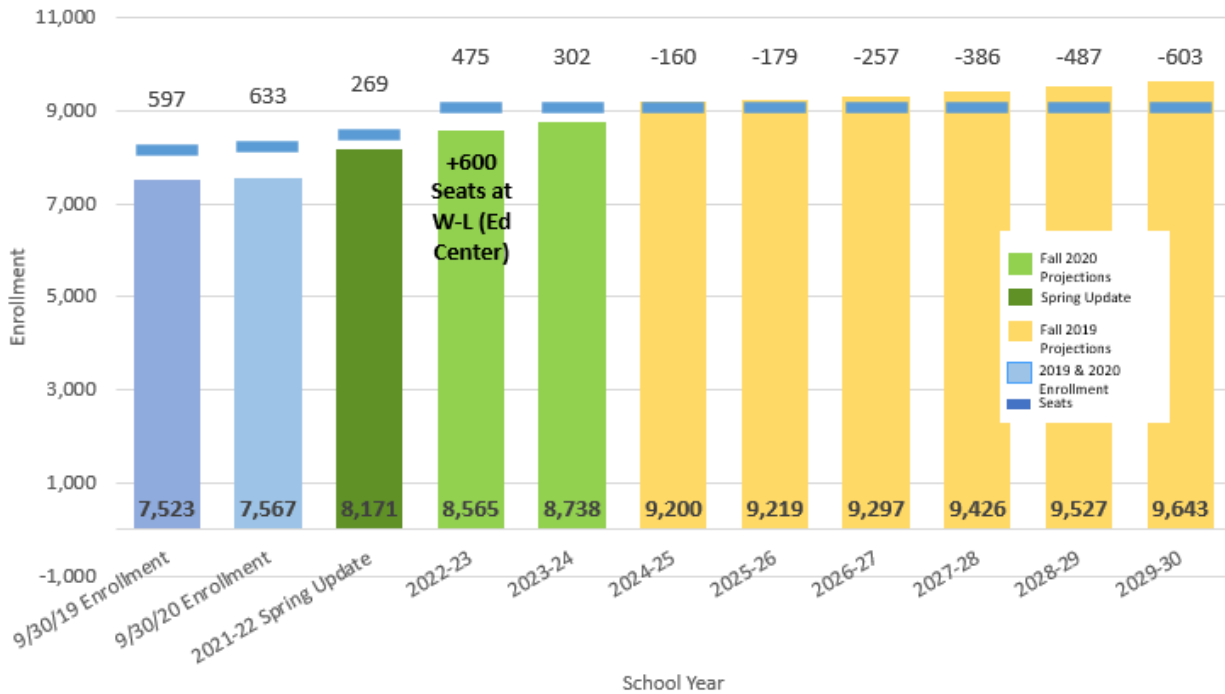
**Figure 4. Comparing Projected Middle School Enrollment (Grades 6-8) and Capacity in the FY 2022-24 CIP**



Source: APS, Planning & Evaluation, April 2021. Facilities & Operations, April 2021.

Similarly, Figure 5 shows that at the high school level, there was a surplus of about 600 permanent seats in 2019-20 and about 630 seats in 2020-21. In the Fall 2020, 3-year enrollment projections period from 2021-22 to 2023-24 there is also expected to be a permanent seat surplus that ranges from about 270 to 480 seats. In the 2024-25 to 2029-30 period, using Fall 2019 projections, there is an expectation of seat deficits that grows from about 160 seats in 2024-25 to about 600 seats in 2029-30.

**Figure 5. Comparing Projected High School Enrollment (Grades 9-12) and Capacity in the FY 2022-24 CIP**



Source: APS, Planning & Evaluation, April 2021. Facilities & Operations, April 2021.

## Process

Table 2 shows the CIP development timeline. The process to shape the priorities of the FY 2022-24 CIP began with the August 2020 School Board Work Sessions on the [2021-22 School Year Planning presentation](#)<sup>3</sup>. Throughout the year, staff developed, presented and refined project proposals that:

- Improve school operations that support teaching and learning.
- Maintain existing APS facilities.
- Prepare for middle and high school enrollment growth.
- Expand graduation pathways for students.
- Resumes plans that were put on hold in Spring 2020.

**Table 2. Overview of FY 2022-24 CIP Process (Aug 2020-June 2021)**

DATE	MEETING TOPICS/KEY DOCUMENTS
Aug. 27, 2020	School Board Work Session on 2021-22 School Year Planning presentation Presented Objectives for the FY 2022-24 CIP presented   <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BSVRVU6EAB7C/\$file/Planning%20Work%20Session%20Presentation%2008-27-20%20-%20FINAL.pdf">Presentation</a> <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BSVRVU6EAB7C/\$file/Planning%20Work%20Session%20Presentation%2008-27-20%20-%20FINAL.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/BSVRVU6EAB7C/\$file/Planning%20Work%20Session%20Presentation%2008-27-20%20-%20FINAL.pdf</a>

<sup>3</sup>[https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BSVRVU6EAB7C/\\$file/Planning%20Work%20Session%20Presentation%2008-27-20%20-%20FINAL.pdf](https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BSVRVU6EAB7C/$file/Planning%20Work%20Session%20Presentation%2008-27-20%20-%20FINAL.pdf)

<b>Oct. 22, 2020</b>	<b>School Board Work Session on the PreK-12 Instructional Program Pathways (IPP)</b> Presented project update to the School Board   <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BUSLQ6565111/\$file/IPP%20Work%20Session%20Presentation%2010-27-2020.pdf">Presentation</a> <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BUSLQ6565111/\$file/IPP%20Work%20Session%20Presentation%2010-27-2020.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/BUSLQ6565111/\$file/IPP%20Work%20Session%20Presentation%2010-27-2020.pdf</a>
<b>Jan. 7, 2021</b>	<b>School Board Meeting: FY 2022-24 CIP Direction</b> Shared details about the proposed projects   <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BX2QBC65AF1A/\$file/F-3%202022%20CIP%20Direction%20Presentation%20-%20Info%20010721.pdf">Presentation</a> <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BX2QBC65AF1A/\$file/F-3%202022%20CIP%20Direction%20Presentation%20-%20Info%20010721.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/BX2QBC65AF1A/\$file/F-3%202022%20CIP%20Direction%20Presentation%20-%20Info%20010721.pdf</a>
<b>Jan 14, 2021</b>	<b>School Board Work Session on After-Action Review of Career Center Expansion Project</b> Presented analysis of the Career Center Expansion project and recommendations for future processes   <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BX9HTT4A166C/\$file/Career%20Center%20After%20Action%20Analysis%20WS%20Presentation%201-14-21.pdf">Presentation</a> <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BX9HTT4A166C/\$file/Career%20Center%20After%20Action%20Analysis%20WS%20Presentation%201-14-21.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/BX9HTT4A166C/\$file/Career%20Center%20After%20Action%20Analysis%20WS%20Presentation%201-14-21.pdf</a>
<b>Jan. 21, 2021</b>	<b>School Board Meeting on the FY 2022-24 Capital Improvement Plan Direction</b> Presented revised project details   <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BXGQM269B49D/\$file/E-3%20FY%202022%20Capital%20Improvement%20Plan%20Direction%20presentation%201-21-21.pdf">Presentation</a> <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BXGQM269B49D/\$file/E-3%20FY%202022%20Capital%20Improvement%20Plan%20Direction%20presentation%201-21-21.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/BXGQM269B49D/\$file/E-3%20FY%202022%20Capital%20Improvement%20Plan%20Direction%20presentation%201-21-21.pdf</a>
<b>Feb. 2, 2021</b>	<b>APS published the 2020 3-year enrollment projections</b>   <a href="https://www.apsva.us/wp-content/uploads/2021/02/Fall-2020-Enrollment-Projections-Report-Final-for-Website.pdf">Report</a> <a href="https://www.apsva.us/wp-content/uploads/2021/02/Fall-2020-Enrollment-Projections-Report-Final-for-Website.pdf">www.apsva.us/wp-content/uploads/2021/02/Fall-2020-Enrollment-Projections-Report-Final-for-Website.pdf</a>
<b>Apr. 15, 2021</b>	<b>The 2021 Annual Update published</b>   <a href="https://www.apsva.us/wp-content/uploads/2021/04/2021-Annual-Update-Posted-Apr-19-202138.pdf">Report</a> <a href="https://www.apsva.us/wp-content/uploads/2021/04/2021-Annual-Update-Posted-Apr-19-202138.pdf">www.apsva.us/wp-content/uploads/2021/04/2021-Annual-Update-Posted-Apr-19-202138.pdf</a>
<b>Feb. 18, 2021</b>	<b>School Board Meeting Information Item F-3 The Heights FY 2022-24 CIP Estimate Funding</b> Reviewed cost estimating for the Heights Project   <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BY6MEQ5AB3BC/\$file/F-3%20Heights%20CIP%20Estimate-%20Presentation.pdf">Presentation</a> <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/BY6MEQ5AB3BC/\$file/F-3%20Heights%20CIP%20Estimate-%20Presentation.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/BY6MEQ5AB3BC/\$file/F-3%20Heights%20CIP%20Estimate-%20Presentation.pdf</a>
<b>May 5, 2021</b>	<b>Review of Career Center Next Steps</b> Presented proposal to and answered questions from members of the CCWG, BLPC and PFRC   <a href="https://teams.microsoft.com/l/meetup-join/19%3ameeting_ZTZmMmU2YzktYjksNS00NTQ5LWExOTUtNGM5OWYwNTQ5NGM0%40thread.v2/0?context=%7b%22id%22%3a%22313708a6-b7e9-492c-ac7a-f19734f3f702%22%2c%22oid%22%3a%22252bc1d29-e523-45e6-977d-ba58561ee557%22%2c%22isBroadcastMeeting%22%3a%22true%22%2c%22btype%22%3a%22a%22%2c%22role%22%3a%22a%22%7d">Meeting Recording</a> <a href="https://teams.microsoft.com/l/meetup-join/19%3ameeting_ZTZmMmU2YzktYjksNS00NTQ5LWExOTUtNGM5OWYwNTQ5NGM0%40thread.v2/0?context=%7b%22id%22%3a%22313708a6-b7e9-492c-ac7a-f19734f3f702%22%2c%22oid%22%3a%22252bc1d29-e523-45e6-977d-ba58561ee557%22%2c%22isBroadcastMeeting%22%3a%22true%22%2c%22btype%22%3a%22a%22%2c%22role%22%3a%22a%22%7d">teams.microsoft.com/l/meetup-join/19%3ameeting_ZTZmMmU2YzktYjksNS00NTQ5LWExOTUtNGM5OWYwNTQ5NGM0%40thread.v2/0?context=%7b%22id%22%3a%22313708a6-b7e9-492c-ac7a-f19734f3f702%22%2c%22oid%22%3a%22252bc1d29-e523-45e6-977d-ba58561ee557%22%2c%22isBroadcastMeeting%22%3a%22true%22%2c%22btype%22%3a%22a%22%2c%22role%22%3a%22a%22%7d</a>
<b>May 6, 2021</b>	<b>School Board Meeting: Superintendent's Proposed FY 2022-24 Capital Improvement Plan (CIP) Presentation</b> Staff presented the rationale for the proposed projects and timeline   <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/C2RT7M7546E4/\$file/F-1%20Supts%20Proposed%20FY%202022-2024%20CIP%20Presentation.pdf">Presentation</a> <a href="https://go.boarddocs.com/vsba/arlington/Board.nsf/files/C2RT7M7546E4/\$file/F-1%20Supts%20Proposed%20FY%202022-2024%20CIP%20Presentation.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/C2RT7M7546E4/\$file/F-1%20Supts%20Proposed%20FY%202022-2024%20CIP%20Presentation.pdf</a>
<b>May 11, 2021</b>	<b>Virtual Work Session #1 on the Superintendent's Proposed FY 2022 CIP</b> Staff provided more details and cost estimates for the proposed projects   <a href="https://www.apsva.us/wp-content/uploads/2021/05/2021-05-06-SB-WS1-May-11-D1.pdf">Presentation</a> <a href="https://www.apsva.us/wp-content/uploads/2021/05/2021-05-06-SB-WS1-May-11-D1.pdf">www.apsva.us/wp-content/uploads/2021/05/2021-05-06-SB-WS1-May-11-D1.pdf</a>
<b>May 19, 2021</b>	<b>Virtual Joint FAC/JFAC Meeting</b>   <a href="https://arlington.granicus.com/MediaPlayer.php?view_id=2&amp;clip_id=3921">Video Recording</a> <a href="https://arlington.granicus.com/MediaPlayer.php?view_id=2&amp;clip_id=3921">arlington.granicus.com/MediaPlayer.php?view_id=2&amp;clip_id=3921</a>
<b>May 25, 2021</b>	<b>Work Session #2 on the Superintendent's Proposed FY 2022-24 CIP</b> <ul style="list-style-type: none"> <li>Staff presented projections, proposed facilities improvements, new plan for the Career Center campus, several budget scenarios, and requests to the County.</li> </ul>



	<ul style="list-style-type: none"> <li>The FAC and JFAC chairs provided feedback on the CIP (SB direction?)   <a href="http://www.apsva.us/wp-content/uploads/2021/05/2021-05-24-WS-2-Inst-messages-FINAL.pdf">Presentation</a> <a href="http://www.apsva.us/wp-content/uploads/2021/05/2021-05-24-WS-2-Inst-messages-FINAL.pdf">www.apsva.us/wp-content/uploads/2021/05/2021-05-24-WS-2-Inst-messages-FINAL.pdf</a></li> </ul>
June 3, 2021	<b>School Board Meeting: Information Item - School Board’s Proposed FY 2022-24 CIP   <a href="http://www.apsva.us/wp-content/uploads/2021/06/2021-06-03-Deck-for-June-3-FINAL.pdf">Presentation</a></b> <a href="http://www.apsva.us/wp-content/uploads/2021/06/2021-06-03-Deck-for-June-3-FINAL.pdf">www.apsva.us/wp-content/uploads/2021/06/2021-06-03-Deck-for-June-3-FINAL.pdf</a>
June 8, 2021	<b>Virtual Community Q&amp;A   <a href="#">Meeting Recording</a></b> <a href="https://teams.microsoft.com/l/meetup-join/19%3ameeting_ZmVmMTk5NTctNDY3Yy00MGMxLWJkZGItdhY2ExNmE5NjI3%40thread.v2/0?context=%7b%22Tid%22%3a%22313708a6-b7e9-492c-ac7a-f19734f3f702%22%2c%22Oid%22%3a%2252bc1d29-e523-45e6-977d-ba58561ee557%22%2c%22IsBroadcastMeeting%22%3atrued&amp;btype=a&amp;role=a">teams.microsoft.com/l/meetup-join/19%3ameeting_ZmVmMTk5NTctNDY3Yy00MGMxLWJkZGItdhY2ExNmE5NjI3%40thread.v2/0?context=%7b%22Tid%22%3a%22313708a6-b7e9-492c-ac7a-f19734f3f702%22%2c%22Oid%22%3a%2252bc1d29-e523-45e6-977d-ba58561ee557%22%2c%22IsBroadcastMeeting%22%3atrued&amp;btype=a&amp;role=a</a>
June 9, 2021	<b>County Board Joint Work Session with Arlington School Board - Capital Improvement Program   <a href="#">Meeting Recording</a></b> <a href="http://arlington.granicus.com/MediaPlayer.php?view_id=2&amp;clip_id=3921">arlington.granicus.com/MediaPlayer.php?view_id=2&amp;clip_id=3921</a>
June 10, 2021	<b>Public Hearing on the School Board’s Proposed FY 2022-24 CIP   <a href="#">Meeting Recording</a></b> <a href="http://www.apsva.us/post/school-board-public-hearing-june-10-2021/">www.apsva.us/post/school-board-public-hearing-june-10-2021/</a>
June 14, 2021	<b>Work Session #4 on the School Board’s Proposed FY 2022-24 CIP</b> Staff presented revisions to the proposed major infrastructure and new Career Center Campus projects; proposal for the new Career Center Campus removed   <a href="http://go.boarddocs.com/vsba/arlington/Board.nsf/files/C3YTU478FFA2/\$file/CIP%20Work%20Session%204%20Presentation%206-14-2021.pdf">Presentation</a> <a href="http://go.boarddocs.com/vsba/arlington/Board.nsf/files/C3YTU478FFA2/\$file/CIP%20Work%20Session%204%20Presentation%206-14-2021.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/C3YTU478FFA2/\$file/CIP%20Work%20Session%204%20Presentation%206-14-2021.pdf</a>
June 24, 2021	<b>School Board Meeting: School Board Adopts FY 2022-24 CIP   <a href="#">Presentation</a></b> <a href="http://go.boarddocs.com/vsba/arlington/Board.nsf/files/C4ALHU562A27/\$file/E-1%20FY%202022-2024%20Capital%20Improvement%20Plan%20Presentation.pdf">go.boarddocs.com/vsba/arlington/Board.nsf/files/C4ALHU562A27/\$file/E-1%20FY%202022-2024%20Capital%20Improvement%20Plan%20Presentation.pdf</a>
Nov. 2, 2021	<b>Voting on Bond Referendum</b>

## Community Engagement

While engagement efforts were affected by the COVID-19 pandemic and restrictions on public gathering, APS informed the community about progress on development of the CIP throughout the year, from planning for the three-year CIP through the adoption of the FY 2022-24 CIP on June 24, 2021. (See [Appendix A](#)). Planning and Evaluation staff regularly updated the CIP webpage ([www.apsva.us/engage/cip/](http://www.apsva.us/engage/cip/)) with

- CIP process timeline
- School Board CIP Work Session/Meetings, which were all broadcast live online and available as recordings for viewing at a later date, and any presentations made
- Staff responses to School Board questions raised during the CIP process
- Additional documents to provide greater details about proposed projects

Staff also presented the proposed Career Center Next Steps to the members of the Career Center Building Level Planning Committee (BLPC), the Public Facilities Review Committee (PFRC ) and the Career Center Working Group.

Information about the development of the CIP was shared throughout the process via APS communications channels including School Talk Engage messages, social media, APS School Ambassador

updates, and a news release on the adoption of the FY 2022-24 CIP. These communications included information on how stakeholders could share input on the CIP with the School Board, such as:

- Providing public comment at a School Board meeting, per instructions on the School Board webpage
- Writing to [engage@apsva.us](mailto:engage@apsva.us) or sharing input via the APS Engage online feedback form
- Participating in the June 8 Community Q&A session
- Providing feedback virtually or in person at the June 10 School Board Public Hearing on the School Board's Proposed FY 2022-24CIP

## CIP Funding

Over the past fifteen months, COVID-19 has impacted the economy across the nation. This impacted the County's ability to accurately forecast revenue for the FY 2021 CIP and limited the time horizon for forecasting revenue for the FY 2022-24 CIP. The County had indicated last year that it would proceed with a four-to-six-year CIP in spring 2021 but ultimately decided to construct a three-year CIP.

Arlington County typically schedules bond referenda for even-numbered calendar years, which correspond to odd-numbered fiscal years; for example, the last bond referendum was held in November 2020 (FY 2021). However, because it only developed a one-year (FY 2021) CIP last year, the County has scheduled another bond referenda for November 2021 (FY 2022-2024). In the past, Arlington County voters have approved school bonds by a large majority. As proposed for some projects in this CIP, APS has often funded the design of a major construction project in one bond referendum year and then construction of the project in the next bond referendum year. The practice of funding design and construction of projects in separate bond referenda years allows the project to be well underway prior to the second bond referendum year, at which time estimates of construction and total project costs will have been refined to reflect input from the school and community and more detailed development of the design.

Major Construction and infrastructure projects may be funded through bond financing, current revenues, reserves, County funds on joint-use projects, and, in some cases, through a combination of all four sources. Bond financing is generated through the sale of general obligation bonds by Arlington County as authorized by County voters through bond referenda.

Projects with total costs of more than \$500,000 and useful lives of twenty years or more are typically funded with proceeds from bond sales, although, in the FY 2022-24 CIP, certain facilities are partially paid with capital reserves.<sup>4</sup> If a project is financed with bonds, it must have a useful life equal to or longer than the repayment schedule of the bonds issued for it.

The approved FY 2022-24 CIP continues the planning for the addition of secondary seats at the Career Center site by establishing a capital project to relocate the Arlington Community High School to an appropriate facility by August 2023. It further provides specific direction to staff to advance a new/renovated Arlington Career Center capital project through developing educational specifications,

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<sup>4</sup> Within the CIP period, net tax-supported debt service payments should not exceed 10% of general expenditures, not including the Capital Projects Fund. This percentage is known as the debt service ratio.

diagrammatic site and building plans, and a reconciled cost estimate which will be brought to the School Board for consideration.

## Estimated Project Costs

Estimated costs included in the CIP for major construction projects represent total project costs. Total project costs comprise construction costs; soft costs and contingencies calculated based on current costs; plus an allowance for escalation, or potential cost increase, through the midpoint of construction. For each project under consideration, a preliminary scope of work was developed by Architecture/Engineering (A/E) firms with input from Design and Construction Services staff. For projects anticipated to be less than \$1,000,000 in construction costs, one cost estimate was prepared based on the preliminary scope of work. For projects anticipated to exceed \$1,000,000 in construction costs, two independent estimates were prepared for each project based on the preliminary scope of work; one by a cost estimator on the A/E team, and another by a Construction Manager. The two estimates were reconciled with one another to ensure that each was based on the same assumptions and scope of work. This process ensured that APS obtained two separate professional opinions of probable cost for each large project. When applicable, staff selected the higher of the two numbers to use in the total costs for the projects included in the FY 2022-24 CIP.

The total project cost estimates were initially based on 2021 dollars. To plan for projects that would be completed after 2021, 5% compounded annual escalation was added to account for increasing costs of labor and materials through the anticipated mid-point of construction for each project, for the first 4 years, and 4% for the remaining years. Anticipated escalation causes the total cost of a project to vary according to the year in which it is scheduled for completion.

Because of the conceptual nature of the estimates, several design, construction, and soft cost contingencies are included in all CIP total project cost estimates. Design cost contingency is an estimated cost that is added to total project cost for development of the design drawings. The amount of this contingency typically diminishes as a facility's design becomes better defined with more details during the process from Concept through Final Design. Construction contingencies are included to cover unanticipated costs arising during construction and soft cost contingencies are included because many of APS's direct costs are unclear at the early stages of a project.

## Planning for FY 2023-32 CIP per the June 24, 2021 School Board Motion

In the June 24 School Board Motion, the School Board directed the Superintendent to

- Proceed with relocation of ACHS at a maximum total project cost of \$6.18 million, to be completed by August 2023.
- No later than October 2021, present to the School Board for approval the proposed educational specifications, diagrammatic site and building plans, and a reconciled cost estimate for a project at the ACC site that meets these requirements:
  - Provides three (3) options, each at the lowest possible cost;
  - Provides facilities for existing programs within the ACC building, including appropriately sized cafeteria, library, gymnasium, arts space and CTE labs;
  - Adds the maximum number of secondary seats within the stated cost limit;
  - Adds an athletic field similar in size to what was proposed in the May 2020 concept;
  - Completes new and/or renovated space as close to December 2025 as possible; and
  - Includes parking to meet expected demand of the various uses on site.
- Direct the Superintendent to include in the Superintendent's Proposed FY 2023-32 CIP in Spring 2022 a long-range plan to renovate existing school facilities that provides:
  - A schedule of renovations to be completed, and
  - The order of priority with supporting rationale

To read the full June 24 School Board motion, see [Appendix A](#).

## Publications that Informed the CIP

### Arlington Facilities and Student Accommodation Plan (AFSAP)

The AFSAP is produced every other calendar year to provide a comprehensive look at student enrollment and building capacity; it is used to inform the CIP. A copy of the 2019 AFSAP can be found at [www.apsva.us/engage/afsapreport/](http://www.apsva.us/engage/afsapreport/),

### 2018-24 Strategic Plan

The Strategic Plan is a six-year plan that charts a course for students, staff and APS overall. The Strategic Plan addresses the needs and aspirations of students, parents, citizens, teachers, administrators and staff, while mapping out the school system's core activities. On June 7, 2018, the School Board adopted the 2018-24 Strategic Plan. In September 2018, the Superintendent will propose final strategies and

performance objectives of the Strategic Plan for School Board approval. A copy of the Strategic Plan can be found at [www.apsva.us/wp-content/uploads/2019/02/StrategicPlanFINAL-Doc-10-26-18.pdf](http://www.apsva.us/wp-content/uploads/2019/02/StrategicPlanFINAL-Doc-10-26-18.pdf)

## Facilities Optimization Study, School Year 2020-2021

The APS Facilities Optimization Study provides the number of relocatable classrooms that may be deployed at each APS school. The study was developed by APS staff. It provides data with which to make informed decisions about adding capacity to APS schools through the use of relocatable classrooms. The study can be found at [www.apsva.us/wp-content/uploads/2020/12/Optimization\\_Study\\_SY20\\_21\\_Final\\_rs.pdf](http://www.apsva.us/wp-content/uploads/2020/12/Optimization_Study_SY20_21_Final_rs.pdf)

## Committees that Inform the CIP

### Advisory Council on School Facilities and Capital Programs (FAC)

The FAC assists the School Board in the continuous, systematic review of school facilities and the annual and long-range Capital Improvement Program. The Council offers recommendations and suggestions to the School Board on the Arlington School Facilities and Student Accommodation Plan (AFSAP), which includes the ten-year Capital Improvement Plan (CIP), and for future funding for school facilities.

### Joint Facilities Advisory Commission (JFAC)

The JFAC is an advisory body jointly appointed by the County Board and the School Board to provide input on capital improvements plans and long-range planning. These members should include residents with varying degrees of experience in planning, education, public finance, design and construction, participation in organizations or processes sanctioned by Arlington County and/or Arlington Public Schools, or other work or community participation related to the JFAC mission. Appointees should also reflect the geographic and demographic diversity of Arlington County.

## Appendix A – FY 2022-24 CIP Motion

Due to the pandemic and related economic uncertainties, the School Board adopted a one-year capital improvement plan in 2020 rather than a traditional ten-year CIP. The one-year CIP, by definition, focused on the school system's immediate needs and delayed consideration of longer-term projects, even those that were previously planned, such as the Career Center project.

This year, the School Board will adopt a three-year-CIP. Like the one-year CIP, this CIP is not a long-term plan. Rather it is a bridge that leads APS back toward the traditional ten-year CIP that will be developed in the coming year and adopted in spring 2022. As such, this CIP focuses on immediate and short-term needs, and, also, returns to planning for the longer-term future, including a renewed focus on the Career Center project and seat needs, as well as direction to begin developing plans to renovate our oldest school buildings in the future.

I therefore move that the School Board adopt the 2022-2024 Capital Improvement Plan with revisions as presented in [Attachment A](#) to this motion. (slides 6-12)

I move that the School Board direct the Superintendent to:

- Proceed with relocation of ACHS at a maximum total project cost of \$6.18 million, to be completed by August 2023.
- No later than October 2021, present to the School Board for approval the proposed educational specifications, diagrammatic site and building plans, and a reconciled cost estimate for a project at the ACC site that meets these requirements:
  - Provides three (3) options, each at the lowest possible cost
  - Provides facilities for existing programs within the ACC building, including appropriately sized cafeteria, library, gymnasium, arts space and CTE labs;
  - Adds the maximum number of secondary seats within the stated cost limit;
  - Adds an athletic field similar in size to what was proposed in the May 2020 concept;
  - Completes new and/or renovated space as close to December 2025 as possible; and
  - Includes parking to meet expected demand of the various uses on site.

I also move that the School Board direct the Superintendent to include in the Superintendent's Proposed FY 2023-32 CIP in Spring 2022 a long-range plan to renovate existing school facilities that provides:

- A schedule of renovations to be completed, and
- The order of priority with supporting rationale

I further move that the School Board approve the following actions:

- Create the ACHS Relocation capital project and transfer \$6.18 million from previous bond funding into the project;
- Create the Career Center Campus capital project and transfer \$14.62 million from previous bond funding into the project;
- Create the Air Quality and HVAC Upgrades capital project and transfer \$10.5 million from previous bond funding into the project;
- Create the Campbell and Swanson Kitchen Renovation capital project and transfer \$1.72 million from the Capital Reserve into the project; and
- Transfer \$2.85 million from the Capital Reserve into The Heights Phase 2 capital project.
- I also move that the board adopt the following resolution:

### **Bond Resolution Motion**

WHEREAS, Section 15.2-2640 of the Code of Virginia of 1950, as amended (the “Code”), requires that the School Board of Arlington County (“School Board”) request, by resolution, that the County Board of Arlington County (“County Board”) adopt a resolution regarding the contracting of a debt and the issuance of general obligation bonds of Arlington County for school purposes;

NOW, THEREFORE, BE IT RESOLVED, that the School Board, as required by Section 15.2- 2640 of the Code, does hereby request that the County Board adopt a resolution setting forth the maximum amount of its general obligation bonds to be issued for capital projects for school purposes and requesting that the Circuit Court of Arlington County order an election on the question of contracting a debt and issuing the general obligation bonds of Arlington County in an amount not to exceed \$23,010,000 for the purpose of paying the costs of capital projects for school purposes. This resolution shall take effect immediately.

## Attachment A to the Main Motion on the FY 2022-24 CIP

### Improve Existing Facilities

#### Major Infrastructure Projects

- Maximum Estimated Total Project Costs: \$34,700,000 over the next 3 years
- 2021 Bond Funding: \$0 (Project funding also includes \$17.9 million in previous bonds and \$16.8 million in future bonds)

#### HVAC Improvements

- Projected Completion: Fall 2024
- Maximum Estimated Total Project Costs: \$10,500,000 over the next 3 years
- 2021 Bond Funding: \$0 (Project funding also includes \$10.5 million in previous bonds)

#### Kitchen Renovations

- Projected Completion: Various
- Maximum Estimated Total Project Costs: \$20,170,000 over the next 3 years
- 2021 Bond Funding: \$10,650,000 (Project funding also includes \$1.72 million from the Capital Reserve and \$7.8 million in future bonds)

#### Entrance Renovations/Security Vestibules

- Projected Completion: Various
- Maximum Estimated Total Project Costs: \$1,780,000 over the next 3 years
- 2021 Bond Funding: \$970,000 (Project funding also includes \$0.81 million in future bonds)

#### The Heights Building

- Projected Completion: Fall 2023
- Maximum Estimated Total Project Costs: \$14,240,000 over the next 2 years
- 2021 Bond Funding: \$11,390,000 (Project funding also includes \$2.85 million from the Capital Reserve)

#### Synthetic Field Turf Replacements

- Projected Completion: Various
- Maximum Estimated Total Project Costs: \$2,410,000 over the next 3 years
- 2021 Bond Funding: \$0 (Project funding also includes \$2.41 million in MC/MM funds)



## Enrollment Capacity

### **Career Center Campus Phase 1 – Relocation of Arlington Community High School to a new site**

- Projected Completion: start of school, August 2023
- Maximum Estimated Total Project Costs: \$6,180,000
- 2021 Bond Funding: \$0 (Project funding also includes \$6.18 million in previous bonds from the “Design funds to meet 10-year projected seat needs” in the FY 2021 CIP)

### **Career Center Campus Phase 2 – Planning for the next phases of the Career Center Campus, projects TBD**

- Estimated New Seats: Adds the maximum number of secondary seats within the stated cost limit
- Projected Completion: as close to December 2025 as possible
- Maximum Estimated Total Project Costs: \$31,220,000
- 2021 Bond Funding: \$0 (Project funding also includes \$9.62 million in previous bonds plus \$16.6 million in previously-authorized bonds to be sold in Spring 2022 from the “Design funds to meet 10-year projected seat needs” in the FY 2021 CIP and \$5 million in previous bonds for the Arlington Tech Expansion Project)

### **Planning Funds to Provide Options to Meet 10-year Projected Seat Needs (from FY 2021 CIP)**

- Maximum Estimated Total Project Costs: \$2,000,000
- 2021 Bond Funding: \$0 (Project funding also includes \$2.0 million in previous bonds)

Attachment A (cont'd). Timeline for Completion Based on Revisions to the School Board's Proposed FY 2022-24 CIP

Project	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29
Career Center Campus			ACHS relocated to new site Aug. 2023		New/Renovated ACC Details TBD (~Dec. 2025)			
Major Infrastructure Inc. scheduled HVAC repl. Upgrades	✓	✓	✓	✓	✓	✓	✓	✓
HVAC – improve filtration Cafeteria, gyms, etc.	✓	✓	✓					
Kitchen Renovations			Campbell Swanson	Drew Randolph	Barrett Carlin Springs	ASFS Ashlawn		
Entrance Renovations/ Security Vestibules			Campbell Swanson Langston Kenmore Long Branch Hoffman-Boston	Tuckahoe Jamestown Nottingham		ASFS		
The Heights			✓					
Synthetic field turf replacement		Wakefield (Aug. 2022)	Washington-Liberty Williamsburg MS (Aug. 2023)	Greenbrier (Yorktown) (Aug. 2024)				

## Appendix B – Joint Facilities Advisory Commission (JFAC) Comments on the FY 2022-24 CIP

Honorable Matt de Ferranti, Chair, County Board  
Board 2100 Clarendon Blvd., Suite 300  
Arlington, VA 22201

Honorable Monique O’Grady, Chair, School  
2110 Washington Boulevard  
Arlington, VA 22204

RE: JFAC Comments on Proposed FY 2022-24 Capital Improvement Plan (CIP)

Dear County and School Board members:

At our meetings on May 19 and June 23, 2021 the Joint Facilities Advisory Commission (JFAC) met to consider the FY2022-24 Proposed Capital Improvement Plan (CIP). We are grateful to the APS and County staff members who provided Commissioners with information about the CIP and attended meetings to answer questions from the group.

In accordance with JFAC’s charge to provide input to both Boards on Capital Improvement Plans (CIPs), we are submitting the following comments for your consideration:

1. **Align the CIP Proposal more closely to the County’s Comprehensive Plan.** For elements of the plan, include a sentence for each planned expenditure stating how and which element(s) are supported by the Comp Plan. This has been done well in some instances in this year’s CIP document – the Crystal City Sector Plan, Public Spaces Master Plan, and Water Distribution Master Plan are discussed in the CIP - but elements like the Master Transportation Plan are barely referred to though some of the CIP proposal includes funding transportation. CIP line items should also specify what APS impact and other APS/County uses the item considered. For example, if investment in a fire house or stormwater is made, what schools does it support? If APS site is denser down the road, are we considering whether emergency command center or buses could fit? Demonstrating consistency with relevant plans and planning processes provides important context for the proposed expenditures and demonstrates adherence to the County’s stated priorities.
2. **Fund acquisition of property to meet the County’s stated Parks and Open Spaces and other goals.** The Public Spaces Master Plan calls for setting aside funds for property acquisition. Without this funding, Arlington will not be in a position to purchase property as it becomes available. The County should be taking steps continually to acquire property and land bank to meet park, future facility, and joint-use needs. We note that land acquisition is planned for stormwater "overland relief." Clarity needs to be established for how such acquisitions will be coordinated with the PSMP and biophilic opportunities such as native plants for pollinators.
3. **Provide more information in the CIP on how stormwater improvements and flood**

**mitigation expenditures comport with recognized best practices, and the expected results.**

The FY22-24 CIP includes numerous, important investments to improve Arlington's aging stormwater system and mitigate the risks of flooding, especially in light of increasing intensity of storms. The CIP does not offer any details on the expected results and benefits of these projects for ensuring a flood resilient Arlington, or how natural solutions are being combined with engineering solutions to capture and infiltrate rainwater.

4. **The ART Operations and Facilities Planning should include APS.** The CIP mentions the Shirlington Road location as an opportunity to consolidate ART bus operations and maintenance to support a planned increase in operations and considerations for electrification of the fleet and onsite charging. Long-term planning for bus parking and fleet electrification should look at shared opportunities between the County and APS. The ART facility should consider how to support APS' current and future needs as well – for instance, if we moved all middle and high schoolers to using non-APS buses, as has been discussed in the past, what would the additional ART bus need be? The JFAC supports the comments from C2E2, calling for a well-developed plan for large scale investments for EV charging stations for next year's CIP, and a plan for the transition to an electric fleet, including at joint County-Arlington Public Schools locations where school buses and other vehicles (such as S. Taylor St.) are stored.
5. **APS should rethink or scale back Career Center Planning and continue to explore alternatives to avoid a \$262 million expenditure at a single site.** The JFAC members were not in agreement on whether the middle school and high school seats assumed to be required by APS should be built at the Career Center, especially using the proposal currently on the table, but all members did express concern about spending the proposed amount to meet the stated needs. Commissioners expressed concern that the proposal uses up all the debt capacity for at least seven years, leaving no room to improve overcrowded elementary schools that have been waiting years for improvements (Randolph, Barcroft), or to build another elementary school in south Arlington when indications are that this will be needed in coming years. The increase in debt service will further constrain APS' ability to fund instructional programs or staff salary increases in the coming years. Additional comments include:
  - a. If demolition of the Fenwick Building, which houses the Arlington Community High School (ACHS), will be required as part of planned development at the Career Center site, the **first priority** should be to find an improved location for the ACHS students that meets the educational and transportation needs of the students served (many of the students rely on buses). This program has been moved multiple times over the past several years. Announcing a move without identifying a location is disrespectful to the program, its staff, and the students being served.
  - b. Commissioners expressed **support for improvements to the Career Center** to provide promised and much-needed common spaces for current students, like a proper gym and outdoor field/green spaces, so some construction at this site to meet these needs is supported by the JFAC.
  - c. While middle school seats needs could be addressed by adding on to existing middle schools, as was studied two years ago by APS, **these additions may not increase much-needed common spaces**, like gym, theater, and cafeteria spaces at those

locations. Providing space for the arts in all schools is important to the well-being of all students. Access to spaces for art, music, and theater cannot be overlooked in addressing seat needs or relocating students.

- d. **APS should look to satisfy space and seat needs in areas that are being planned for additional growth**, like Crystal City and Pentagon City (National Landing). Since there are site plans and long-term planning processes being conducted in these areas now, the County should include identification of space for schools as a goal in these discussions. Long-term leases at commercial properties and creative use of existing spaces like the Crystal City Underground should be considered and compared to the timelines and costs of traditional approach – especially if the pandemic brings about a reduced need for office space. One commissioner mentioned that a D.C. middle school was located in a commercial office building recently and the cost was about \$2.5 million to build out the space for this use.
  - e. **APS needs to look for more creative and cost-effective ways to meet its space needs and requires the County’s assistance in doing so**, including considering temporary and permanent school facilities and joint school-county uses in site plan review and developer community benefits.
6. **Don’t spend nearly \$10 million to build parking at The Heights**. It remains unclear how much of this CIP request is the cost of building 75 parking spaces, but some estimates put it between \$9-10 million. The JFAC supports building the covered sidewalk and walkway for the Shriver Program students, the green space/field with lights, protected bike parking, and provide accessible parking near the entrance to the Shriver Program. Members expressed concern with spending funds to build regular parking spaces in an area with ample transit options and parking garages.
7. **The JFAC would like to work with the County to look for joint-use possibilities at larger sites**. County properties, like the Trades Center and the Water Treatment Plant, have expenditures planned in this and future CIPs. Both properties have large footprints. Commissioners have expressed interest in understanding what is planned for the properties and discuss the potential for additional uses.
8. **Long-term planning for schools and public facilities is an urgent need**. Arlington County continues to grow. Planning for schools and public facilities remains an urgent need for Arlington. The Joint Facilities Advisory Commission requests that in the upcoming fiscal year, the County adequately staff and plan for the JFAC to work with staff and consultants on creating that master plan. JFAC Commissioners believe that a Schools and Public Facilities Master plan to address the needs of a growing Arlington is imperative.

Thank you for considering our Commission’s comments in your upcoming CIP deliberations. Sincerely,

*Kathleen A. McSweeney*

Kathleen McSweeney  
Chair, Joint Facilities Advisory Commission (JFAC)

## Appendix C – Advisory Council on School Facilities and Capital Programs (FAC) Comments on the FY 2022-24 CIP

The FAC agrees with the letter submitted by the Joint Facilities Advisory Commission (JFAC).

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## Appendix D – Glossary of Terms

**Bonding Capacity** -The amount of bonds that can be issued in a given year that meets the debt service ratio. APS’s bonding capacity is framed by the County Board-adopted financial and debt management policies. These policies provide the parameters for the amounts and timing of bond-financed projects to be included in the County’s CIP, ensuring that the CIP is financially sustainable and that it supports the County’s triple, triple-A bond ratings.

**Bond Financing** – Funds generated through the sale of general obligation bonds by Arlington County as authorized by County voters through bond referenda. Bond referenda are scheduled for even-numbered calendar years, with the next bond referendum in November 2021.

**Capital Improvement Plan (CIP)** - Every two years, the School Board adopts a CIP that addresses APS capital needs—investments needed to improve or enhance the infrastructure of our schools—over the next ten years. The CIP includes major capital projects, such as new schools and school additions, as well as major maintenance and minor construction projects. See CIP Overview (p. 9) for more information.

**Construction Contingency** – An estimated value added to total project cost to cover unanticipated expenses that come up during construction.

**Debt Service Ratio** - Within the 10-year CIP period, net tax-supported debt service payments should not exceed 10% of general expenditures, not including the Capital Projects Fund. This percentage is known as the debt service ratio.

**Debt Service Increase** – The increase in annual debt service year-over-year as a result of the issuance of bonds in the spring of the prior fiscal year.

**Design Cost Contingency** – An estimated cost added to total project cost to account for development of the design drawings. This contingency’s estimated cost is typically reduced as a facility’s design becomes increasingly well-defined from conceptual design through bid documents.

**Escalation Cost** - To plan for projects that would be completed after 2021, a 5% compounded annual escalation was added to account for increasing costs of labor and materials through the anticipated mid-point of construction for each project, for the first 4 years, and 4% for the remaining years. Anticipated escalation causes the total cost of a project to vary according to the year in which it is scheduled for completion.

**Major Infrastructure Projects** - major maintenance investment needs for APS facilities, such as the replacement of HVAC, roofing, building envelope systems (roofing and windows), etc. Funded through the sale of general obligation bonds.

**Minor Construction/Major Maintenance (MC/MM)** – maintenance program for renewal and replacement of facility components beyond typical routine preventative maintenance, such as ADA upgrades, flooring replacement, safety improvements, playground equipment repair/replacement, etc. Funded through the annual operating budget.

**Permanent Seat** – school seats associated with a current or future school structure. Permanent seats do not include relocatable classrooms.

**Soft Costs** - Include architecture/engineering design fees, construction management, third-party testing and commissioning fees, permitting fees, moving and legal costs, furniture, fixtures, and equipment costs, and other miscellaneous costs needed to provide a complete project. Soft costs can vary greatly depending on the size, scope, and complexity of the project.

**Total Project Cost** - Includes construction costs; soft costs and contingencies calculated based on current costs; plus an allowance for escalation, or potential cost increase, through the midpoint of construction.