

Page County Public Schools Capital Improvement Plan

2024-2028



PAGE COUNTY PUBLIC SCHOOLS

Presented to the Page County School Board for Information on October 2, 2024

Adopted by Page County School Board on XXXXXX

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Introduction

What is Capital Improvement?

Most school divisions, municipalities and commercial property owners define capital improvements as major financial expenditures, usually physical in nature and are further defined by the project / improvement costs. Most jurisdictions set a cost threshold for these expenditures and they can vary by locality. In our plan, we have set a \$7,000 threshold for the inclusion of any improvement, projects that are under this estimated threshold shall be considered *operating expenses* and should be carried within that budget.

The importance of this matter cannot be overstated as there are numerous expenses that will fall into the operating budget and must be considered with each year's budget submission. Should the CIP not be funded in a consistent and adequate manner, the annual Operating Budget will need to be increased so as to handle the increased frequencies of various improvements and system failures. These expenses should be identified early in the budget process to ensure that these items are included in the proposed Operating Budget. Failure to include these expenses in the budget can lead to funding unexpected emergency repairs or system replacements which may put the division into "deficit" spending should funds not be available.

The capital improvement plan (CIP) is the planning and fiscal management tool used to identify capital improvement needs within the division over a period of time, typically 4-10 years. In our instance, the division has decided to utilize a 5 year plan for the recommended improvements. Capital improvements refer to major, non recurring expenditures such as major mechanical improvements/replacements, infrastructure needs (roads/paving/stormwater systems), and other physical assets such as doors, windows, walls, sidewalks, roofs etc. Other items included within this plan are information technology (IT) requirements as well as transportation needs.

The CIP includes a description of the proposed improvement projects ranked by level of priority, a year by year schedule of the expected need and an estimate of the project's costs. All projects that are listed are scaled and prioritized using their estimated remaining useful life and the actual condition of an asset.

Purposes of Capital Improvement Planning

- Ensures the timely repair and replacement of aging equipment and infrastructure.
- Provides a level of certainty for the local jurisdiction providing funding that emergency requests are kept to a minimum.
- Allows for public input and buy-in into the annual budget process.
- Helps eliminate sharp increases in tax rates to cover unexpected capital expenditures.

- Eliminates unanticipated, poorly planned or unnecessary expenditures.
- Provides for a vision and roadmap to be followed by the school division and local jurisdiction when considering improvements and anticipated tax rates.
- Does not allow urgent repairs/replacement projects to accumulate thereby driving up the overall expenses that the local jurisdiction must fund on an emergency basis.

Facilities Condition Assessment Report

In the summer of 2023, Dr. Fox, Page County Public Schools Superintendent, initiated a full scale “**Facilities Condition Report**” to be conducted by **Bureau Veritas**. The purpose of this assessment was to review each school facility and each of its assets and to ascertain the current condition as well as forecasting future replacement schedules and estimated cost. Assets included in this report are such items as infrastructure (plumbing, electrical, heating and cooling plants), walls, floors, ceilings, doors & hardware, roofs, masonry, sidewalks, parking lots etc. It should be noted that Information Technology and Transportation needs are not part of the report from BureauVeritas and costs for these departments were developed by the respective department heads.

The report covers a period of 20 years and highlights items of immediate concern as well as forecasting the long term needs of each facility. This report serves as the foundation of the current CIP plan and will be used each year going forward. Cost estimates within the report, and reflected in this CIP were developed utilizing R.S. Means, CBRE Whitestone, and Marshall & Swift among other estimating sources.

It should be noted that all pricing reflected in the CIP are estimates and should be construed as preliminary order of magnitude budgets. Each project's budget would need to be firmed up through the competitive bid process and confirmed prior to engaging any contractor to perform these services. The process of securing firm fixed price proposals, cannot occur until such time as funding is in place.

CIP Administration and Development Process

Administration of the CIP falls under the purview of the Superintendent's office with department administrators providing feedback regarding departmental needs each year. Typically, the review process begins each fall, wherein the department administrators will review their departments past years activities and either remove an item/items that have been completed and add any new projects that they anticipate for the upcoming budget year, items that were not completed or funded shall remain on the CIP. Once all of the required information has been accumulated, the CIP will be updated and presented to the School Board for adoption. When the plan is adopted

by the School Board, it will be forwarded to the County Board of Supervisors for consideration into the county’s annual budget.

As referenced earlier, this initial plan will lay out anticipated capital needs for a period of five years and was developed in conjunction with the recent **Facilities Condition Assessment Report**, as well as other projects identified through consultation with the Maintenance Supervisor and others within the division. Since the division has not had a sustained CIP budget submission process, this initial plan will require frequent monitoring to ensure that any changing priorities are captured and included within the plan going forward.

As referenced above, in order for the division to better maintain the ongoing CIP, each department shall follow the scoring format provided. Each project or request shall be “scored” following the six categories listed below. Within each category, scores range from one (1) to four (4) points, the higher the score, the greater the importance of the project relative to the other projects being requested. The maximum score for any project is 24 points. Projects scored between 6-12 are ranked *desirable*, while projects scoring between 13-19 are ranked *necessary* and projects scoring between 20-24 are ranked *urgent*. The purpose of this scoring methodology is to provide all the relevant information regarding any request and to better identify “Needs vs. Wants” prior to the submission of the CIP each year.

PTS	Impact on learning environment	Health & Safety	Vehicle/Equip/facility	Planning Time	Level of Service	Energy efficiency
4	Failure would result in significant learning loss	Needed to meet urgent health/safety concern	At risk of failure and is critical to operations & asset is fully depreciated	Engineering, design & procurement, installation is 8 + weeks	Needed to meet minimal level of service	Would provide significant energy reduction
3	Failure would result in some learning loss	Needed to meet health/safety concern	At risk of failure and is important to operations & asset is fully depreciated	Engineering, design and procurement, installation is 4-8 weeks	Needed to maintain current level of service	Would provide some energy reduction
2	Failure would result in minimal learning loss	Needed to improve health/safety concern	At risk of failure and has moderate impact to operations and fully depreciated	Engineering, design and procurement, installation is 1-4 weeks	Increase level of service	Would provide minimal energy reduction
1	Failure would result in no learning loss	Possibly addresses health/safety concerns	At risk of failure has minimal impact to operations, fully depreciated	Materials and labor in 1 week, no design needed	Could provide future benefit	No energy reduction

All projects shall be recorded on the sample worksheet below and shall be scored by the department head or building administrator, each request shall have a brief narrative/explanation of the project as well as a cost estimate, if possible. For those projects that administrators are not able to provide a cost estimate, the Maintenance Supervisor shall provide the costs estimate.

School/ Department: _____

Submitted By: _____ Date: _____

Project	Costs	Priority	Total Score	LE	H S	VEF	P	L S	E	Description of Project
Painting	\$12,000	Necessary	15	2	4	2	2	4	1	Paint Gym,walls peeling ...

Facilities Description Summary

Name	Location	Square Footage	Original Construction	Renovations/ Additions	Enrollment	Replacement Cost 20Yr Investment
Elementary						
Springfield ES	Rileyville	69,162	1939	1991	221	<u>\$27,664,800</u> \$13,388,917
Luray ES	Luray	74,444	1961	1992 (gym)	533	<u>\$29,777,600</u> \$19,110,034
Stanley ES	Stanley	70,000	1935	1992	349	<u>\$28,000,000</u> \$17,296,618
Shenandoah ES	Shenandoah	65,800	1928	1994	333	<u>\$26,320,000</u> \$15,982,708
Grove Hill ES	Grove Hill	42,600	1960	1991	N/A	<u>\$17,040,000</u> \$8,805,000
Middle						
Luray MS	Luray	101,845	1930	1982/1992	305	<u>\$40,738,000</u> \$19,544,370
Page MS	Shenandoah	101,668	1960	1982/1992/ 1995	338	<u>\$40,667,200</u> \$28,377,333
High						
Luray HS	Luray	133,000	2009	-----	476	<u>\$53,200,00</u> \$16,393,205
Page County HS	Shenandoah	123,000	2009	-----	509	<u>\$49,200,00</u> \$28,780,142
PCTC	Stanley	40,604	1983	1992/2016 2019	N/A	<u>\$16,241,600</u> \$6,291,785
Support						
SBO	Luray	11,221	1958	1990/2008/ 1990	N/A	<u>\$4,488,400</u> \$2,819,032
Bus Garage/Maint.	Luray	9,450	1960	1992	N/A	<u>\$3,780,000</u> \$1,273,770

School Descriptions

Springfield Elementary School

Springfield Elementary (SPES) is located at 158 Big Spring Lane, Rileyville, Va. The school was originally constructed in 1939 with a gym addition in 1991. The school has approximately 221 PreK-5 students attending this 69,162 Sf. facility.

Luray Elementary School

Luray Elementary (LES) is located at 555 First Street, Luray VA. The school was originally constructed in 1961 with a gym addition in 1992. The school has approximately 533 PreK-5 students attending this 74,444 Sf. facility.

Stanley Elementary School

Stanley Elementary School (STES) is located at 306 Aylor Grubbs Ave, Stanley VA. The school was originally constructed in 1935 with a gym addition in 1992. The school has approximately 349 PreK-5 students attending this 70,000 Sf. facility.

Shenandoah Elementary School

Shenandoah Elementary School (SHES) is located at 529 Fourth Street, Shenandoah VA. The school was originally constructed in 1928 with some renovations in 1994. The school has approximately 333 PreK-5 students attending this 65,800 Sf. facility.

Grove Hill Elementary School

Grove Hill Elementary School (GHES) is located at 7979 US Highway 340, Shenandoah VA. This school is not currently utilized by Page County Public Schools but is leased out. This 42,600 Sf. facility was originally constructed in 1940 with some renovations and a new gym occurring in 1991.

Luray Middle School

Luray Middle School (LMS) is located at 14 Luray Avenue, Luray VA. This school was originally constructed in 1930 with renovations occurring in 1982 and 1992. The school has approximately 305 Grade 6-8 students attending this 101,845 Sf. facility.

Page Middle School

Page County Middle School (PCMS) is located at 198 Panther Drive, Shenandoah VA. This school was originally constructed in 1960 with minor renovations occurring in 1982, 1992 and 1995. The school has approximately 338 Grade 6-8 students attending this 80,246 Sf. facility.

Luray High School

Luray High School (LHS) is located at 243 Bulldog Drive, Luray VA. This school was constructed in 2009 with no renovations taking place since its construction. The school has approximately 476 Grade 9-12 students attending this 133,000 Sf. facility

Page County High School

Page County High School (PCHS) is located at 184 Panther Drive, Shenandoah VA. This school was constructed in 2009 with no renovations taking place since its construction. This school has approximately 509 Grade 9-12 students attending this 123,000 Sf. facility.

Page County Technical Center

Page County Technical Center (PCTC) is located at 40 Eagle Way, Luray VA. This school was originally constructed in 1983 with renovations in 1992. The Health Sciences Building was constructed in 2016 and the Welding Shop was built in 2019. This school is used for technical training and students from both Luray and Page County High School attend this 40,604 Sf. facility.

Transportation

PCPS currently operates and cares for a fleet of 62 buses with 2 activity buses on order from February 2024. Of the 62 buses, 41 are used for daily routes, 17 of these are spares and 4 are used for spare parts. Of the 17 spares, 5 are used for substitute driver routes. The chart below shows the age of the bus and vehicle fleet.

Model Year	No. of Buses	Model Year	No. of Buses	Model Year	No. of Buses
2024	1	2012	8	*2004	1
2023	2	2011	6	*2003	5
2022	1	2010	2	*2002	2
2021	1	*2009	2	*2001	1
2018	3	*2008	2	*2000	3
2017	5	*2007	2	*1998	2
2015	6	*2006	2	*1996	2
2014	5	*2005	3	*1994	1
				*1993	2

It should be noted that: The Code of Virginia specifies that buses should be replaced on a continuing cycle.

8VAC20-70-490 Purchase

The responsibility of purchasing school buses and activity buses that meet state and federal requirements rest with the division superintendents and the local school board.

A schedule for replacement of buses on a continuing basis shall be developed and implemented by each school division.

Additionally, the Virginia Department Of Education recommends that school buses be replaced every fifteen years. Currently PCPS has **30 buses** that exceed this recommendation. The buses are denoted with an asterisk * in the referenced table.

With this recommendation in mind, the CIP includes funding to replace a total of 15 buses on the following five year schedule.

Fiscal Year	No. of Buses for Replacement
2024	3
2025	3
2026	3
2027	3
2028	3

CIP Funding Request History

Due to the lack of a formal and sustained CIP submission process, the division for the most part, has relied on fund balance transfer requests to the Board of Supervisors to fund the CIP. This practice is both inadequate and unreliable to fund the many CIP projects within the division as the fund balance fluctuates from year to year and the Board of Supervisors does not unilaterally approve said requests.

A more practical and reliable method is to formally request these funds on an annual basis during the budget development process. This method will ensure that the Board of Supervisors can develop a long term funding plan to handle the multitude of projects in a timely and organized manner. This process will ensure a sustained revenue stream for the improvements and upkeep of the division's facilities going forward.

To highlight this matter, we have listed the fund balance and special budget requests made by the division to the Board of Supervisors since 2016 and the outcome of each request;

FY 2015/2016-Fund Balance transfer request of \$424,074, BOS reappropriated \$301,603 for FY 16/17 leaving a balance of \$122,471 which was requested but not approved. It is unclear what the reappropriated funds were utilized for.

FY 2016/2017-Special Request of \$450,000 was made to the BOS to assist with the installation of new HVAC units at all 4 elementary schools. BOS approved \$255,018 to be utilized for this project on 12/19/2017 and utilized in FY 18/19

FY 2019/2020-Fund Balance transfer request of \$1,526,679 was made to the BOS of which \$856,009 was for three (3) buses and new English language curriculum. The balance of \$670,670 was requested for CIP work but was denied.

FY 2021/2022-The BOS approved \$1,000,000 for the CIP, of which \$950,348.26 was used for paving, furniture and carpet.

FY 2022/2023-Special Request of \$519,948 was made to the BOS of which \$217,009 was for teaching positions and the balance of \$302,939 was for CIP. The teaching positions were approved but the CIP request was denied. The division also requested \$401,575 from BOS and the BOS approved \$401,575 to cover the costs of new field lights at the high school softball fields.

FY 2023/2024-Fund balance transfer request of \$176,992 was made to the BOS for transportation related matters but this request was denied.

Other Funding Sources

Over the past several years, the division has received special funding from the Federal Government as well the State of Virginia for various reasons, most notably for COVID relief. In July of 2021, we received a total of \$2,811,625 through ESSER II, of which \$546,721 was spent on the installation of new playground sets at the elementary schools, the balance of these funds went towards allowable instructional expenses.

In July of 2021 the division also received \$6,314,510 from ESSER III, of which \$3,684,606 was spent on various HVAC upgrades to Shenandoah, Stanley, Luray, Springfield and Grove Hill Elementary schools as well as Page County Middle School, again the balance of these funds went towards allowable instructional expenses.

Lastly, in 2022 the division was granted a total of \$1,805,817 from the State of Virginia, of which \$1,805,817 was spent on various school improvement projects to include new roofs at Springfield & Grove Hill Elementary Schools, Luray Middle School, restroom renovations and upgrades at Page and Luray Middle Schools, stormwater pond renovations at Luray and Page High Schools, security enhancements (cameras and access controls) at all schools and miscellaneous HVAC upgrades and repairs at Luray and Page High Schools and the renovation of the running track at Page MS.

In 2021 the division received additional funding from the Coronavirus State and Local Fiscal Recovery Fund or CSLFRF program in the amount of \$628,066. This funding was utilized for the installation of new air conditioning systems in the gyms of both Luray and Page Middle Schools.

All told the division has spent \$6,665,213 on building system improvements that would have otherwise been included in the current CIP plan. It should be noted that these funding streams will not be available in the future as they were a one time allocations.

Estimated Current Debt Service

Currently the County is carrying a balance of \$5,514,620 of debt service for the energy performance contract completed by Johnson Controls in 2016. This project consisted of new energy efficient lighting, miscellaneous mechanical/HVAC upgrades and new building

automation systems in all school facilities, except the 2 high schools. This project's initial cost was \$7,500,000 with the balance of this debt being retired in 2029.

Additionally, the County is still carrying \$ 33,704,722 of debt service for the construction of the two new high schools built in 2009. The annual debt obligation is approximately \$3,700,000 and \$2,900,000 between now and 2032-2033 when it drops to approximately \$920,000 annually with the balance of this debt being retired in 2037-2038.

Total Cost Summary

The costs outlined below are a rollup of the estimated annual costs from the attached CIP Spreadsheet.

FY 24	FY 25	FY 26	FY 27	FY 28	5 Year Avg.
\$4,431,000	\$7,204,000	\$4,037,000	\$5,260,000	\$3,31,500	\$4,252,700

CIP Requests by Year/Category (Spreadsheet)