THE CITY OF LYNCHBURG

AGENDA

City of Lynchburg
City Council and City Schools Joint Meeting
February 18, 2025 l 3:00 pm
I.T. Conference Center, 3550 Young Place, Lynchburg, VA 24501

I.	Welcome and Introductions	*Larry Taylor, Mayor* *Dr. Atul Gupta, School Board Chair* *Wynter C. Benda, City Manager* *Dr. Ben Copeland, Interim Superintendent*
II.	LCS FY26 Budget and Capital Improvement Plan Outlook	*Dr. Ben Copeland, Interim Superintendent*
III.	Good of the Order/Closing Remarks	*Larry Taylor, Mayor* *Dr. Atul Gupta, School Board Chair*

Methodology for School-Age Population Estimates for School Divisions

BACKGROUND

The *Code of Virginia* states: "the sales and use tax revenue generated by a one percent sales and use tax shall be distributed among the counties and cities of this Commonwealth…. The net revenue so distributable among the counties and cities shall be apportioned and distributed upon the basis of the latest yearly estimate of the population of cities and counties ages five to 19, provided by the Weldon Cooper Center for Public Service of the University of Virginia."

This document describes the process and methodology for developing estimates of the school-age (5-19) population as of July 1 of the current year (t). These estimates are updated annually.

METHODOLOGY

In most circumstances, estimates of the 5-19 population in each school division can be derived by multiplying the 5-19 population proportion of each school division (obtained from the U.S. Census Bureau) by the official total population estimate for each division produced by the Weldon Cooper Center (which are evaluated to be more accurate than the Census estimates of total population):

Cooper Center Estimate of 5 to 19 year olds in each school division =

$$\frac{Census\ Estimate\ of\ 5\ to\ 19\ year\ olds\ on\ July\ 1\ of\ year\ (t)}{Census\ Estimate\ of\ Total\ Population\ on\ July\ 1\ of\ year\ (t)} * Cooper\ Center\ Estimate\ of\ Total\ Population\ on\ July\ 1\ of\ year\ (t)$$

However, due to requirements in the *Code of Virginia*, the methodology used to produce the official school-age population estimates is not as simple as the formula above. Specifically, to comply with the *Code*, estimates of 5-17-year-olds must be derived separately from estimates of 18-19-year-olds, for reasons explained below.

The *Code of Virginia* requires that 5-19-year-old individuals be counted in the school division where their parents/guardians reside (including individuals who are confined in a correctional institution or are living independently at college or in the military).

In Census Bureau and Weldon Cooper Center population estimates, individuals ages 5-17 are counted as stipulated in the *Code*, with the exception of individuals in correctional institutions. Therefore, estimates of individuals in this age range can be calculated using a formula similar to the one shown previously:

$$\text{Cooper Center Estimate of 5 to 17 year olds in each school division} =$$

$$\left(\frac{\text{Census Estimate of 5 to 17 year olds on July 1 of year } (t)}{\text{Census Estimate of Total Population on July 1 of year } (t)} * \text{Cooper Center Estimate of Total Population on July 1 of year } (t) \right) \pm \text{Adjustments for Correctional Facilities} \quad \text{...... (1)}$$

The Cooper Center estimate of the 5-17 population in each division is derived by first multiplying the 5-17 population proportion of each division (obtained from the U.S. Census Bureau) by the official total population estimate for each division (produced by the Weldon Cooper Center). Then, to correctly account for individuals in correctional facilities, this calculation is adjusted using administrative record data from the Departments of Corrections (DOC) and Juvenile Justice (DJJ). These agencies provide individual-level administrative records showing the permanent residence address and temporary/facility address of each confined person in this age group. Such individuals are subtracted from their temporary address locality and added to their permanent address locality so that they are accounted for in the school division in which their parents/guardians legally reside.

While these computations are sufficient for estimating 5-17-year-olds, estimating the 18-19-year-old population requires a different approach, because some 18-19-year-old individuals have left their home locality to attend college or serve in the military. Accurate, reliable, individual-level administrative records showing the permanent residence and temporary/facility address of each individual attending college or in the military are not available; therefore, Cooper Center researchers are unable to compute the 18-19 population estimate using the methodology shown previously for the 5-17 population. Instead, the Cooper Center has developed a method to estimate this population without relying on college and military administrative records data.

To achieve compliance with the *Code of Virginia*, estimates of the 18-19-year-old population on July 1 of the current year (t) are produced by first gathering estimates of these individuals from two years earlier (t-2), when they were ages 16-17 and accounted for in the division where their parents/guardians reside. Cooper Center researchers then apply a cohort-change ratio (CCR) to project that 16-17-year-old population forward two years to current year (t), resulting in an estimate of 18-19-year-olds in the current year (and accounted for in the proper school division). This cohort-change ratio allows the Cooper Center to incorporate changes in the size of the 16-17-year-old population over the two-year time period. The result of these calculations is then adjusted using DOC and DJJ data to account for individuals confined to correctional institutions in the proper division.

The formulas used for these computations are:

$$\textit{Cooper Center Estimate of 18 to 19 year olds in each school division} =$$

$$\left(\frac{\begin{array}{c} Census\ Estimate\ of\ 16\ to\ 17 \\ year\ olds\ on\ July\ 1\ of\ year\ (t-2) \end{array}}{\begin{array}{c} Census\ Estimate\ of\ Total \\ Population\ on\ July\ 1\ of\ year\ (t) \end{array}} * \mathrm{CCR} * \begin{array}{c} \textit{Cooper Center Estimate} \\ \textit{of Total Population} \\ \textit{on July 1 of year (t)} \end{array} \right) \pm \begin{array}{c} \textit{Adjustments for} \\ \textit{Correctional Facilities} \end{array} \quad \text{...... (2)}$$

where

$$CCR = \textit{Cohort Change Ratio} = \frac{\begin{array}{c} Census\ Estimate\ of\ 18\ to\ 19 \\ year\ olds\ on\ July\ 1\ of\ year\ (t) \end{array}}{\begin{array}{c} Census\ Estimate\ of\ 16\ to\ 17 \\ year\ olds\ on\ July\ 1\ of\ year\ (t-2) \end{array}} \quad \text{...... (3)}$$

$$\approx \frac{\begin{array}{c} Census\ Estimate\ of\ 16\ to\ 17 \\ year\ olds\ on\ July\ 1\ of\ year\ (t) \end{array}}{\begin{array}{c} Census\ Estimate\ of\ 14\ to\ 15 \\ year\ olds\ on\ July\ 1\ of\ year\ (t-2) \end{array}} \quad \text{...... (4)}$$

Note that there are two equations shown for the cohort-change ratio. The true cohort-change ratio, shown in equation (3), cannot be used because it contains the unknown 18-19-year-old estimate we are seeking; therefore, an approximation of the true cohort-change ratio is used instead. This approximation, shown in equation (4), is the ratio of the 16-17-year-old population in (t) to the 14-15-year-old population in (t-2). The approximated cohort-change ratio is that of a group very close in age to the population of interest and is assumed to be a good substitute for the true cohort-change ratio.

After the estimates of 5-17- and 18-19-year-olds are calculated, they are summed to yield an estimate of the 5-19-year-olds in each Virginia school division on July 1 of the current year (t).

Finally, the number of special education students ages 2-4 and 20-21, as reported by school divisions to the Department of Education on December 1 of the current year (t), are added to the Cooper Center estimates of 5-19-year-olds, to yield the total estimate that will be used to allocate sales tax revenue.

APPENDIX: HOW THIS METHODOLOGY COMPLIES WITH CODE OF VIRGINIA REQUIREMENTS

The methodology for July 1 of current year (t) estimates complies with *Code of Virginia* requirements for specific groups in the following ways:

College students

College students, the vast majority of whom are 18 and older, are included in raw Census Bureau and Cooper Center population estimates at the on- or off-campus residence where they live and sleep most of the time, but the *Code of Virginia* requires that they be accounted for in their parent/guardian's school division. Compliance with this requirement is achieved by gathering estimates of these individuals when they were ages 16-17 (in year (t-2) - at a time when they were less mobile, likely to be living with their parent/guardian, and accounted for in the proper school division), and projecting that population forward two years by applying an age-specific cohort-change ratio. The limitation of this methodology is that college students ages 17 and under who are living away from home will not be accounted for in the parent/guardian's school division. The Cooper Center believes that the effects of this limitation are minimal due to the small number of college attendees who are under eighteen.

Military Personnel

Military personnel, the vast majority of whom are 18 and older, are included in raw Census Bureau and Cooper Center population estimates at their military barracks or their on-/off-base residence where they live and sleep most of the time, but the *Code of Virginia* requires that they be accounted for in their parent/guardian's school division. Compliance with this requirement is achieved by gathering estimates of these individuals when they were ages 16-17 (in year (t-2) - at a time when they were less mobile, likely to be living with their parent/guardian, and accounted for in the proper school division), and projecting that population forward two years by applying an age-specific cohort-change ratio. The limitation of this methodology is that military personnel ages 17 and under who are living away from home will not be accounted for in the parent/guardian's school division. The Cooper Center believes that the effects of this limitation are minimal due to the small number of military personnel who are under eighteen.

Individuals confined to correctional facilities

Individuals residing in correctional facilities are included in raw population estimates at the facility location regardless of their age, but the *Code of Virginia* requires that they be accounted for in their parent/guardian's school division. Compliance with this requirement is met by estimating the 5-19-year-old population using the formulas outlined previously. Individuals can be in and out of these facilities at a wide range of ages, so the methodology includes an adjustment based on administrative record data from the Departments of Corrections and Juvenile Justice. The adjustments allow Cooper Center researchers to subtract these individuals from the facility school division and assign them to the parent/guardian's school division.

Facilities Study Planning Documents

This is a collection of links to documents and references received or developed by the School Board in the course of its deliberations on its facilities master plan. A summary timeline (up through September 2023) was provided at the Oct 3, 2023 - Special School Board Meeting. (Events subsequent to that are indicated below.)

A demographic study, including individual enrollment projections for each school was provided by the Cropper/GIS Demographics Report of April, 2022.

School enrollment projections are also provided by UVa's Weldon Cooper Center. MGT's Environmental Scan document also contains a wealth of demographic information and projections.

Dominion 7 provided an analysis of the Cropper/GIS study and detailed assessments of each of LCS' school buildings. Those are found on pages 77 and following of this document, but not in any of their other reports. They presented a report to a joint meeting of the School Board and City Council on March 22, 2022 and a follow-up to the School Board on April 19, 2022.

In January 2023 MGT was hired to study the available information, conduct stakeholder interviews and develop some possibilities ("scenarios") for the district's facilities master plan. Their work produced a number of documents, including the following.

March 28, 2023 Master Plan Update
May 2023 Master Plan Feedback Presentation
May 2023 Community Engagement Report
June 2023 Best Practices Report
August 8, 2023 Presentation to Joint Meeting of School Board and City Council

August 2023 Locally generated collection of survey responses.

MGT developed 4 scenarios, each with several optional components. Brief descriptions are here. More description is on the LCS web page here and here.

Financial analysis of each of the scenarios was provided to the Facilities and Finance Committee at its August 1, 2023 meeting. That committee developed an initial recommendation which was presented to the School Board at its September 5, 2023 meeting. No decision was made but some data behind the committee's reasoning was presented there, primarily projected maintenance costs per student for each elementary school. At the September 19, 2023 School Board Meeting a modification of MGT's Scenario 3 was proposed which consisted of closing both T. C. Miller and Sandusky elementary schools and seeking $15 million to construct additional classrooms and W. M. Bass Elementary. This has sometimes been referred to as Scenario 3A. A financial analysis similar to that of the original 4 scenarios was attached to the agenda of the

September 19, 2023 School Board Meeting. The board voted to adopt this modified Scenario 3A as its facilities plan. A letter dated September 22, 2023 was sent to the city informing them of this decision.

Subsequent to September 2023

Work was begun on revised attendance zones consistent with Scenario 3A, with a preliminary version presented to the board at its March 19, 2024 meeting.

Several things happened at the July 23, 2024 School Board work session.

- The board received from MGT another Master Plan Update, inclusive of the board's decision of Sept. 19, 2023 to adopt Scenario 3A.
- A PPEA for the construction of the additional classrooms at W, M. Bass had been received and an overview was presented. (This included project costs but those and other details are by law proprietary may not be publicized.) Based on the understanding that the city was not supportive of that plan the board did not push it forward to City Council, whose approval would have been required.
- The board voted (7-2) to rescind its plan of Scenario 3A and instead decided to rebuild Sandusky. The city was formerly informed of that decision by the board in a letter dated July 30, 2024.

Also relevant are the needs of our existing facilities, i.e. our CIP requests. The school division's CIP requests for FY 2026-2030 were approved by the board at its October 8, 2024 meeting and a project list was provided. Also at that meeting cost estimates for 3 different rebuild or renovation options for Sandusky Elementary we presented and board member DePaul presented a school consolidation proposal, both without any action by the board.

PROJECTED ENROLLMENTS

Division Number:	115
Division Name:	LYNCHBURG CITY

This worksheet provides the option of using the enrollment projections for ADM, Remedial Summer School, English Language Learners (ELL), and Virginia Preschool Initiative (VPI) (i.e. student slots) that are included in the Governor's amended budget, or entering local enrollment projections.

NOTE: Please note that fiscal year 2025 and 2026 student slots for VPI are capped at the number of slots that are included in the Governor's amended budget. Rows 38-41 provide additional detail on which accounts are affected by the enrollment projections reflected on this sheet.

FY 2025 and FY 2026 Enrollment Projections Included in the Governor's Amended Budget.
This section reflects projected FY 2025 and FY 2026 enrollment and participation projections used in the Governor's amended budget. This information is provided for your reference and cannot be changed. See the next section below to enter local enrollment projections.

	FY 2025	FY 2026
Unadjusted ADM	7,193.50	7,120.60
Adjusted ADM	7,193.50	7,120.60
Remedial Summer School Students	499.00	499.00
Virginia Preschool Initiative Full-Time Slots	269.00	310.00
Virginia Preschool Initiative Half-Time Slots	-	-
English Language Learner Proficiency Level 1	146.00	180.38
English Language Learner Proficiency Level 2	63.00	77.83
English Language Learner Proficiency Level 3	119.00	147.02
English Language Learner Proficiency Level 4	26.00	32.12
Other English Language Learner Proficiency	7.00	8.65

Enrollment Projections Currently used in Calculation Tool
Enter Local Projections in this Section

Instructions:
If you would like to use a local estimate for any of these enrollment figures:
1. Select 'Local Projection' in the dropdown menus in column C or E.
2. Input the local projection in column B or D.
3. Click hyperlink in row 36 to see funding impacts of the local projections.
4. To go back to the Governor's amended budget enrollment projections and funding estimates, select 'State Projection' for each entry.

	FY 2025		FY 2026	
Unadjusted ADM	7,193.50	State Projection	7,120.60	State Projection
Remedial Summer School Students	499.00	Actual Enrollment	499.00	State Projection
Virginia Preschool Initiative Full-Time Slots	269.00	State Projection	310.00	State Projection
Virginia Preschool Initiative Half-Time Slots	-	State Projection	-	State Projection
English Language Learner Proficiency Level 1	146.00	Actual Enrollment	180.38	State Projection
English Language Learner Proficiency Level 2	63.00	Actual Enrollment	77.83	State Projection
English Language Learner Proficiency Level 3	119.00	Actual Enrollment	147.02	State Projection
English Language Learner Proficiency Level 4	26.00	Actual Enrollment	32.12	State Projection
Other English Language Learner Proficiency	7.00	Actual Enrollment	8.65	State Projection
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Click here to see funding impacts of the above Enrollment Projections.

Changing your ADM projection will only change the following accounts, which are funded based on March 31 ADM: Basic Aid; Textbooks; Vocational Education; Gifted Education; Special Education; VRS; Social Security; Group Life; Supplemental Basic Aid; Compensation Supplement; and At-Risk. Note that, for each fiscal year, the payment of semi-monthly SOQ account payments is based only on the General Assembly's amended budget projections of division March 31 ADM, pending the recalculation of payments based on final March 31 ADM at the end of each fiscal year and subject to available state appropriation.

Changing the projected number of **Remedial Summer School** students will ONLY update the estimated funding for the Remedial Summer School account. Final payments will be based on actual certified Remedial Summer School enrollment, subject to available state appropriation. **NOTE: Fiscal year 2025 reflects actual enrollment figures and cannot be modified.**

Changing the projected number of **Virginia Preschool Initiative** slots will ONLY update the estimated funding for the Virginia Preschool Initiative account. Final payments will be based on actual certified Virginia Preschool Initiative enrollment, subject to available state appropriation and with a cap set at the formula-generated number of slots shown above in row 12.

Changing the projected number of **English Language Learner** students will ONLY update the estimated funding for the English Learner Teacher and At-Risk Add-on accounts. Final payments will be based on actual certified English Language Learner enrollment by proficiency level, subject to available state appropriation. **NOTE: Fiscal year 2025 reflects actual enrollment figures and cannot be modified.**

A TRADITION OF EXCELLENCE FOR ALL

LCS

LYNCHBURG CITY SCHOOLS

FY 2026 Budget Requests

#	Requested By	Description	Estimated Total Cost	Justification
1	Division-wide	Compensation Realignment	$ 6,997,557	Raising wages to $17.00 hr/$50,000 annual for full-time employees, Governor's FY 2026 3% salary increase, Benefit increases, Health Insurance premiums, 16 Building Subs, 10 Bus Aides, and M&O increases. Increases are essential to remaining competitive in the local job market, improving retention, and ensuring employees can meet the rising cost of living. The adjustments reflect the division's commitment to equitable compensation and sustaining a high-performing workforce.
2	Pre-K	Special Education Services, Addition of 2.0 FTE's	$ 234,280	Realignment of 12 month teacher to an ECSE Coordinator to support Special Education evaluation process as well as supporting instruction. There is no resource at Hutcherson - music is essential in brain development for school readiness especially in literacy. It is also important for social emotional development and self regulation. This is the very basic and minimum services to support teachers and students with the materials and books needed for literacy instruction.
3	Elementary Schools	Addition of 13.5 FTE's	$ 818,805	In order to address the VDOE school quality indicator need of improving English academic achievement gap, Science academic deficiencies, and increasing student attendance, all grade levels must maintain two-three teachers per grade and Title I assistance.
4	Middle Schools	Addition of 8.0 FTE's	$ 553,110	Reading/Math/Science Specialists to meet VDOE requirements for student achievement in these areas.
5	High Schools	Addition of 8.0 FTE's	$ 596,300	In order to support the core subject areas, request that teaching positions lost in the RIF process be reinstated. These positions would assist in school improvement scores.
6	Fort Hill	Addition of 1.0 FTE	$ 69,978	In order to accommodate the number and level of service required by the student IEPs that we receive, need to add one SPED teacher.
7	Division-wide	Addition of 3.5 FTE's	$ 165,384	In order to keep operations meeting industry standard additional employees need to be added. At present we have employees working more than the allowable hours during the week and on weekends to keep up with the workload. These employees will soon suffer overwork fatigue and/or burnout and seek employment elsewhere.
8	Division-wide	Vehicle Replacement	$ 260,000	This replacement plan would allow for the replacement of three Maintenance vehicles and for one grounds vehicle