
Final Staff Bond Recommendations

August 13, 2024

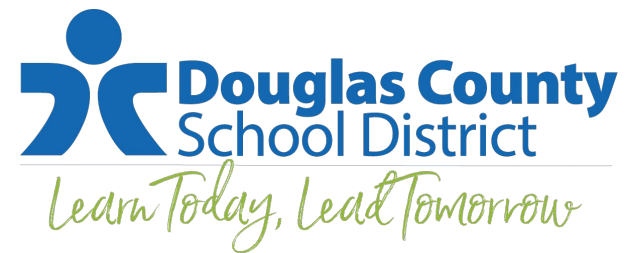


Agenda

- Challenges: Capital Investment and Growth Needs
- Background: Bonds in Douglas County
- Master Capital Plan
- Scenarios to Address Challenges
- Next Steps
- Questions and Answers



Challenges: Capital Investment and Growth Needs



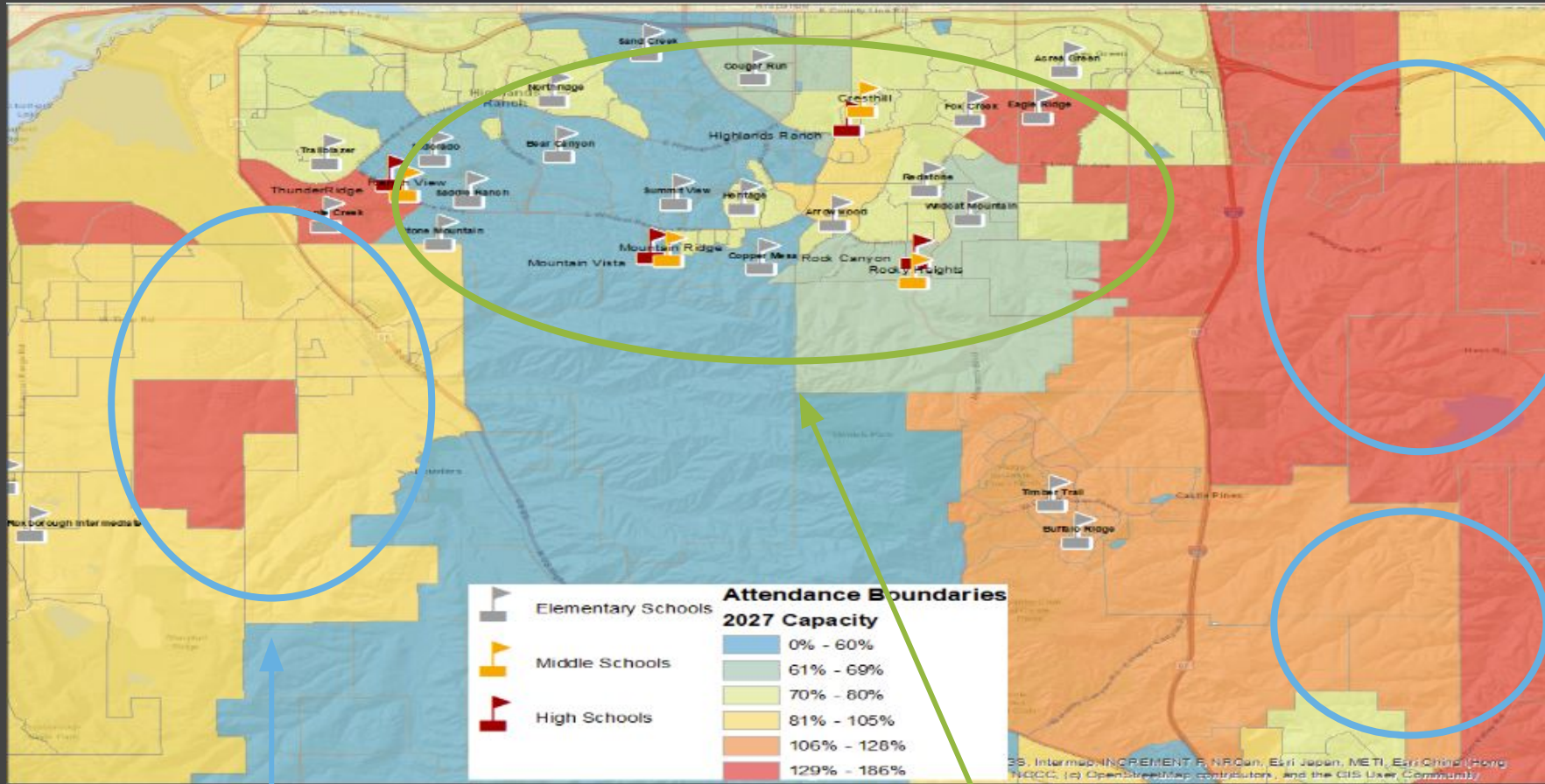
Challenges: Overview

- The quality of our learning environments will continue to deteriorate. We will use \$20M of reserves for emergency capital needs, **but the backlog is \$300M which will continue to grow by an average of \$35M per year**. Reserves are a temporary solution.
- Taxpayer dollars will be expended on avoidable and reactive measures due to aging infrastructure not being updated.
- We will **continue to address overcrowding with mobile classrooms and boundary changes** in existing neighborhoods, moving children further away from their own neighborhood schools.



Challenge: Lack of Schools in Growth Areas

Growing New Communities are School Voids



← RidgeGate East
(8,000 future homes)

← The Canyons
(5,000 homes,
18% built)

← Sterling Ranch/Solstice
(13,000 homes, 16% built)

← Highlands Ranch
(38,000 homes)

How New Schools Get Built

Growth **DOES NOT** pay its own way when it comes to schools.

- In Colorado, school districts generally have to pass bond initiatives to build schools.
- Developers are required to provide the land for public schools or cash in lieu of land.
- In Douglas County, developers contribute a **voluntary** “capital fee” for every unit they build.
 - The capital fees are used to cover growth-related expenses (such as mobile classrooms to expand school capacity or adding school zones/crosswalks).
 - These fees *do not come close* to covering the cost of schools (an elementary school is \$60M, a joint middle-high school is \$300M)
- Our county supported seven bonds from 1984 to 2006 in order to build neighborhood schools, the last of which was built in 2010.



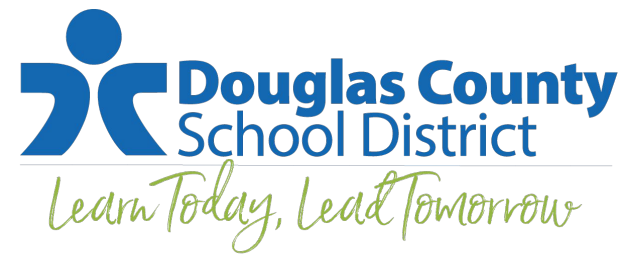
What About Areas of Declining Enrollment?

Douglas County is experiencing decline in some areas.

- Unfortunately, we cannot move schools from areas of decline to areas of growth.
- Continuing to bus students from new communities to existing communities is causing overcrowding, long bus rides for young children, and will eventually mean shifting families away from their closest school through boundary changes.
- DCSD is in the process of community engagement and policy development to pair some schools in Highlands Ranch for the 2026-2027 school year, which will result in additional opportunities for students and more efficient use of funds.
- The bond proposals include funds to improve the destination schools of the paired communities.
- DCSD still needs any future unused school buildings for special education programming and other educational purposes which will enhance educational opportunities for DCSD students.



Background: Bonds in Douglas County



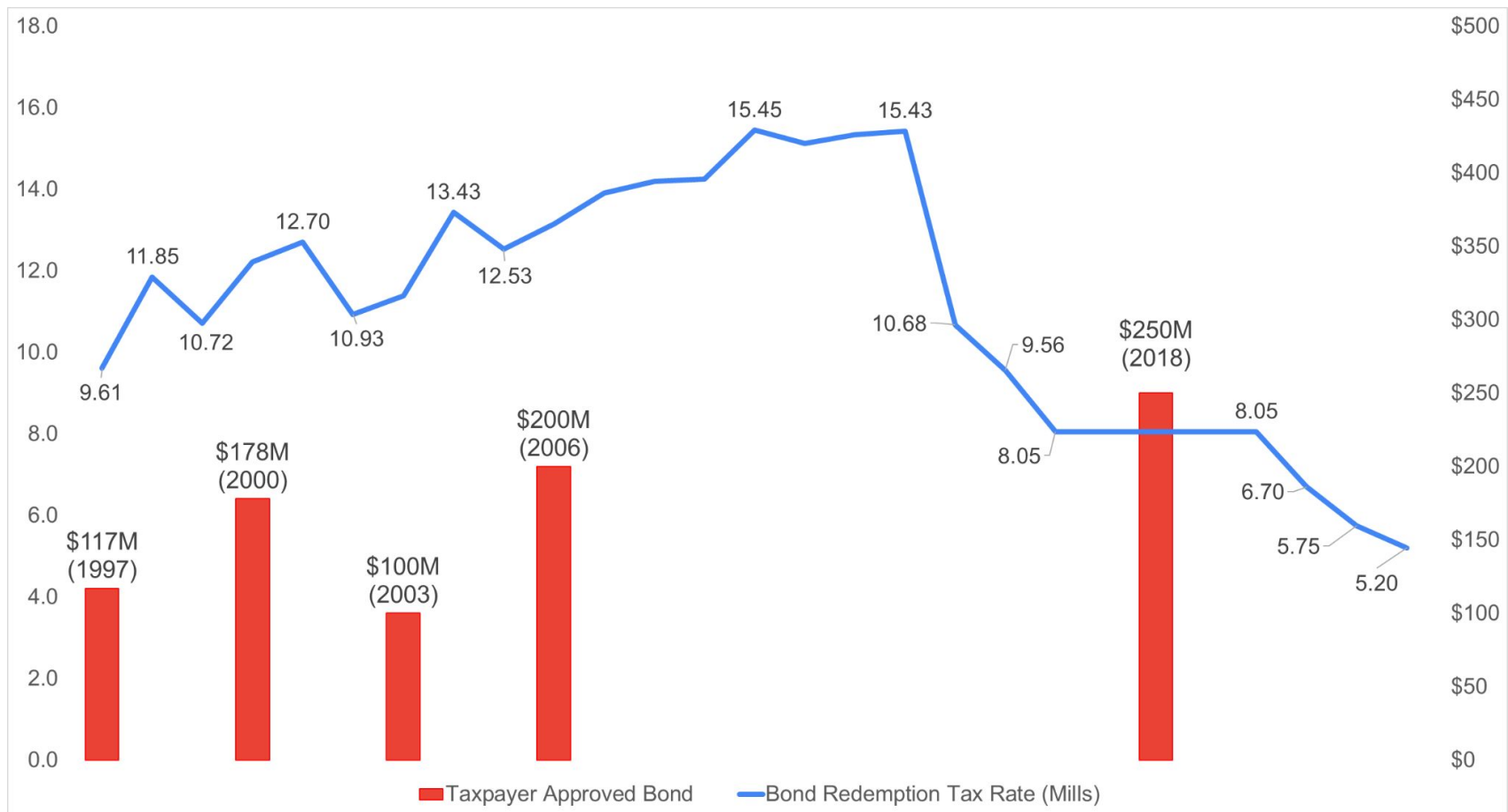
Reminder: How Bonds Work

- The District asks our taxpayers for permission to take on debt, the taxpayers pay the debt payment through their property taxes.
- The bond mill is set each year to make the payments.
- As the district pays off and restructures debt, the debt payments “step down” in such a way that new debt can be issued (with the approval of taxpayers) and new debt payment fills in the “step down” creating an opportunity to pass new debt without an increase in the mill rate.
- For DCSD, the last opportunity to pass voter-approved debt without a mill rate increase is in 2024. If a \$490M bond passes in 2024, the mill rate will remain flat at 5.2 mills.
 - However, any future bond will result in an increase in the mill rate because our rate has ratched down so much over the years.



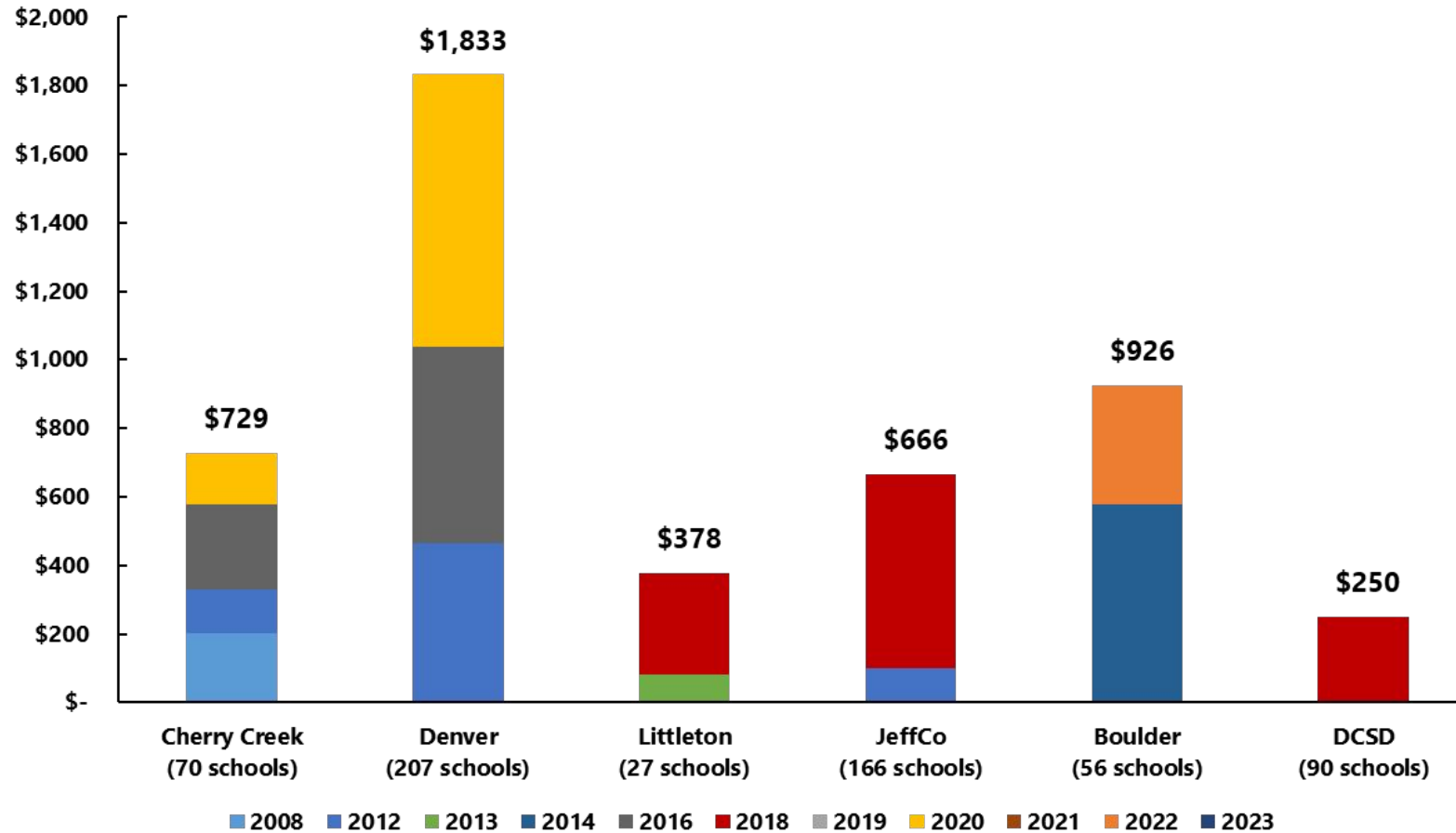
25 Years of History: Bond Approvals and Impact

Taxpayer Approved Debt and Mills Collected for Debt Payments



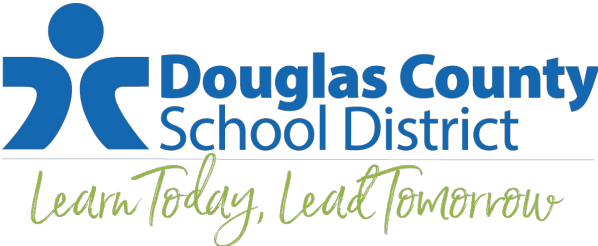
Historic Capital Investments in the Metro Area

New Bond Authorization Over Time (\$M)



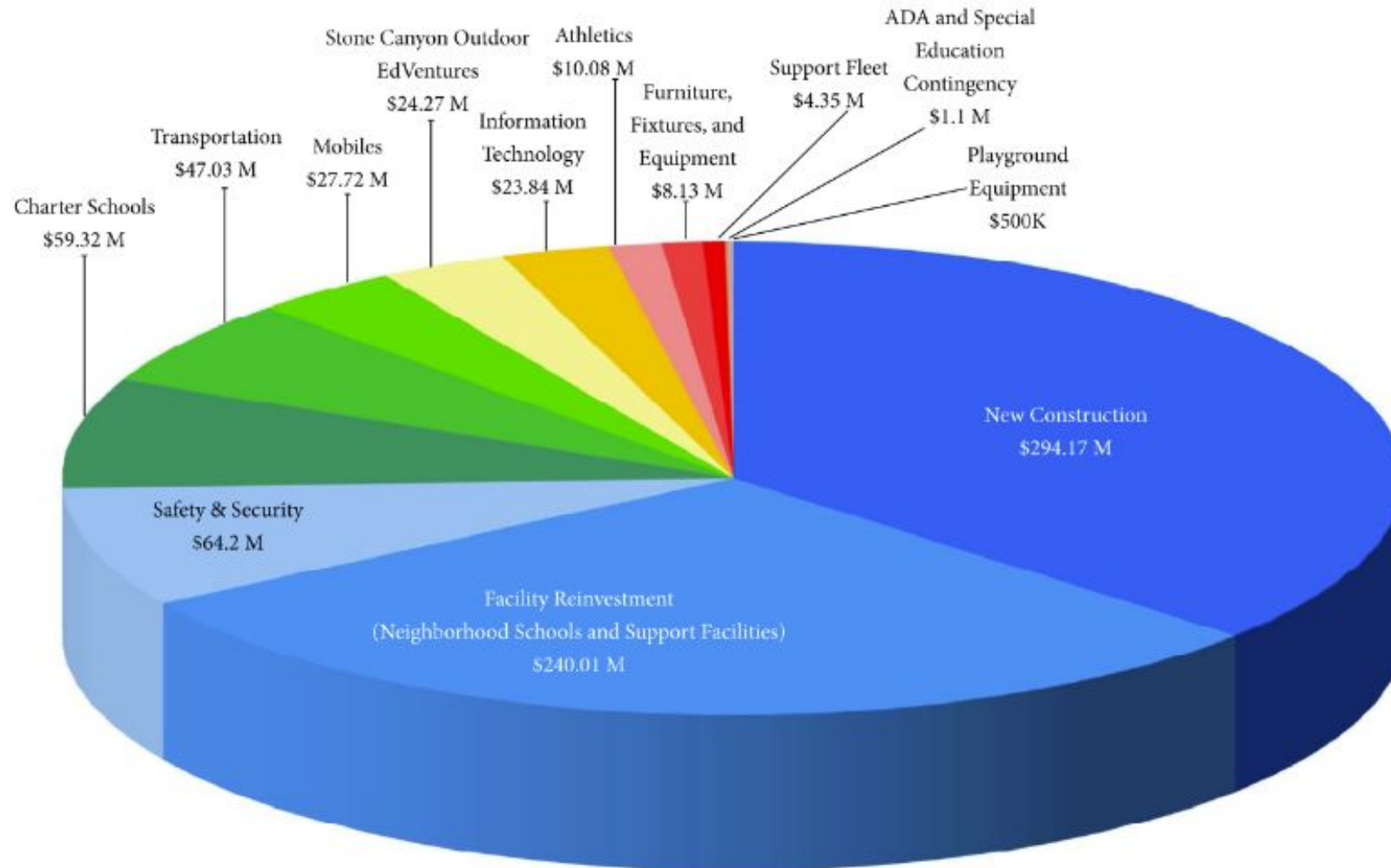


Master Capital Plan



Master Capital Plan Progress

2024 Master Capital Plan: 1-5 Year Needs (\$804M Total)



Committed Investment to Date:

- \$20M in 2024

\$784M Still Needed (2024-2029):

- \$294M new construction
- \$490M CIP & other capital needs

\$1,174M Needed (2030-2035):

- \$999M new construction
- \$175 ongoing CIP* (estimate)
- TBD other capital needs

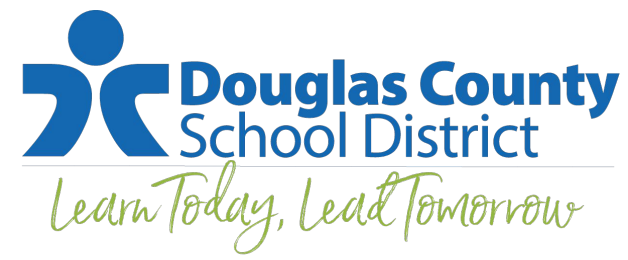
*estimate of \$35M/year

Financial Planning for the Master Capital Plan

- The Master Capital Plan can be addressed in one of following ways:
 - Reduce the district's operating expenses by 34% for the next 5 years, causing extreme negative consequences for the educational experience and opportunities for students.
 - Use unassigned fund balance (\$64M) and reduce the district's operating expenses by 31%
 - Pass a series of bonds (debt) to address the next 10 years
 - Note: once the backlog is resolved, a \$35M/year maintenance MLO is an option to cover capital investment into the future (bonds would still be required to cover other capital needs such as new construction, improvements, etc.)
- ***The district becomes self-sustaining is by having a debt plan that can keep the mill rate flat (within reason) and continue to take out debt to invest in assets over time.***
- This would involve passing bonds on a regular basis (in alignment with the Master Capital Plan), thus moving the debt redemption tax rate (over time) to about where it was in 1994, assuming modest Assessed Valuation (AV) growth.



Proposal to Address Challenges



\$490M Bond Proposal Summary

NEIGHBORHOOD SCHOOL CONSTRUCTION	\$150,000,000
CAPITAL RENEWAL & REPLACEMENT	\$178,999,693
TRANSPORTATION	\$8,360,317
GROWTH & DECLINE	\$20,000,000
SAFETY & SECURITY	\$10,000,000
CAREER AND TECHNICAL EDUCATION	\$38,173,960
SPECIAL EDUCATION	\$15,363,274
INFORMATION TECHNOLOGY	\$20,000,000
ATHLETICS & ACTIVITIES	\$12,008,125
CONTINGENCY, MANAGEMENT & BOND FEES (<1%)	\$37,094,631
TOTAL	\$490,000,000

Detailed Lists Linked Below:

[\\$490M Bond Plan Summary](#)

[CIP Charter Schools](#)

[CIP District Facilities](#)

[Project List by School](#)

[Transportation](#)

[Safety & Security](#)

[Athletics & Activities](#)

\$490M Bond Proposal Highlights

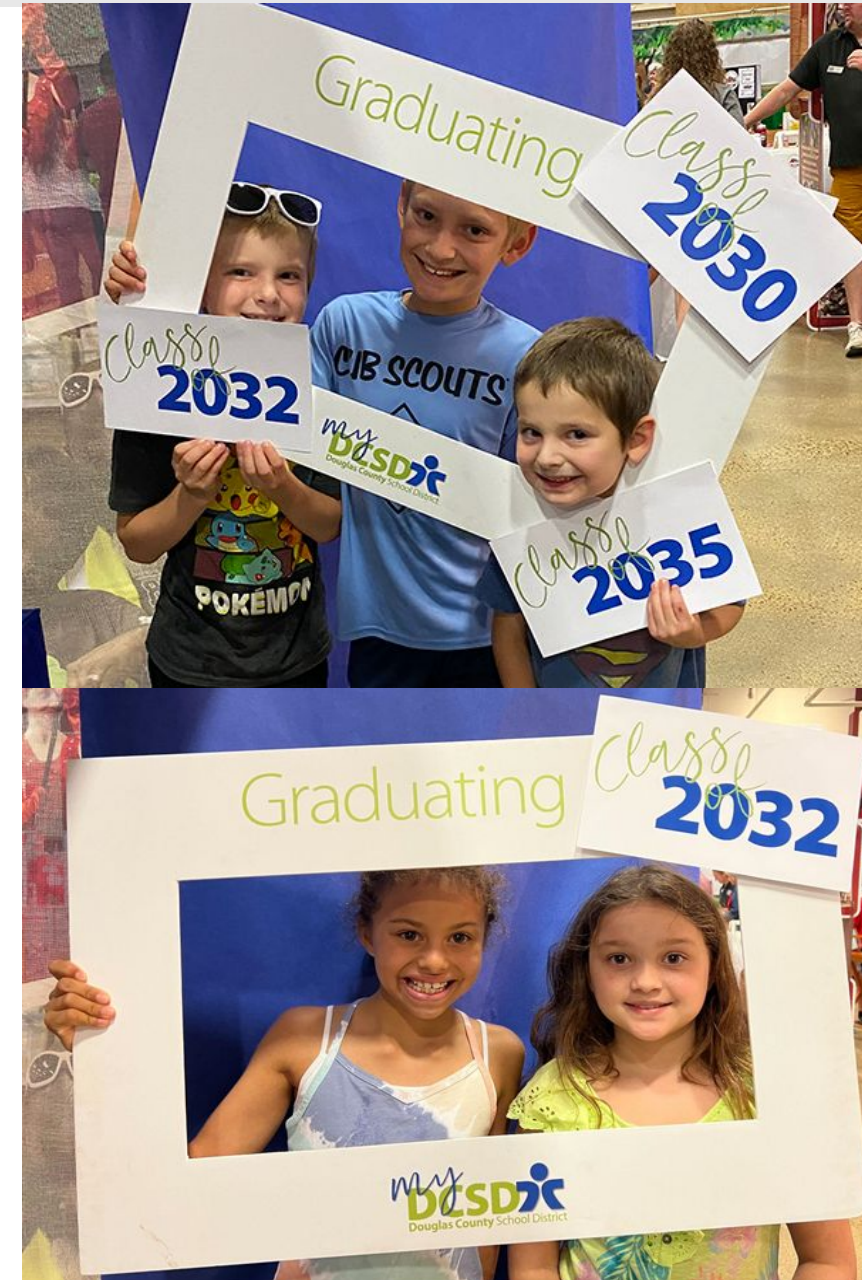
Construction and Expansion Highlights

- New Elementary Schools*: Sterling Ranch and RidgeGate
- Sierra Middle School Expansion
- Legacy Campus Phase II (expanding pathways to include construction, HVAC, electrical, carpentry, electrical vehicle maintenance, and advanced manufacturing)
- Cosmetology Pathway at Douglas County High School
- Automotive Pathway at Highlands Ranch High School
- Parkglenn Way Phase III (expanding special education programming)
- Programming Expansion for Growth & Decline (Highlands Ranch)

Capital Renewal & Replacement

- In terms of critical Tier 1 and Tier 2 maintenance, this bond will bridge us from the 2018 bond to 2026.

**Priorities based on the latest version Master Capital Plan (June 2024)*



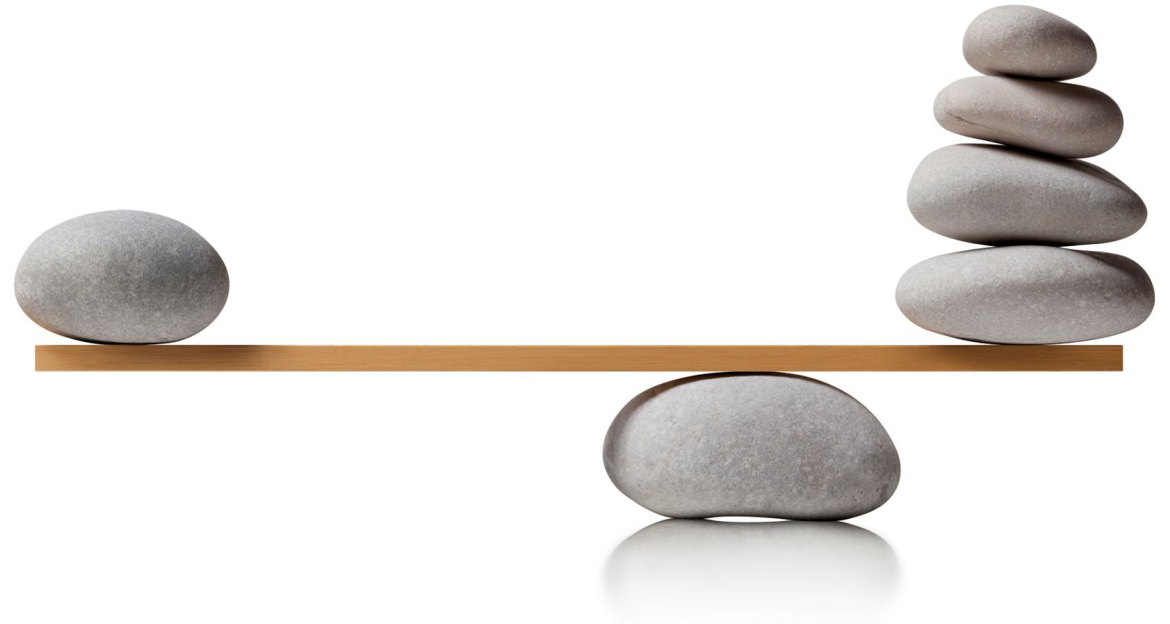
Why Prioritize Sterling Ranch and RidgeGate?

2024 Master Capital Plan

- New elementary schools in Sterling Ranch and RidgeGate are the top 2 priorities

Proximity vs. Capacity

- Balancing proximity and capacity is essential
- We need to address school voids and overcrowding
- **Ideal new school locations address BOTH**
- We do not want to build a school that solves for proximity but will cause long-term capacity issues in nearby schools



\$490M Bond Proposal: No Tax Rate Increase

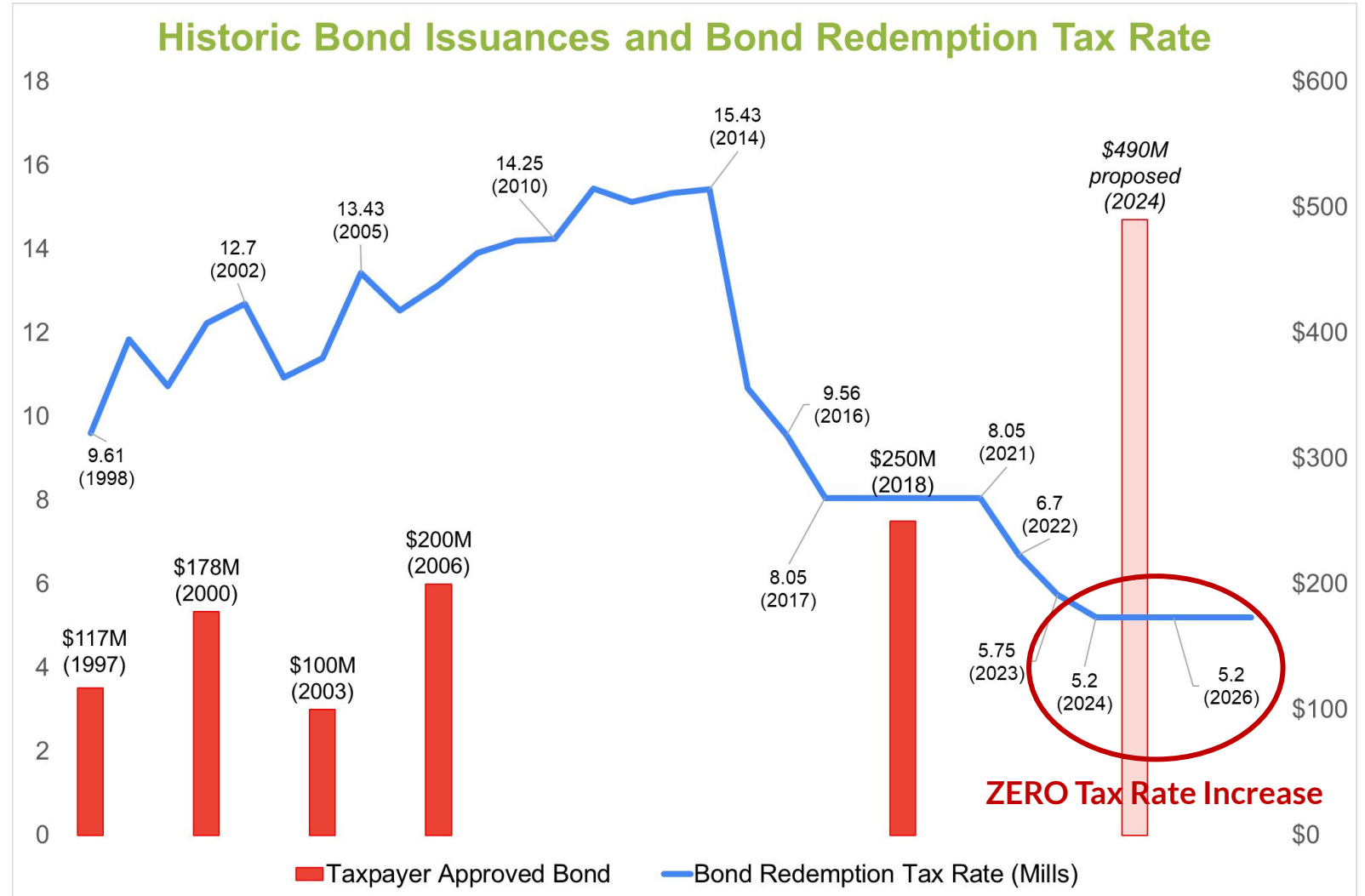
COST TO TAXPAYERS:

A \$490M bond maintains the current tax rate at 5.20 mills.

LOOKING TO THE FUTURE

In order to continue investing in our schools (taxpayer assets), eventually modernizing and replacing as schools age (many are over 50 years old), and to keep up with growth in our community, there will need to be future bonds (one about every four years as we did in the past).

Future bonds will involve modest tax increases, until the mill rate once again becomes self-sustaining (at the 8-10 mill rate or so).



\$490M Proposed Bond: Ballot Language

WITHOUT IMPOSING ANY NEW TAX, SHALL DOUGLAS COUNTY SCHOOL DISTRICT DEBT BE INCREASED \$490 MILLION, WITH A MAXIMUM TOTAL REPAYMENT COST NOT TO EXCEED \$895 MILLION, FOR THE PURPOSES OF ENHANCING EDUCATIONAL OPPORTUNITIES FOR STUDENTS BY:

UPDATING AND EQUIPPING AGING SCHOOLS AND FACILITIES;

BUILDING ADDITIONAL CAREER AND TECHNICAL EDUCATION PATHWAYS, INCLUDING FOR STUDENTS WITH SPECIAL EDUCATIONAL NEEDS, BY CONSTRUCTING AND EXPANDING SCHOOL FACILITIES;

CONSTRUCTING, EQUIPPING AND EXPANDING NEIGHBORHOOD SCHOOLS TO ACCOMMODATE GROWTH AND REDUCE OVERCROWDING; AND

UPGRADING SCHOOL SAFETY AND SECURITY;

AND SHALL THE TAXES AUTHORIZED BY DISTRICT VOTERS IN PRIOR BOND ELECTIONS APPLICABLE TO OUTSTANDING BONDS BE EXTENDED AND AUTHORIZED TO BE USED TO PAY THE DEBT AUTHORIZED AT THIS ELECTION IN ADDITION TO THE DEBT AUTHORIZED AT SUCH PRIOR ELECTIONS; SUCH DEBT TO BE EVIDENCED BY THE ISSUANCE OF GENERAL OBLIGATION BONDS WHICH SHALL BEAR INTEREST, MATURE, BE SUBJECT TO REDEMPTION, WITH OR WITHOUT PAYMENT OF THE PREMIUM OF NOT TO EXCEED ONE PERCENT, AND BE ISSUED, DATED AND SOLD AT SUCH TIME OR TIMES, AT SUCH PRICES (AT, ABOVE OR BELOW PAR) AND IN SUCH MANNER AND CONTAINING SUCH TERMS, NOT INCONSISTENT HEREWITH, AS THE DISTRICT MAY DETERMINE; AND SHALL AD VALOREM PROPERTY TAXES BE IMPOSED IN ANY YEAR, WITHOUT LIMITATION AS TO RATE, TO PAY THE PRINCIPAL OF, PREMIUM, IF ANY, AND INTEREST ON SUCH BONDS AND ANY BONDS ISSUED TO REFINANCE SUCH BONDS AND ANY BONDS ISSUED TO REFINANCE SUCH BONDS AND TO FUND ANY RESERVES FOR THE PAYMENT THEREOF;

AND SHALL THE DISTRICT'S EXPENDITURES BE SUBJECT TO OVERSIGHT BY A CITIZENS' COMMITTEE?

Student Impacts Without a Bond

- Continued growth will mean students in new communities continue to be directed to overflow schools in existing communities; students near the overflow schools will have to be reassigned further and further away from their neighborhood school.
- Transportation for all students will continue to be impacted as more and longer routes will be required.
- The schools our students attend are continuing to age and capital needs are becoming increasingly urgent.
- The 2018 Bond only covered the backlog of the most urgent Tier 1 and 2 capital needs through 2021. We currently have important capital needs identified through 2028, some of which have been on the backlog since before the 2018 Bond; the backlog is \$300M which will continue to grow by an average of \$35M per year.
- The ability to provide safe and adequate educational spaces for students, which research shows are critical for learning, will be compromised.

Financial Impacts Without a Bond

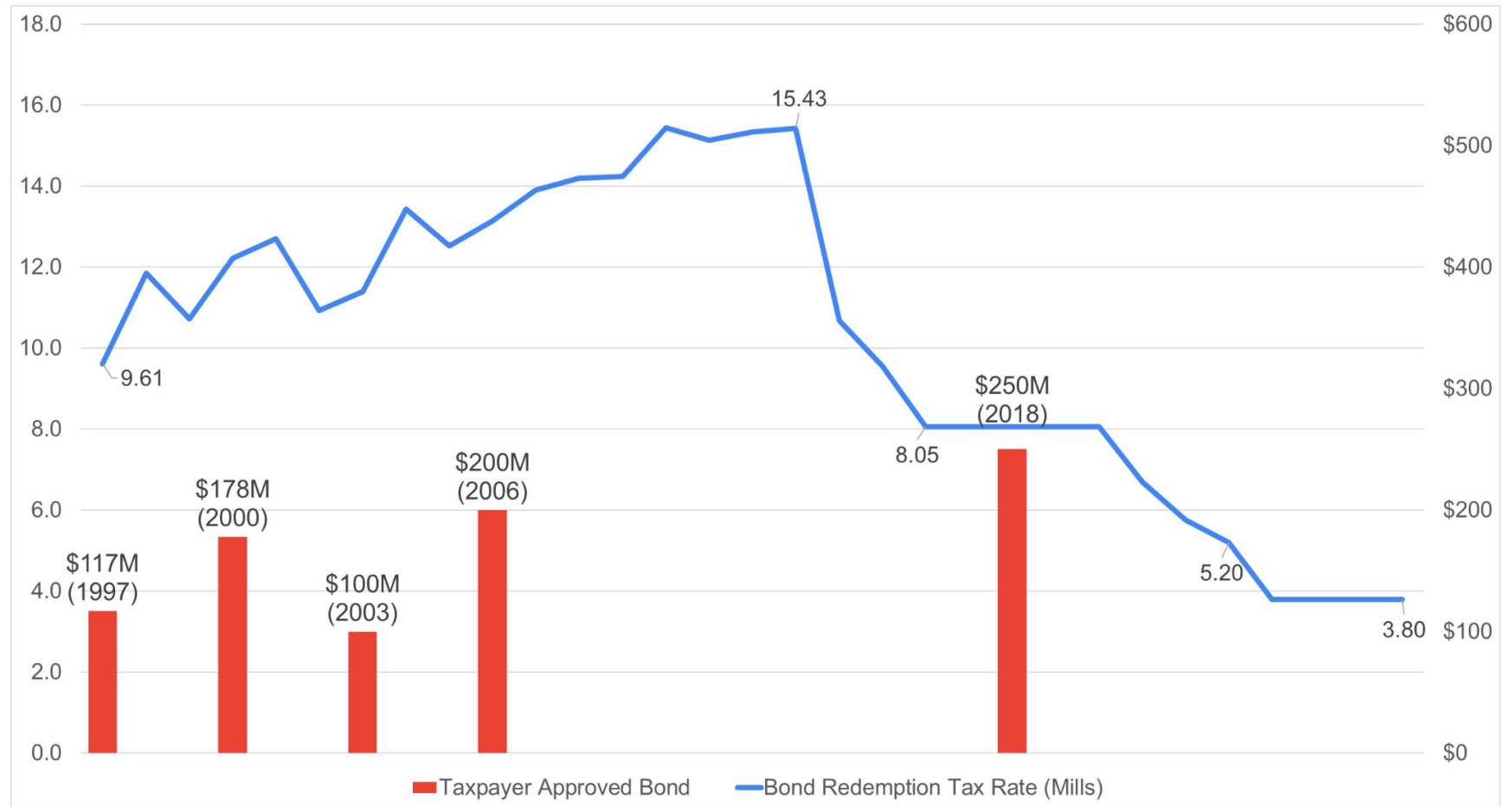
- Inflation: \$45M-\$50M per year
- Increasing backlog for district run schools and buildings: \$35M per year
- Moving mobiles for capacity: \$1M per year
- Longer, crowded bus routes to overflow schools: \$250K per year
- Maintenance of older buses (would not spend with newer): \$2M per year
- Temporary building systems: \$1M per year
- Increases in O&M costs and services: \$1M per year
- Temporary school closures due to failure of infrastructure (cost: millions)
- The resulting decrease in the tax rate will compromise the district's ability to pass future bonds.

Tax Impacts Without a Bond

COST: Mill decrease of 1.5 mills resulting in a decrease of \$73 decrease on an average home.

IMPACT: Any future bonds would represent a significant tax increase.

**Calculations assume 2% annual increase in AV and 2% per year inflation; the average home in Douglas County is \$780K*



Next Steps



June 18, 2024

- Approval of Resolution Regarding Appointment of Designated Election Official and Notice of Intent to Douglas and Elbert County Clerks **[COMPLETE]**

Mid-July

- Second poll of likely voters **[COMPLETE]**

August 13, 2024

- Final staff recommendation and polling presentation

August 27, 2024

- Election resolution to place a \$490 Million bond on the ballot [Action Item]
- Approval of the proposed Bond Plan [Action Item]

Staff recommends the BOE extend the charter for the Mill Bond Oversight Committee (MBOC) if applicable.





Questions?

