REPORT OF THE PLANNING AND CONSTRUCTION PROCESS TO SUPPORT THE CONSOLIDATION OF THE STATE'S TWO SCHOOLS FOR THE DEAF, BLIND, AND MULTI-DISABLED

TO THE GOVERNOR AND THE CHAIRMEN OF THE HOUSE APPROPRIATIONS AND EDUCATION COMMITTEES, AND THE SENATE FINANCE AND EDUCATION AND HEALTH COMMITTEES

COMMONWEALTH OF VIRGINIA
RICHMOND
October 1, 2005

COMMONWEALTH of VIRGINIA

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October 1, 2005

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The Honorable Robert Tata
Chairman, House Education
Committee
Virginia General Assembly
4536 Gleneagle Drive
Virginia Beach, Virginia 23462

Dear Sirs:

I am transmitting the attached report of the update on the location, planning, and construction process for a consolidated school for the deaf and the blind. The update was developed by the Department of Education with assistance from the Department of General Services pursuant to Item 136 of the Appropriation Act of 2005.

Sincerely,

Jo Lynne DeMary

Jo Lynne DeMary

HDC/cp

Enclosure

cc: Mr. James T. Roberts, Director, Department of General Services

COMMONWEALTH of VIRGINIA

BOARD OF EDUCATION

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October 3, 2005

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McLean, Virginia 22101

The Honorable Robert Tata
Chairman, House Education Committee
Virginia General Assembly
4536 Gleneagle Drive
Virginia Beach, Virginia 23462

Dear Gentlemen:

For the past three sessions of the General Assembly, you have worked toward consolidating the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, the Blind, and the Multi-Disabled at Hampton into a single program located on a single campus. In addition to your efforts and in response to your directives, much work has been completed during the last three years toward the process of consolidation by the Board of Education, a variety of state agencies, the two schools, and representatives from the private sector.

It started with a task force in 2003 which led to a feasibility study in 2004 and has culminated in the issuance of a Request for Proposals (RFP) under the Public-Private Education Facilities and Infrastructure Act (PPEA). As you know, the option to use the PPEA process to achieve the capital needs for consolidation was authorized by the 2005 General Assembly through the appropriation act (Chapter 951, 2005 Acts of Assembly). In that language, you authorized the

Department of General Services to enter into a comprehensive agreement under the provisions of the PPEA in an amount not to exceed $61.5 million.

You also directed the Board of Education to select a site for the consolidated school and for the Department of Education to report to you on the site selected and the progress of the planning and construction process for the consolidation. You requested that all of this be done by October 1, 2005. The attached report from the Department of Education is the update report requested pursuant to your directive.

The Board of Education, the Department of Education, and the Department of General Services have worked diligently over the last five months to accomplish the tasks that you outlined. A number of public hearings have been held in Richmond, Staunton, and Hampton. The Board has visited both campuses, Staunton and Hampton. Department of Education and Department of General Services staff have worked closely with the PPEA vendor to develop the information needed. All of this has been done in an effort to keep this project moving forward and to meet the timelines you have established.

I want to inform you that, despite these efforts, the Board of Education has not selected a final site for the consolidated school. The primary reason for not selecting a site stems from the degree by which the revised cost estimates exceed the amount authorized in the appropriation act. The Board of Education requested cost estimates for four different site options to address the consolidation: the current Staunton site, the current Hampton site, a site in the Richmond area, and a site in the Charlottesville area.

The least expensive option exceeds the $61.5 million authorization by $22.7 million or 37 percent. The most expensive option exceeds the $61.5 million authorization by $33.4 million or 54 percent. Given the vast difference between the authorized amount and just the estimated cost of the least expensive option, the Board of Education did not believe that it could continue the process without going back to the General Assembly for additional authorization or the chance for the General Assembly to direct whether or not to proceed with consolidation given these increased costs. The Office of the Attorney General advised the Board that it certainly could not direct the Department of General Services to enter into a comprehensive agreement for any site without additional authorization from the General Assembly.

Further, there are significant differences in cost between the sites that represent the lowest estimate and the highest estimate with no significant differences in the resulting programs; however, there may be other considerations that would warrant one option versus another. Site selection alone could have a significant impact on the final cost to the commonwealth and consideration should be given to all elements of site selection, not to cost alone.

More importantly, this has been a collaborative process between the General Assembly and the Board of Education. The Board did not feel that it could take the next steps in this process without giving the General Assembly the benefit of reviewing the information that was now available as a result of the PPEA process.

The report from the Department of Education reflects all of the information that is available to date. It addresses each of the issues requested by the General Assembly as much as possible given that the Board of Education has not selected a final site. I ask that you review this report in that context and recognize that the Department is not able to report on information that has not been decided yet or where a decision about site selection is needed in order to make a report.

I thank each of you very much for working to keep the process of consolidation moving. If you have questions or require additional information, please do not hesitate to contact me.

Sincerely,

Thomas M. Jackson, Jr.
President, Board of Education

PREFACE

The General Assembly took action at the 2005 session to continue the process for consolidating Virginia's two schools for the deaf and the blind into a single school at a single location. The actions taken in the 2005 Session followed actions taken in two previous sessions. The two previous actions by the General Assembly created a task force to study the issues related to the consolidation of the two schools and then to conduct a feasibility study.

Specifically, in Item 136, Chapter 951, 2005 Acts of Assembly (the appropriation act), the General Assembly expressed its desire for consolidation of the two schools in the following language:

> *In order to provide improved services through up-to-date facilities as well as to achieve long-term cost savings, notwithstanding other provisions of the Code of Virginia, the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, Blind, and Multi-disabled at Hampton shall be consolidated into one school upon completion of any renovations, additions, or new facility construction at a site as determined by the State Board of Education with assistance from the Department of General Services.*

The report that follows is the Department of Education's update on the planning and construction process as directed by the 2005 General Assembly and expressed in the appropriation act in Item 136, which states in part:

> *The Departments of Education and General Services shall provide an update on the final location selected by the State Board of Education and on the planning and construction process to the Governor and the Chairmen of the House Committees on Education and Appropriations and the Senate Committees on Finance and Education and Health by October 1, 2005.*

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EXECUTIVE SUMMARY

The General Assembly has expressed its desire to improve the current facilities, operations, and programs offered to the students who attend Virginia's two schools for the deaf and the blind – the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, the Blind, and the Multi-Disabled at Hampton. Over its last three sessions, the General Assembly has moved forward with the process to achieve these goals through consolidation of these two programs into a single program. This desire is clearly expressed in the most recent language included in the appropriation act, Chapter 951, 2005 Acts of Assembly, which states:

> *In order to provide improved services through up-to-date facilities as well as to achieve long-term cost savings, notwithstanding other provisions of the Code of Virginia, the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, Blind, and Multi-disabled at Hampton shall be consolidated into one school upon completion of any renovations, additions, or new facility construction at a site as determined by the State Board of Education with assistance from the Department of General Services.*

The needs of children with sensory impairment have always been a complex task to address. In recent years, the design of buildings for the education and residential life of the deaf and the blind populations has recognized new and improved standards for improving the quality of space configuration, acoustics, and lighting that enhance communication and cognitive development for children. Among the many benefits that could be obtained with a consolidated facility, the most important one is the improvement in the physical facilities that will lead to improved learning and living environments of the students currently enrolled at either of the two schools.

To properly prepare these children with the skills they need to successfully enter the adult world of today's society, educational services must be designed for maximum access to current and emerging technologies and to learning environments that prepare them for employment and full integration into the community. Two critical objectives of consolidation are access to state-of-the-art programs and services and the development of an exemplary environment for the residential students who will call the school home. A secondary objective is for this school to serve as a demonstration site for school divisions. The consolidated campus must also comply with accessibility requirements and guidelines for sensory impaired and physically disabled individuals.

The actions of the Board of Education have relied upon the work that has been performed toward the General Assembly's goal of consolidation. The feasibility study prepared for the General Assembly in 2004 and presented at the 2005 session was a key component that guided the most recent actions that the Board of Education has taken toward achieving consolidation. The

following is a report of the progress thus far and the estimated cost of consolidation for four options.

Actions by the General Assembly

At its 2005 session, the General Assembly took its third action toward consolidating the two schools for the deaf and the blind into a single school at a single location. Leading up to that session, action had been taken in both 2003 and 2004.

In 2003, the General Assembly charged the Board of Education with responsibility for forming a task force to study the issues related to the consolidation of the two schools and for reporting its findings to the 2004 General Assembly (see Appendix A). This task force, led by former Board of Education member Scott Goodman, submitted its findings to the 2004 General Assembly in a report titled, *Plan for Consolidating Services for the Deaf and/or Blind and Multi-Disabled Students Served by Virginia's Two Schools at Staunton and Hampton*.

Based on those findings, the 2004 General Assembly directed the Secretary of Education (et al.) to conduct a feasibility study for a consolidated school (see Appendix A). The results of that feasibility study were presented to the 2005 General Assembly and are the basis of the latest actions of the General Assembly taken at its 2005 session.

The latest action by the General Assembly followed the findings of the feasibility study and required further action by the Board of Education to make decisions about the process for consolidation including site selection and the method for achieving the capital requirements necessary to consolidate the schools. The newest requirements placed on the Board of Education are described in language in the appropriation act, Chapter 951, 2005 Acts of Assembly (see Appendix A).

Actions by the Board of Education

At the Board of Education's planning session in April 2005, staff presented the requirements contained in the appropriation act and outlined the process for the department to follow in order to position the Board with as much information as possible to make the decisions required by the appropriation act. The most immediate Board action stipulated in the appropriation act required the Board to make decisions about the location of a consolidated school and whether or not to pursue a process for obtaining a single school through the Public-Private Education Facilities and Infrastructure Act (PPEA).

Following the April planning session, department staff worked with the Department of General Services (DGS) to solicit proposals under the PPEA for a vendor that could deliver a facility that met the program requirements outlined in the feasibility study and that permitted the two schools

to be consolidated into one as directed by the General Assembly. At its July 2005 meeting, the Board decided to utilize the PPEA process and selected Trammell Crow Company as the vendor for the PPEA process to continue.

The Board took further action to direct Trammell Crow Company to prepare estimates of cost for various sites and to present those estimates at the Board's September 2005 meeting. Specifically, the motion adopted by the Board stated:

> *"The Board adopts the Trammell Crow proposal and authorizes the Department of Education and Department of General Services to move forward with Trammell Crow to examine options for the following:*
>
> 1. *Renovation and/or construction of a new facility at Staunton.*
> 2. *Renovation and/or construction of a new facility at Hampton.*
> 3. *Construction of a new facility at alternate locations as in accordance with the guidelines for the new facility in the Department of Education Feasibility Study.*
>
> *The ultimate decision will come back to the Board to make a selection among the options."*

The feasibility study provided the outline for the proposals considered by the Board under the PPEA. The Board's directive to the department and to Trammell Crow was for a facility consistent with the findings of the feasibility study with the knowledge that the appropriation act authorized $61.5 million for the PPEA.

The full benefits of recent advances in design standards for the sensory impaired and physically disabled cannot be achieved at the existing campuses through renovation efforts alone. Rather, use of the existing campuses will require demolition of some old structures, renovation of some existing buildings, and the construction of new buildings. A new education building is critical to achieving the state-of-the-art features needed to improve instruction for the students. These needs can be met on the sites of either of the existing campuses. Because of the phasing of the construction process that is necessary to accommodate the presence of students and the demolition of existing buildings, approximately 39 months of construction time is estimated.

To the extent that a new facility at a new site, referred to as a "Greenfield site," does not have to contend with the issues of demolishing and renovating existing buildings, the period of construction is shorter and does not need to be concerned with the impact that the construction will have on students attending the school. A new facility placed on a new site is more cost-effective from the standpoint of construction; however, additional costs for site acquisition must be added that do not exist with construction at either of the existing sites. Because no buildings

have to be demolished or renovated and because no accommodations have to be made for the presence of students, construction at a Greenfield site is estimated to take 22 months.

At its meeting on September 21, 2005, the Board of Education received a report from Trammell Crow Company in response to its directive as stated above. Trammell Crow presented the cost estimates and potential Greenfield sites to the Board for consideration and site selection; however, the cost estimates for each of the four sites presented greatly exceeded the $61.5 million limit authorized by the General Assembly for a PPEA. The table below outlines the cost estimates presented to the Board.

Four Construction Cost Estimates

Location	Greenfield - Richmond Metro	Greenfield - Charlottesville Metro	VSDB-Staunton	VSDBM-Hampton
Length of Construction Period	22 months	22 months	39 months	39 months
Land	$5,250,000	$10,000,000	N/A	N/A
Hard Cost	$63,548,000	$63,548,000	$76,835,150	$70,722,895
FF&E Budget Technology & equipment relocations	$4,200,000	$4,200,000	$4,700,000	$4,700,000
Soft Costs Design, testing, permits, & fees	$11,160,402	$11,160,402	$13,336,009	$12,578,089
Total Costs	**$84,158,402**	**$88,908,402**	**$94,871,159**	**$88,000,984**

Upon receiving the results of Trammell Crow's estimates, the Board of Education voted not to proceed with the process of selecting a site until this information could be presented to the General Assembly so that it would have the benefit of the detailed cost estimates and could advise the Board of Education whether or not to proceed with the consolidation process.

The Department of Education, with assistance from the Department of General Services, has prepared this update on the planning and construction process for consolidation of the two schools for the deaf and the blind into a single school. As directed, the Board of Education considered new facility construction at Greenfield sites (undeveloped sites) and renovations plus new construction at the sites of the two schools for the deaf and the blind. The mission of the

consolidated school was articulated in the 2004 Feasibility Study and an architectural program was identified to address the revised mission. The enclosed report meets the program proposed in the feasibility study. Some of the information requested by the General Assembly in their appropriation act language cannot be addressed in final detail since a final site has not yet been selected. This report includes as much information as can be provided at this point in time.

INTRODUCTION

The information contained in this report responds to the General Assembly's request of the Board of Education to continue moving forward with the process to consolidate the two schools for the deaf and the blind. The General Assembly's intent is expressed in the Appropriation Act.

First Action by the General Assembly Regarding the Consolidation of the Virginia Schools for the Deaf and the Blind

First Appeared in Chapter 1042, 2003 Acts of Assembly
Item 138, Appropriation Act

"S.1. The Board of Education shall convene a task force to develop a plan for consolidating services for the deaf and/or blind and multi-disabled students served by Virginia's two schools for these students. The task force shall include at least one member of the Board of Education; the Superintendent of Public Instruction; the Superintendent of the Virginia School for the Deaf and the Blind at Staunton; the Superintendent of the Virginia School for the Deaf, Blind and Multi-Disabled at Hampton; the co-chairmen of the Advisory Commission on the Virginia Schools for the Deaf and the Blind; one parent of a currently enrolled student from each of the schools; and one representative each from the Department for the Blind and Vision Impaired, the Department for the Deaf and Hard-of-Hearing, the Department of Rehabilitative Services, and the Department of Mental Health, Mental Retardation and Substance Abuse Services.
2. The plan shall include an examination of appropriate academic programs, staffing requirements, facilities requirements, student transportation requirements, and individual arrangements necessary for all students currently receiving services to continue receiving services. All options for serving students shall be considered. The plan shall also include the steps necessary to achieve consolidation, funding requirements and/or savings, alternative uses of facilities, and a suggested timeline for achieving consolidation.
3. All agencies of the Commonwealth shall provide assistance to the task force in its development of the plan, upon request. The task force shall submit its plan to the Governor and the Chairmen of the House Appropriations and Education, and the Senate Finance and Education and Health Committees by November 1, 2003."

Second Action by the General Assembly Regarding
the Consolidation of the Virginia Schools for the Deaf and the Blind

First Appeared in Chapter 4, 2004 Acts of Assembly, Special Session I
Item 135, Appropriation Act

F. Out of this appropriation, $100,000 the first year from the general fund is provided for the at a single campus, the Secretaries of Education, Health and Human Resources, Administration, and Finance, together with the State Board of Education, the Department of Education, the two schools for the deaf, blind, and multi-disabled, the Woodrow Wilson Rehabilitation Center, the Department of General Services, and the Department of Planning and Budget shall complete a capital needs assessment and feasibility study for consolidating the State's two existing schools for the deaf, blind, and multi-disabled. The Secretaries of Education, Health and Human Resources, Administration, and Finance shall submit a joint report on the capital needs assessment and feasibility study to the Governor and the Chairmen of the House Committees on Appropriations and Education, and the Senate Committees on Finance and Education and Health by October 1, 2004. Building upon the work of the 2003 Consolidation Task Force, the report shall also include a suggested timeline of steps necessary to achieve a well-planned consolidation of the two existing schools at the new location no later than September 1, 2007, including the closing of the existing sites and disposition of the properties as well as a mechanism to assist the local school divisions with program development for those children who will not continue at the new school.

Third Action by the General Assembly Regarding
the Consolidation of the Virginia Schools for the Deaf and the Blind

First Appeared in Chapter 951, 2005 Acts of Assembly
Item 135, Appropriation Act

"D.1. In order to provide improved services through up-to-date facilities as well as to achieve long-term cost savings, notwithstanding other provisions of the Code of Virginia, the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, Blind, and Multi-disabled at Hampton shall be consolidated into one school upon completion of any renovations, additions, or new facility construction at a site as determined by the State Board of Education with assistance from the Department of General Services.

2.a. The State Board of Education, assisted by the Department of General Services, shall consider, among other options, Public-Private Education Act (PPEA) proposals to plan and design the consolidation of the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, Blind and Multi-disabled at Hampton into a single campus and the transfer of students, programs, and services to a single campus, the location of which shall be

incorporated into a PPEA proposal or a conventional capital construction project proposal that will be accepted, reviewed and adopted by the State Board of Education no later than July 31, 2005.

b. In the event that the State Board of Education selects a PPEA proposal, the Department of General Services is authorized to enter into an agreement for construction of the new school at a total cost not to exceed $61.5 million.

3. The Departments of Education and General Services shall provide an update on the final location selected by the State Board of Education and on the planning and construction process to the Governor and the Chairmen of the House Committees on Education and Appropriations and the Senate Committees on Finance and Education and Health by October 1, 2005. At a minimum, the report shall address:

a. Revised cost estimates and proposed timelines for construction of the new facility for consolidating services for the students served by Virginia's two schools at Staunton and Hampton;

b. In cooperation with the Department of Planning and Budget, revised projected operating budgets for fiscal years 2007 through 2010, including any one-time transition costs;

c. The status of proposed mechanisms to assist school divisions with programs for children transferring into local school divisions rather than continuing enrollment at the new school location;

d. Detailed cost estimates of possible program enhancements, including specialized technology, expanding services to include deaf children with emotional disabilities; and

e. Potential alternative uses of the existing campuses in Hampton and Staunton."

BACKGROUND INFORMATION

The Board of Education is charged with the operational control of the Virginia Schools for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, Blind, and Multi-Disabled at Hampton. Requirements for program compliance by the schools are found in § 22.1-346 et seq. of the Code of Virginia, *Regulations Governing Special Education Programs for Children with Disabilities in Virginia* (8 VAC 20-80-10 et seq.), *Standards for Interdepartmental Regulation of Children's Residential Facilities* (22 VAC 42-10-10 et seq.), as well as the Individuals with Disabilities Education Act of 1997, 20 U.S.C. § 1400 et seq., as amended in 2004, and its implementing regulations. The schools' operating licenses are issued by the Department of Education. Overall regulatory responsibility for any student's placement remains

with the placing school division for the duration of time a student spends at the two schools. Service agreements with local school divisions and parents are required to specify the services provided by each party. The services provided are individualized for each student's needs.

The 2004 Feasibility Study set forth the design and building of a consolidated school to meet the programmatic needs of students with sensory impairments at each school. The premise for the plan was that the facility costs and duplication of administrative services currently reflected for the two schools detract from the provision of a cost-effective, state-of-the-art program for students with sensory impairment. A consolidated school will maximize use of resources. To the extent that new buildings are constructed to meet the needs of a consolidated school, they will create a school campus with an extended life expectancy well into the future.

The Virginia Department of Education worked with a selected firm,Trammell Crow, under the Public-Private Education Act (PPEA) to develop revised cost estimates and timelines for consolidating the two schools into a single campus. Considerations applied to these cost estimates included use of the existing campuses and consideration of two possible new "Greenfield" sites using the site selection criteria presented in the 2004 Feasibility Study. Activities conducted toward these objectives since the 2005 General Assembly include:

- April 20, 2005

  The Board of Education was advised of requirements in the 2005 Acts of Assembly to move forward with the consolidation of the two Virginia Schools for the Deaf and the Blind (Hampton and Staunton) with the assistance of the Department of General Services (DGS). A public comment period was held at this meeting.

- May 1, 2005

  Advertisements announcing the anticipated solicitation of proposals under the PPEA were published in several newspapers across the Commonwealth.

- May 6, 2005

  The Request for Proposals was issued. Respondents were requested to propose a location for the new school. The RFP was posted on eVA, Virginia's electronic procurement system.

- May 20, 2005

  An optional pre-proposal conference was conducted in the James Monroe Building in Richmond, Virginia. Closing date for proposals was June 15, 2005. A DGS staff person was designated as the official point of contact.

- May 23 and May 24, 2005

Optional tours were conducted of both schools to assist those parties interested in responding to the RFP to develop an understanding of the programs and the children attending the two schools.

- July 27, 2005

The Board of Education selected the Public-Private Education Facilities and Infrastructure Act (PPEA) process to proceed with the project. The Trammell Crow Company was selected as the vendor with whom the Board would continue the process. Trammell Crow was requested to bring information to the Board of Education meeting on September 21, 2005 to assist in determination of a location for the new school. A public comment period was held at this meeting.

- August 15, 2005

The Board of Education toured the Virginia School for the Deaf, Blind and Multi-Disabled at Hampton. A public hearing was held at the school.

- August 18, 2005

Members of the Board of Education toured the Virginia School for the Deaf and the Blind at Staunton. A public hearing was held at the school

- September 21, 2005

The Board of Education voted to report to the General Assembly the options presented by Trammell Crow, all of which exceeded the level of funding authorized in the Appropriation Act, 2005. A public comment period was held at this meeting.

MISSION OF THE NEW PROGRAM

The consolidated school will serve students who are deaf, hard-of-hearing, blind, visually impaired, deaf-blind, sensory-impaired multiple disabilities, and deaf with emotional disabilities, age 2 through age 21, inclusive. The school will provide special education and related services as identified in student's Individualized Education Programs (IEPs) developed in cooperation with the students' placing school division of residence. Students will reside on the campus, Sunday evening through Friday morning and will be transported to their homes for the weekends. Essentially, the current functions of each school will be consolidated into one program. There is no intended reduction in programs or services.

The educational program will be designed for students who may also have a secondary disability to a sensory impairment such as a learning disability or cognitive impairment and students with sensory impaired multiple disabilities. Each student's skills and abilities will be carefully assessed in the design of a program of study. Each child's individual program of study will be

documented in the IEP and addressed in classroom instruction, the residential program, and other structured opportunities within the program. Each student's IEP goals will be aligned with the Virginia Standards of Learning (SOL) and all students will participate in the state assessment system. Students will be provided access to the general curriculum in a variety of ways including community-based instruction. The program will provide a curriculum that ranges from an academic program to a functional curriculum aligned with the SOL. The functional curriculum currently used (Life-Centered Career Education Curriculum) will continue. Instruction for more severely disabled students will include more intensive instruction in the areas of functional academics, daily living skills, and independent living skills. All students will receive coordinated services from all applicable specialty areas and departments and may attend a variety of classes to address their unique needs.

All students will continue to receive vocational evaluations, transition services, vocational training, advocacy services, and referral to adult services for job placement. There will be primarily three departments within the school: the Deaf Department, the Blind Department, and the Sensory Impaired Multi-Disabled Department. Students will have access to all diploma options for school completion.

The goal of the residential program will be to provide a safe and supportive environment in which students can achieve academically and develop a sense of real-world competence and independence. An important emphasis of the residential program will be to provide students time after school in an environment as “home-like” as possible. Students will receive guidance and support with their homework assignments, participate in after-school activities and sports, socialize with friends or engage in leisure activities in their areas of interest. Off-campus outings will be planned by staff to assist students with access to community events. Students with special needs will have opportunities to participate in activities designed by staff with expertise in therapeutic recreation.

PROGRAM IMPROVEMENTS OF THE SCHOOL

The program will provide essential services to all students and continue to accept children through the established admissions procedures that comply with the *Regulations Governing Special Education Programs for Children with Disabilities in Virginia* and the *Standards for Interdepartmental Regulations of Children’s Residential Facilities*. The program will focus on parents, family, and community involvement and the home environment concept for residential services. Opportunities for alumni activities and involvement will be offered. The school’s administrators and staff will involve a variety of stakeholders in program development and school activities. Other special features of the program will include the following:

- Specialized technology will be available for instruction at all levels, including close-captioned videos, sound-field FM equipment, voice output calculators and computers,

immediate refreshable Braille services and large-print devices, personal recorders, enlarging devices, print readers, smart boards, disability-specific software, and adaptive equipment. These services are an enhancement of existing resources to all classrooms and other appropriate settings.

- A parent resource center that is accessible to parents and professionals throughout the state will be available. This will be a new service provided by the school. Continuous opportunities will be provided for parents to acquire the necessary skills, especially in communication and language development, to support their child's educational plans. Parent training will be offered using a variety of approaches, including local classes, distance-learning opportunities and individual counseling or instruction.

- A professional development center that is accessible to professionals and parents throughout the state will be available. This will be a new service provided by the school. Technical assistance and outreach will be provided to school divisions, parents, and students. Technical assistance is an expansion of existing services. The coordination of effective outreach services will address a long-standing service delivery need in Virginia. Services will include the following:

    - consultation and evaluation
    - paraprofessional training
    - referrals to other agencies or service providers
    - lending library of materials
    - professional training, conferences and workshops

- Outreach services will be provided to school divisions and will include consultation and evaluation by professionals working at the school. This will be an expansion of an existing service that is limited. Outreach services will provide technical assistance and services for all communication modalities and approaches available for visually impaired or deaf and hard-of-hearing children, including those with cochlear implants and multiple disabilities. On-site and/or remote re-mapping of implant processors will be provided in collaborations with regional cochlear implant centers.

- A program for students who are deaf and also have emotional disabilities will be provided. The facility needs for the program were added to the refined architectural square footage. The staff positions included in the organizational chart. The inclusion of the program has minimal impact on the facility project. The impact of additional teaching and dormitory staff will be reflected in the new operating budget developed for the program. The projected staffing, including the staff for the Deaf/Emotional Disabilities program, is still well below the current staff employed at both schools.

Actual staffing levels will need to be established for enrollment based on the budget available.

REVISED COST ESTIMATES OF CONSTRUCTION

The conceptual design of the proposed campus provides efficient travel of students and staff during the day from classes to dormitories and ancillary services. The campus will improve upon existing facilities (Hampton or Staunton) with fully accessible buildings and site design. The design relationships were identified through interviews with the VSDB Superintendents, observation on the campuses and review of other current state school projects. The positioning of the educational building, assignment of classes within the educational building, staff offices and distances between buildings and departments is an activity that occurs in Phase II Planning between the staff of Trammell Crow and a representative team of those professionals, students, families and others who will use the facility. Other features of the proposed campus structure include the following:

- One public entry and secure perimeter
- Three zones of use (community, public, private)
- Distinct and separate buildings promoting separation of school and home life
- Flexibility for future growth
- Athletic fields available for school and community use
- Pedestrian paths linking functional zones and promoting student movement and informal gathering
- Vehicle traffic and parking at perimeter separate from pedestrian paths
- Playgrounds and areas designed to promote student interaction
- Appropriate lighting in buildings and outside
- Reduction of visual obstructions facilitating visual supervision
- Proper acoustic design for classrooms and other spaces
- Mechanical vibration control, appropriate reverberation control, external noise control
- Integration of technology in all settings
- Sufficient assistive technologies across campus
- Improved and efficient campus network

The budget comparisons for total construction costs associated with two Greenfield sites and the two campuses is provided below.

Budget Comparisons for Construction Costs

Location	Richmond Metro Greenfield	Charlottesville Metro Greenfield	VSDB-Staunton	VSDBM-Hampton
Land	$5,250,000	$10,000,000	N/A	N/A
Hard Cost	$63,548,000	$63,548,000	$76,835,150	$70,722,895
FF&E Budget Technology & equipment relocations	$4,200,000	$4,200,000	$4,700,000	$4,700,000
Soft Costs Design, testing, permits, & fees	$11,160,402	$11,160,402	$13,336,009	$12,578,089
Total Costs	**$84,158,402**	**$88,908,402**	**$94,871,159**	**$88,000,984**

SITE SELECTION CRITERIA

Site selection criteria were developed during the activities of the Feasibility Study, 2004, to assist with site selection activities. A comparison of the criteria for the potential sites illustrates the feasibility of the targeted locations in relation to the architectural program.

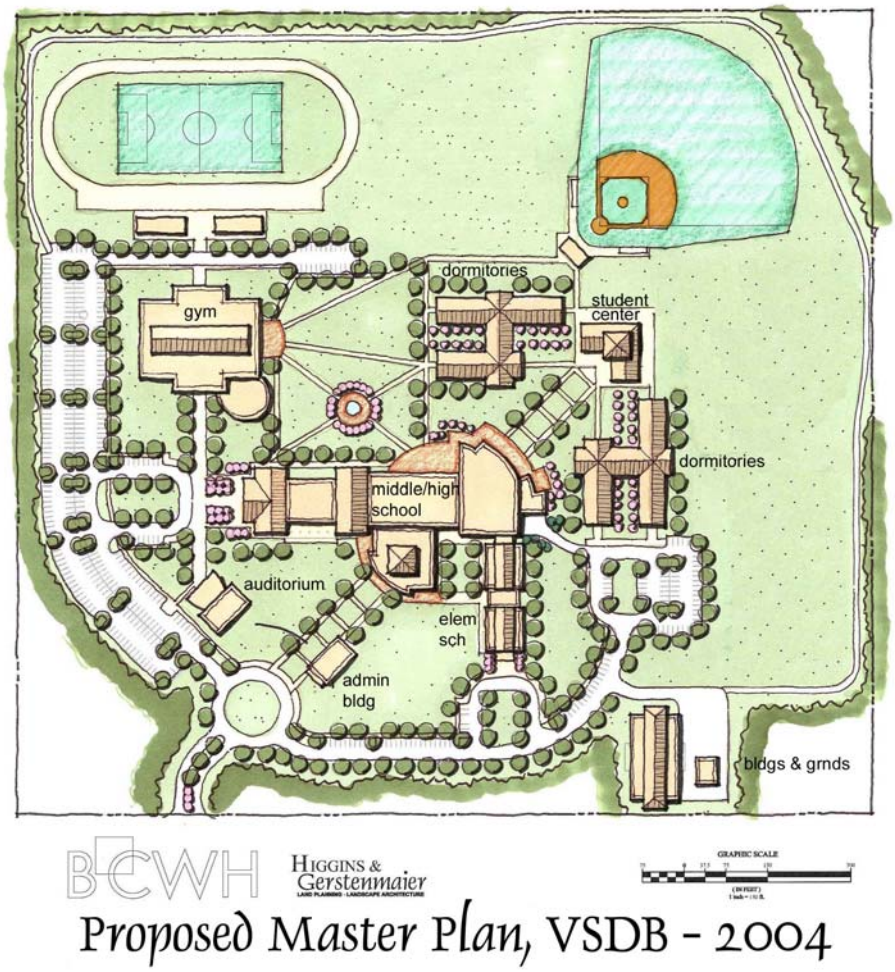
	Richmond Metro	Charlottesville Metro	Staunton	Hampton
1. Community Characteristics				
Shared program option w/LEA	TBD	TBD	TBD	TBD
Opportunities for Voc-Ed and community-based employment	√	√	√	√
Access to leisure & social activities	√	√	√	√
Existence of deaf community	TBD	TBD	√	√
Existence of blind community	TBD	TBD	√	√
College/university nearby for partnership	√	√	√	√
Safe neighborhood	2	TBD	1	3
Access to nearby hospital	√	√	√	√
2. Location				
Central in the state	√	√		
Easy access to transportation	√	√	√	√
Easy access to community	√	√	√	√

Adequate land (50+ acres)	√	√	√	√
Growth potential for school on site	√	√	√	√
Not bounded by a major traffic artery	√	√	√	√
3. Staffing				
Attracts new staff	√	√	√	√
Promotes retention of existing staff	TBD	TBD	√	√
4. Cost Feasibility				
Near major utilities	√	√	√	√
TBD - To Be Determined LEA – Local Education Agency				

TIMELINES FOR CONSTRUCTION

The timelines for construction were established for the Greenfield sites and the existing campuses. The premise for these comparisons was to take the conceptual design and the site selection criteria developed during the 2004 Feasibility Study and apply them to the site options. The following illustrations depict the goal for each site and the phasing needed to continue to serve students while achieving the architectural program. An extensive safety plan is needed to protect students and staff during construction if an existing site is used.

Greenfield Site: Conceptual Design



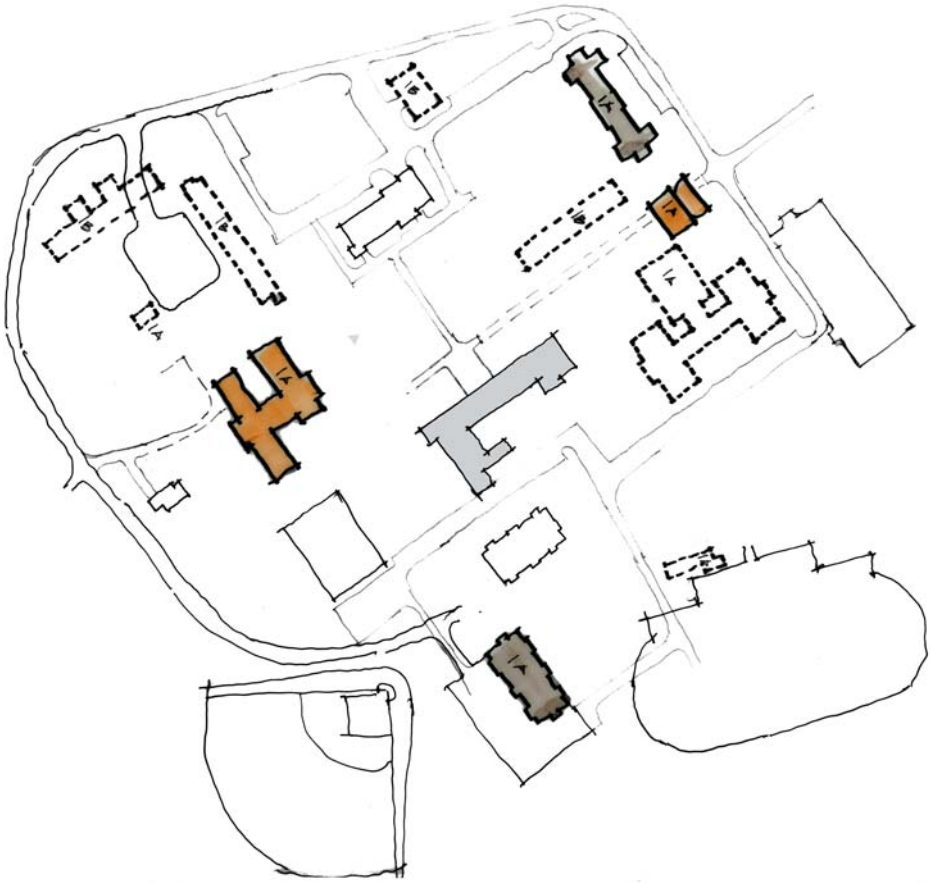
Efforts were made to reduce the size and scope of the original facility proposal in an effort to reduce costs. Construction on new property includes completion of a design process to permit several sub-contractors to work simultaneously on a number of buildings to achieve the shortest project completion schedule. Site safety plans are not as extensive because consumers of the program are not on site. For purposes of cost projections, the Proposed Master Plan from the 2004 Feasibility Study was refined based on a reduced enrollment of 250 students rather than the original 300 students. In addition, during the refinement review, the projected use patterns suggest that the original square footage identified for educational and recreational space will experience reduction during the normal planning process with the end user groups. Athletic fields were also reduced to base capacity needed to open the school. Any additional fields can be

future projects, if needed. The estimated construction time for a new facility at a new site is 22 months.

Master Plan Applied to Hampton Site

The Hampton campus already has an established single entry with a fenced perimeter. An existing roadway around the campus will need upgrading and modification to meet the master plan standards. Three existing buildings lend themselves to re-use for the new program. All other buildings will be new construction. The estimated construction time is 39 months. The phasing stages for the Hampton site are presented below.

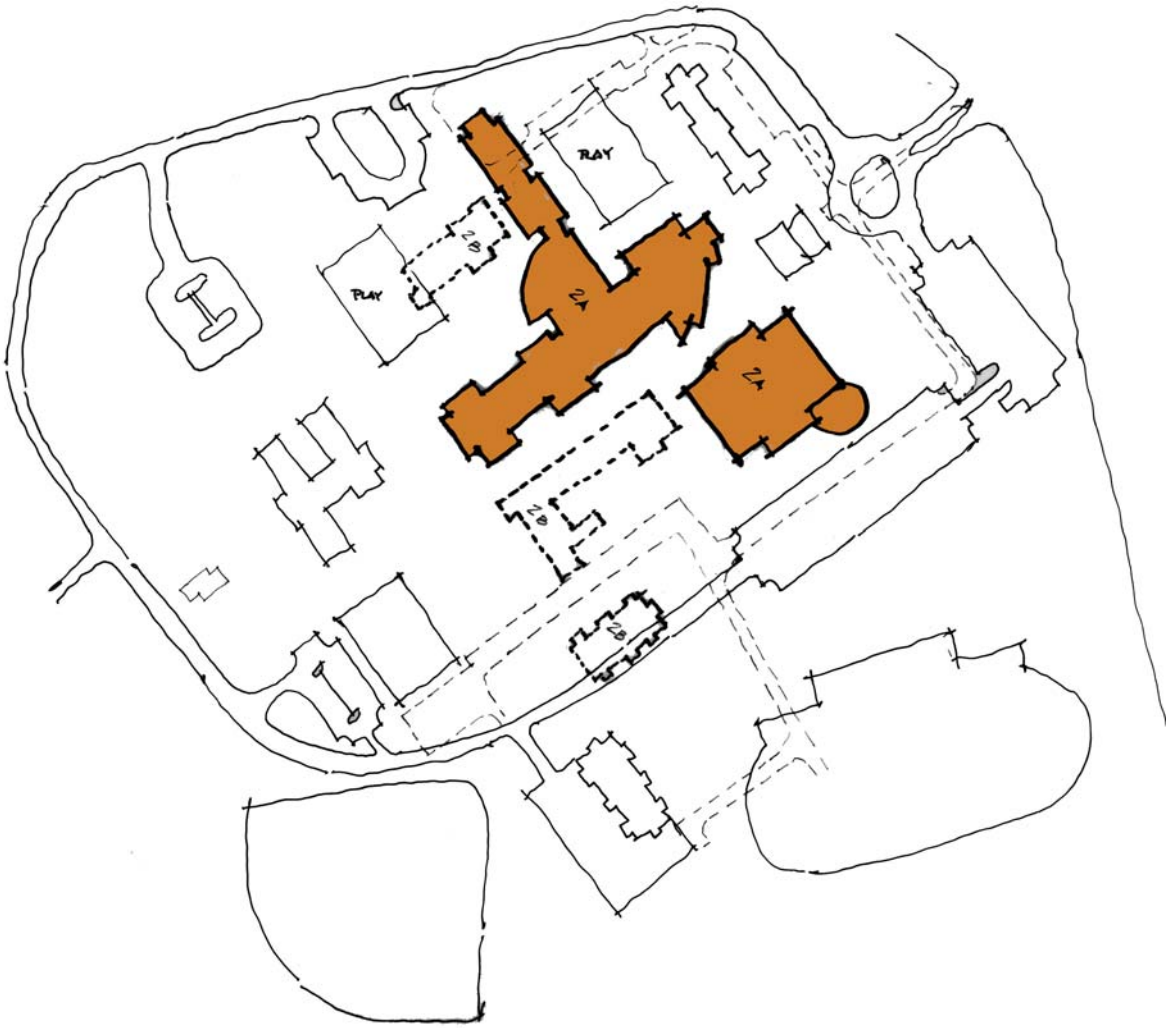
Phase One



During Phase I, all occupants of the school will remain in their current locations. The Hampton Title I program will be displaced from the campus by the beginning of construction. Butler Hall, currently at the entrance, will be renovated for administrative offices. When completed, the administrators will relocate to the new offices. William Whitehead Hall will be renovated simultaneously with Butler Hall for building and vehicle maintenance, and central storage. The existing education building (Palmer Hall) will then be demolished. All academic classrooms will be temporarily relocated to Bradford Hall. A new dormitory will be constructed. Students will be temporarily relocated to this new dormitory. Another dormitory will be constructed for anticipated arrival of the Staunton campus students. As the remaining buildings (Jones Hall, Ritter Hall, Central Storage, and Price Hall) are abandoned, demolition of them will begin. The school currently has a baseball field and football field located on the southeast corner of the

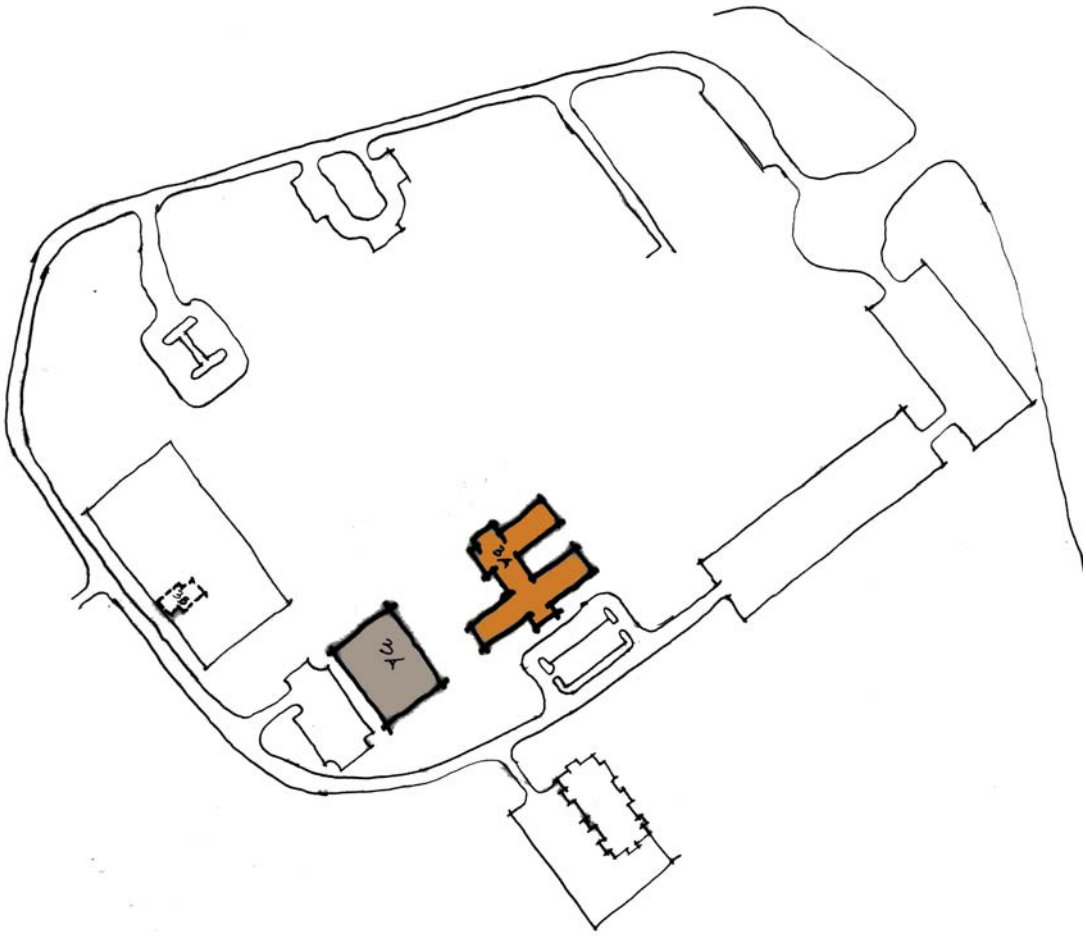
property. New field work will need to be coordinated to allow use of these until new fields are constructed. The fields can be constructed at any time of the project.

Phase Two



During Phase II, during construction of the new education building and gymnasium/natatorium, students will remain housed in Bradford Hall. Following completion of the new buildings, demolition will be completed for Stryker Hall, Bradford Hall, and Genevieve Whitehead Hall.

Phase Three

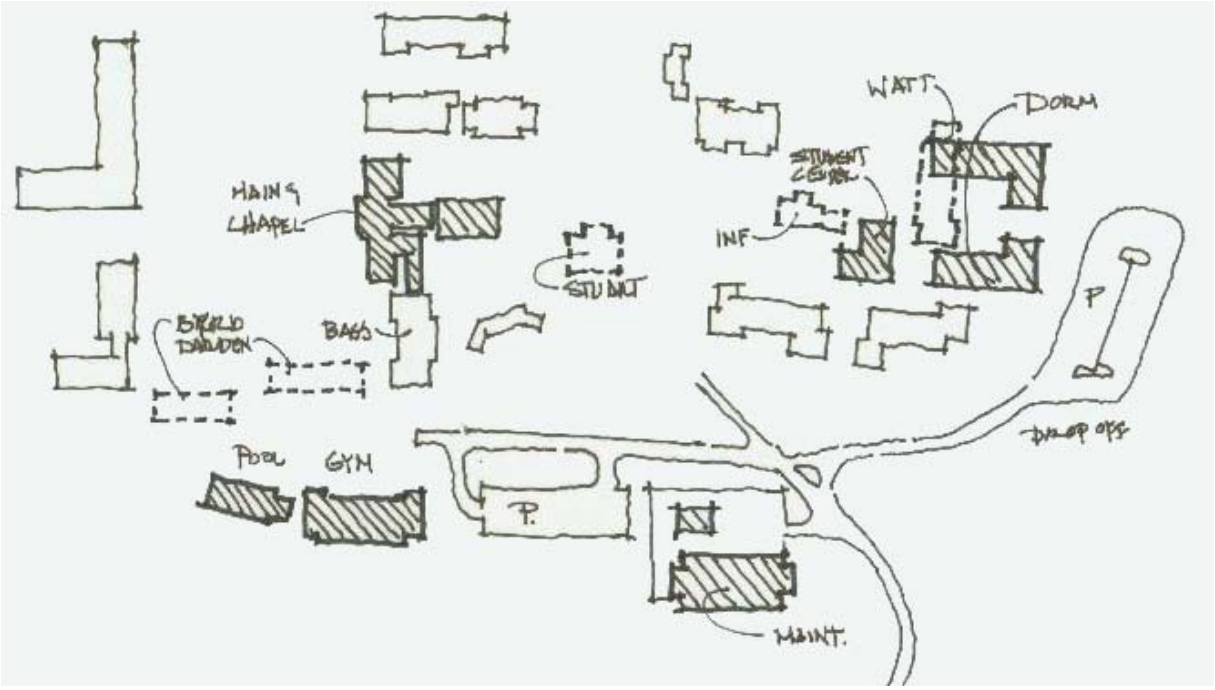


During Phase III, the second new dormitory will be constructed. The Houston Gymnasium will be renovated to serve as the new Student Center. A new gymnasium will be constructed where the current education building (Palmer Hall) stands. The Superintendent's residence will be demolished to make way for an additional practice/recreation field.

Master Plan Applied to the Staunton Site

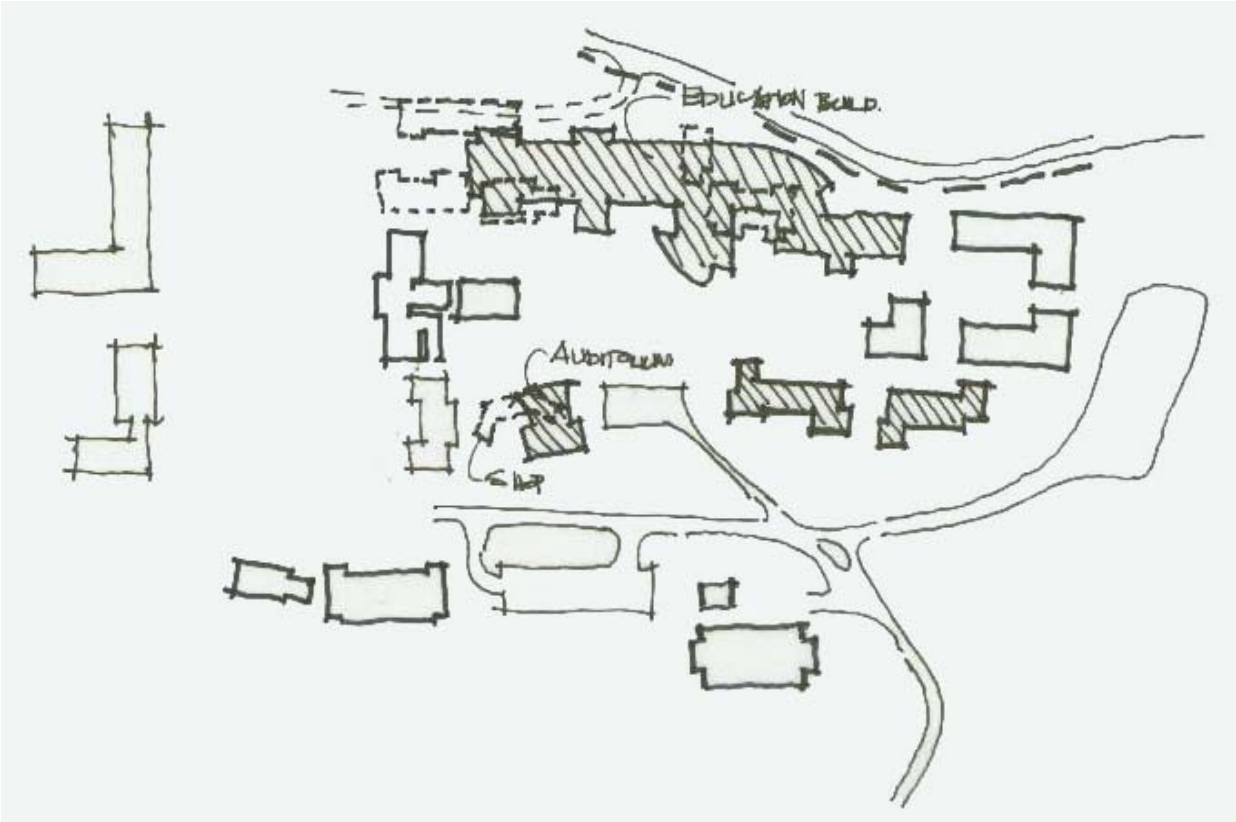
The Staunton campus currently has three unsecured entrances. There is no existing perimeter road, however there is a natural boundary. A new roadway will be constructed to join existing roadways. It is recommended that the main entrance be changed to affect control of unwanted traffic flow through campus. Six existing buildings lend themselves to re-use for the new program (Main Hall, the Chapel, Llewelyn Gymnasium, the pool, Price Hall, and Carter Hall). All other buildings will be new construction. The estimated construction time is 39 months. The phasing stages for the Staunton site are presented below.

Phase One



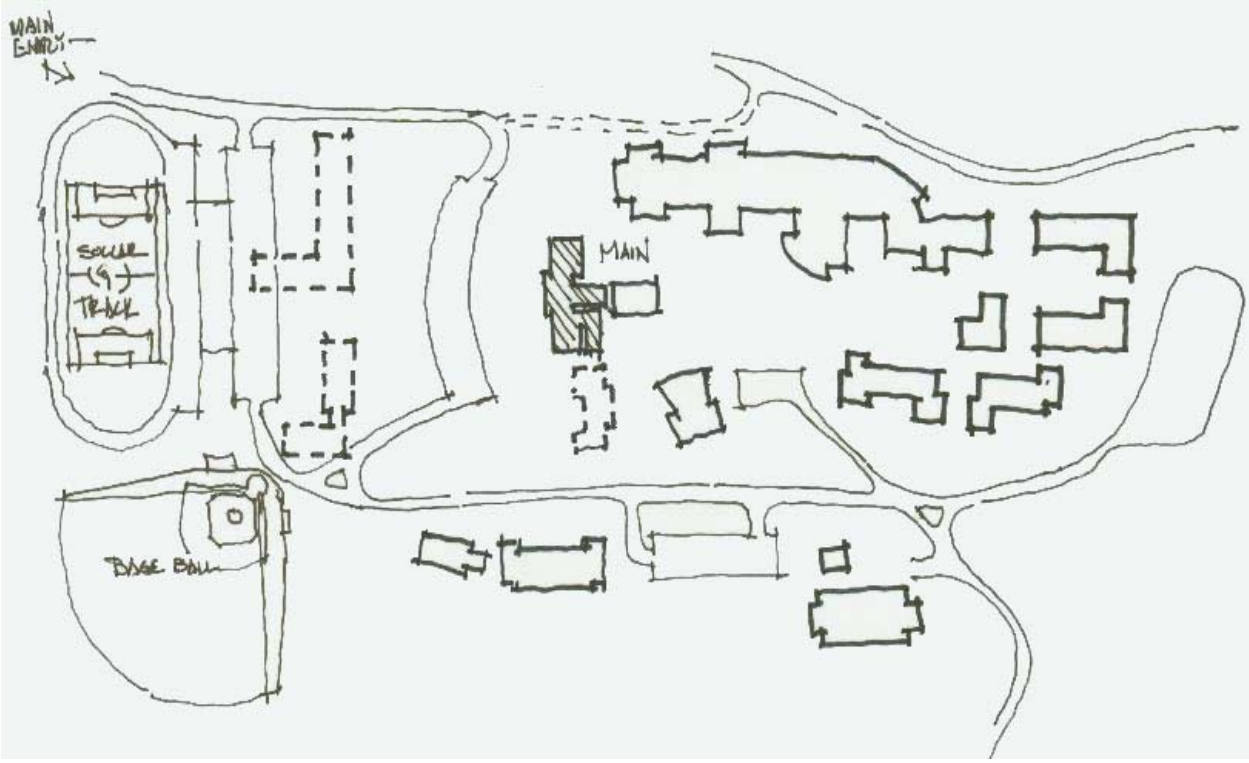
During Phase I, all occupants of the school will remain in their current locations. The Infirmary will be temporarily relocated to Bass Hall. The Chapel and upper levels of Main Hall are restored and an elevator added for accessibility. When completed, the administrators will relocate to new offices in Main Hall. The Llewelyn Gym and the pool will be upgraded through renovation. The infirmary, and Watts, Byrd, Darden, and Stuart Halls will then be demolished. Two new dormitories, a student center, and a new maintenance facility will be constructed. A new student bus arrival point will be established behind the new dormitories.

Phase Two



During Phase II, the Blind Department is temporarily relocated to Healy Hall and Strader Hall. Demolition of Battle, Peery, and Harrison Halls, the Superintendent's residence, and the Maintenance Shop will be completed. Construction of the new education building and new auditorium is completed. Students move to new dormitories during this phase. Carter Hall and Price Hall dormitories are then renovated in anticipation of the arrival of the Hampton campus students.

Phase Three



During Phase III, Strader Hall, Healy Hall, and Bass Hall will be demolished. Athletic fields and the connector road will be developed. Any completions needed for Main Hall will be addressed at this time.

REVISED PROJECTED OPERATING BUDGETS

A consolidated school is expected to result in savings in utilities, maintenance and custodial services, grounds maintenance, and staffing. Appendix C shows the proposed organizational chart for a consolidated school. The number of projected FTE positions is 231.00, compared to the current maximum employment level of 272.00 FTE positions for the two schools, a reduction of 42.00 FTE positions. The amount of cost savings is dependent upon the affected employees' eligibility for severance benefits under the Workforce Transition Act of 1995 (§ 2.2-3200 et seq. of the Code of Virginia) and cannot be determined at this time.

As the table below indicates, the cost of utilities, maintenance and custodial services, and grounds maintenance in FY 2004 was $987,264 for the Staunton campus, and $971,393 for the Hampton campus, for a total of $1,958,657. This includes an offset of $211,470 for the Hampton campus from Hampton City Public Schools, which used a portion of the campus to serve 285 Hampton City Public School students.

Operating Costs for Utilities, Maintenance and Custodial Services, and Grounds Maintenance – Current Sites FY 2004

FY 2004 Actual Costs	**Operating Costs - Staunton**			**Operating Costs - Hampton**			**Combined Costs**
		$/yr/sf	**Total**		**$/yr/sf**	**Total**	
Gross building area							
Gross square feet	363,625			202,310			
Utility							
Gas/electricity/#2 oil		$0.84	$306,386		$1.41	$285,921	$592,307
Phone/data		0.13	47,272		0.34	68,724	115,996
Water/sewer		0.07	24,913		0.16	32,469	57,382
Maintenance/custodial		1.29	468,060		3.93	795,750	1,263,810
Site maintenance cost							
Acres	73			75			
Grounds maintenance			$140,633			Included above	$140,633
Cost offset for 285 Hampton City Schools children						-211,470	-211,470
Operations costs			**$987,264**			**$971,393**	**$1,958,657**

Since the Board of Education meeting on September 21, 2005, the operating costs for FY 2005 have been established and are illustrated below.

Operating Costs for Utilities, Maintenance and Custodial Services, and Grounds Maintenance - Current Sites FY 2005

FY 2005 Actual Costs	Operating Costs - Staunton			Operating Costs - Hampton			Combined Costs
		$/yr/sf	Total		$/yr/sf	Total	
Gross building area							
Gross square feet	363,625			202,310			
Utility							
Gas/electricity/#2 oil		$0.78	$283,863		$1.09	$221,086	$504,949
Phone/data		0.09	31,183		0.22	44,592	75,775
Water/sewer		0.06	20,007		0.10	19,612	39,619
Maintenance/custodial		2.03	737,601		6.57	1,329,745	2,067,346
Site maintenance cost							
Acres	73			75			
Grounds maintenance			Included above			Included above	
Cost offset for leased buildings						-74,196	-74,196
Operations costs			**1,072,654**			**1,540,839**	**2,613,493**

Consolidation of the two schools will result in savings in utilities, maintenance and custodial services, and grounds maintenance. The following table estimates operating costs for the three options: Staunton, Hampton, or a Greenfield site.

Comparison of Estimated Cost of a Consolidated School
To the Cost of Operating Two Schools

Projected Costs	Operating Costs Staunton (consolidated)			Operating Costs Hampton (consolidated)			Operating Costs Greenfield Site (consolidated)		
		$/yr/sf	Total		$/yr/sf	Total		$/yr/sf	Total
Gross building area									
Gross square feet	271,912			223,792			202,861		
Utility									
Gas/electricity		$1.18	320,856		1.18	$264,075		1.18	239,376
Phone/data		0.21	57,101		0.21	46,996		0.21	42,601
Water/sewer		0.07	19,034		0.07	15,665		0.07	14,200
Maintenance/custodial		3.36	913,624		3.36	751,942		3.36	681,613
Site maintenance cost									
Acres	50			50			50		
Grounds maintenance		750	37,500		750	37,500		750	37,500
FY 2005Operations costs – consolidated school			$1,348,115			$1,116,179			$1,015,290
Operations costs – two schools			$2,613,494			$2,613,494			$2,613,494
Estimated Savings			**$1,265,379**			**$1,497,315**			**$1,598,204**

MECHANISMS TO ASSIST SCHOOL DIVISIONS

During meetings of the 2003 Consolidation Task Force, the following concerns were identified about currently placed students at the two schools returning to their home school divisions for services:

- Lack of resources to develop programs in school divisions
- Lack of qualified interpreters for deaf students
- The child's history of placement in a residential school
- Lack of a deaf or hard-of-hearing population to provide immersion opportunities
- Parental concerns about the school division program

Due to the complexity of the possible needs of school divisions and the children, an array of mechanisms to assist school divisions with program development for children not continuing at the consolidated school are listed below. Mechanisms to assist school division include the following:

- Develop a directory of regional programs in the state for school divisions and parents of returning children.

- Develop a state initiative to address interpreter staffing and qualification issues.

- Develop a small cadre of professionals in the state to provide technical assistance and staff training for school divisions.

- Provide grant opportunities to the school divisions receiving these students for program development based on a plan of action for the student. Begin developing plans for students one year prior to their return to the home school division and allow support services and teacher training to extend through a student's first year at the new placement.

Since the completion of the Feasibility Study, a cadre of professionals to assist school divisions with educational programming for children who are deaf or hearing impaired has been developed jointly by the Virginia Department of Education and the Partnership for People with Disabilities. To date, this cadre of professionals has responded to numerous requests for technical assistance.

COST ESTIMATES OF POSSIBLE PROGRAM ENHANCEMENTS

Specialized and Adaptive Technology Equipment

An inventory of the current specialized equipment of both schools suggests that consolidation will result in a significantly improved allocation of resources for all classrooms. New items needed for the consolidated program and one time transition costs are estimated at approximately $500,000.

Deaf Children with Emotional Disabilities

The critical need to serve children with deafness and emotional disabilities is included in the revised cost estimates for the facility. The documentation of this need can be found in the *Report of the Department of Education and The Disability Commission, Educational Needs of Emotionally Disturbed Students with Visual and Hearing Impairments, Senate Document No. 20, 1999*. The physical needs of the program are addressed in the current proposed cost estimates because the school facilities have been designed for a capacity of 250 students. Instructional

staffing costs are not included and cannot be estimated without a projection of the number of students enrolled in the program.

ALTERNATIVE USES OF THE EXISTING SITES

The existing facilities that house the two VSDBs will be included in the routine state process for disposing of real property vacated by state agencies. To achieve maximum benefit from any revenue generated by disposition of the existing properties, it was recommended in the 2004 Feasibility Study and the 2003 Consolidation Task Force Report that the total proceeds be directed to the new school building project rather than the normal route of distribution of 50 percent to the conservation and recreation fund. Preservation considerations should be directed toward the building currently identified as a historical landmark at the VSDB-Staunton (e.g., the original school at Main Hall).

APPENDIX A
2005 Appropriation Language

First Action by the General Assembly Regarding the Consolidation of the Virginia Schools for the Deaf and the Blind

First Appeared in Chapter 1042, 2003 Acts of Assembly
Item 138, Appropriation Act

"S.1. The Board of Education shall convene a task force to develop a plan for consolidating services for the deaf and/or blind and multi-disabled students served by Virginia's two schools for these students. The task force shall include at least one member of the Board of Education; the Superintendent of Public Instruction; the Superintendent of the Virginia School for the Deaf and the Blind at Staunton; the Superintendent of the Virginia School for the Deaf, Blind and Multi-Disabled at Hampton; the co-chairmen of the Advisory Commission on the Virginia Schools for the Deaf and the Blind; one parent of a currently enrolled student from each of the schools; and one representative each from the Department for the Blind and Vision Impaired, the Department for the Deaf and Hard-of-Hearing, the Department of Rehabilitative Services, and the Department of Mental Health, Mental Retardation and Substance Abuse Services.
2. The plan shall include an examination of appropriate academic programs, staffing requirements, facilities requirements, student transportation requirements, and individual arrangements necessary for all students currently receiving services to continue receiving services. All options for serving students shall be considered. The plan shall also include the steps necessary to achieve consolidation, funding requirements and/or savings, alternative uses of facilities, and a suggested timeline for achieving consolidation.
3. All agencies of the Commonwealth shall provide assistance to the task force in its development of the plan, upon request. The task force shall submit its plan to the Governor and the Chairmen of the House Appropriations and Education, and the Senate Finance and Education and Health Committees by November 1, 2003."

Second Action by the General Assembly Regarding
The Consolidation of the Virginia Schools for the Deaf and the Blind

First Appeared in Chapter 4, 2004 Acts of Assembly, Special Session I
Item 135, Appropriation Act

F. Out of this appropriation, $100,000 the first year from the general fund is provided for the following capital needs assessment and feasibility study. In the pre-planning phase for the consolidation at a single campus, the Secretaries of Education, Health and Human Resources, Administration, and Finance, together with the State Board of Education, the Department of Education, the two schools for the deaf, blind, and multi-disabled, the Woodrow Wilson Rehabilitation Center, the Department of General Services, and the Department of Planning and Budget shall complete a capital needs assessment and feasibility study for consolidating the State's two existing schools for the deaf, blind, and multi-disabled. The Secretaries of Education, Health and Human Resources, Administration, and Finance shall submit a joint report on the capital needs assessment and feasibility study to the Governor and the Chairmen of the House Committees on Appropriations and Education, and the Senate Committees on Finance and Education and Health by October 1, 2004. Building upon the work of the 2003 Consolidation Task Force, the report shall also include a suggested timeline of steps necessary to achieve a well-planned consolidation of the two existing schools at the new location no later than September 1, 2007, including the closing of the existing sites and disposition of the properties as well as a mechanism to assist the local school divisions with program development for those children who will not continue at the new school.

Third Action by the General Assembly Regarding
The Consolidation of the Virginia Schools for the Deaf and the Blind

First Appeared in Chapter 951, 2005 Acts of Assembly
Item 135, Appropriation Act

"D.1. In order to provide improved services through up-to-date facilities as well as to achieve long-term cost savings, notwithstanding other provisions of the Code of Virginia, the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, Blind, and Multi-disabled at Hampton shall be consolidated into one school upon completion of any renovations, additions, or new facility construction at a site as determined by the State Board of Education with assistance from the Department of General Services.

2.a. The State Board of Education, assisted by the Department of General Services, shall consider, among other options, Public-Private Education Act (PPEA) proposals to plan and design the consolidation of the Virginia School for the Deaf and the Blind at Staunton and the Virginia School for the Deaf, Blind and Multi-disabled at Hampton into a single campus and the transfer of students, programs, and services to a single campus, the location of which shall be incorporated into a PPEA proposal or a conventional capital construction project proposal that will be accepted, reviewed and adopted by the State Board of Education no later than July 31, 2005.

b. In the event that the State Board of Education selects a PPEA proposal, the Department of General Services is authorized to enter into an agreement for construction of the new school at a total cost not to exceed $61.5 million.

3. The Departments of Education and General Services shall provide an update on the final location selected by the State Board of Education and on the planning and construction process to the Governor and the Chairmen of the House Committees on Education and Appropriations and the Senate Committees on Finance and Education and Health by October 1, 2005. At a minimum, the report shall address:

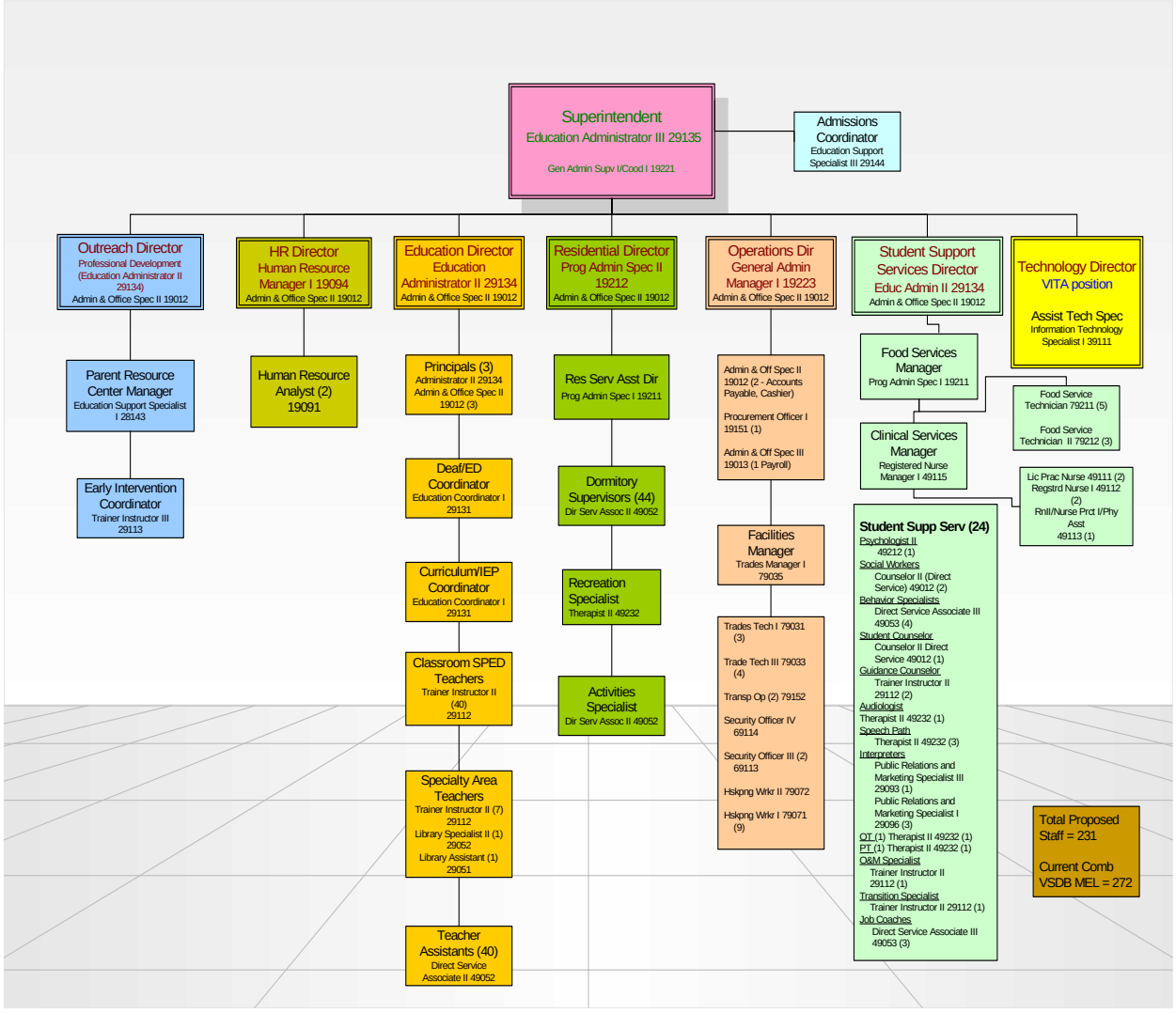
a. Revised cost estimates and proposed timelines for construction of the new facility for consolidating services for the students served by Virginia's two schools at Staunton and Hampton;

b. In cooperation with the Department of Planning and Budget, revised projected operating budgets for fiscal years 2007 through 2010, including any one-time transition costs;

c. The status of proposed mechanisms to assist school divisions with programs for children transferring into local school divisions rather than continuing enrollment at the new school location;

d. Detailed cost estimates of possible program enhancements, including specialized technology, expanding services to include deaf children with emotional disabilities; and

e. Potential alternative uses of the existing campuses in Hampton and Staunton."

APPENDIX B

Consolidated School Organizational Chart and Staffing