

JAMEZETTA BEDFORD, CHAIR  
EARL MCKEE, VICE-CHAIR  
AMY FOWLER  
SALLY GREENE  
JEAN HAMILTON  
PHYLLIS PORTIE-ASCOTT  
ANNA RICHARDS

**Orange County Board of Commissioners**  
**Post Office Box 8181**  
**300 West Tryon Street**  
**Hillsborough, North Carolina 27278**



March 21, 2023

Pam Hemminger, Mayor  
Town of Chapel Hill  
405 Martin Luther King Jr. Blvd.  
Chapel Hill, NC 27514

Will Atherton, Chair  
Orange County Board of Education  
200 E. King Street  
Hillsborough, NC 27278

Damon Seils, Mayor  
Town of Carrboro  
301 W. Main Street  
Carrboro, NC 27510

Rani Dasi, Chair  
Chapel Hill - Carrboro Board of Education  
750 Merritt Mill Road  
Chapel Hill, NC 27516

Jenn Weaver, Mayor  
Town of Hillsborough  
P.O. Box 429  
Hillsborough, NC 27278

Subject: Schools Adequate Public Facilities Ordinance Technical Advisory Committee  
(SAPFOTAC) Annual Report

Dear Sir or Madam:

This letter is to update you on the status of the 2023 Annual SAPFOTAC Report. In accordance with the SAPFO Memoranda of Understanding (MOU), the Board of County Commissioners (BOCC) approved the November 15, 2022 actual membership and capacity numbers for Orange County Schools and Chapel Hill - Carrboro City Schools at its meeting on December 13, 2022.

The SAPFOTAC, comprised of representatives of both school systems and the Planning Directors of the County and Towns, has produced the 2023 Annual Report. Per the SAPFO MOU, the annual technical report contains information on Levels of Service, Building Capacity, Membership Date, Capital Investment Plan, Student Membership Projection Methodology, Student Membership Projections, Student Membership Growth Rate, Student/Housing Generation Rate, and the SAPFO Process. Enclosed for your use are copies of the 2023 Executive Summary and the March 21, 2023 BOCC meeting agenda item abstract when the BOCC received the draft report.

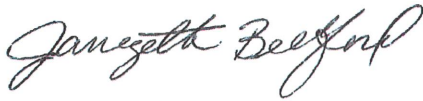
The full draft SAPFOTAC report is available on the Orange County Planning Department website in the Long-Range & Comprehensive Planning section at the following link:

<http://www.orangecountync.gov/3031/Long-Range-Comprehensive-Planning>

The 2023 Annual SAPFOTAC Report is scheduled to be certified by the BOCC at a regular meeting in May 2023. If you have any comments pertaining to the report, please forward them to Cy Stober, Orange County Planning and Inspections Director, 919-245-2575 or [cstober@orangecountync.gov](mailto:cstober@orangecountync.gov), no later than 5:00 p.m. on **April 24, 2023**. Any comments received will be part of our agenda package in May.

Please share this information and the 2023 SAPFOTAC report with your respective boards.

Sincerely,



Jamezetta Bedford  
Chair

Enclosures

cc: Bonnie Hammersley, Orange County Manager  
Travis Myren, Deputy Orange County Manager  
Richard White, Manager, Town of Carrboro  
Chris Blue, Interim Town Manager, Town of Chapel Hill  
Eric Peterson, Manager, Town of Hillsborough  
Nyah Hamlett, Superintendent, Chapel Hill-Carrboro City Schools  
Al Ciarochi, Deputy Superintendent for Operations, Chapel Hill-Carrboro City Schools  
Andre Stewart, Chief Operations Officer, Chapel Hill-Carrboro City Schools  
Quamesha Whitted-Miller, Director of Student Enrollment, Chapel Hill-Carrboro City Schools  
Monique Felder, Superintendent, Orange County Schools  
Patrick Abele, Deputy Superintendent of Operations, Orange County Schools  
Catherine Mau, Student Assignment & Technology Project Coordinator, Orange County Schools  
Trish McGuire, Planning Director, Town of Carrboro  
Britany Waddell, Planning and Development Services Director, Town of Chapel Hill  
Matt Efrid, Assistant Town Manager/Community Services Director, Town of Hillsborough  
Shannan Campbell, Planning and Economic Development Manager, Town of Hillsborough



EARTH DAY #

**ORANGE COUNTY  
BOARD OF COMMISSIONERS  
ACTION AGENDA ITEM ABSTRACT**  
Meeting Date: March 21, 2023

**Action Agenda  
Item No. 8-c**

**SUBJECT:** Schools Adequate Public Facilities Ordinance (SAPFO) – Receipt and Transmittal of 2023 Annual Technical Advisory Committee Report

---

**DEPARTMENT:** Planning and Inspections

---

**ATTACHMENT(S):**

1. SAPFO Partners Transmittal Letter
2. Draft 2023 SAPFOTAC Annual Report and Larger Scale Projection Worksheets

**INFORMATION CONTACT:**

Ashley Moncado, Planner III, 919-245-2589  
Cy Stober, Director, 919-245-2575

---

**PURPOSE:** To receive the 2023 Annual Report of the SAPFO Technical Advisory Committee (SAPFOTAC) and transmit it to the SAPFO partners for comments before certification in May.

**NOTE:** School Capacity Capital Investment Plan (CIP) Needs Analysis projects no new school system capacity needs in the next 10 years for elementary, middle and high school levels for both Orange County Schools (OCS) and Chapel Hill-Carrboro City Schools (CHCCS).

**BACKGROUND:**

**1. Annual Report**

Each year since 2004, the SAPFOTAC Report is updated to reflect changing conditions of student membership and school capacity. This information is analyzed and used to project future school construction needs based on adopted level of service standards. There are two steps to the full report to keep the SAPFO system calibrated: Student Membership and Capacity is certified in the fall; and then the full annual report is produced the following spring. At the December 13, 2022 BOCC meeting, the Board approved the November 15, 2022 actual Student Membership and Capacity numbers (i.e. first part) for both OCS and CHCCS. A draft of the full annual SAPFOTAC Report (Attachment 2) is complete and has been reviewed by the SAPFOTAC members.

**2. SAPFOTAC**

The SAPFOTAC is comprised of representatives of both school systems, the Planning Directors of the County and Towns, and County Finance staff. It is tasked to produce an annual report for the governing boards of each SAPFO partner outlining changes in actual membership, capacity, student projections, and their collective impacts on the Capital Investment Plan (CIP) and the future issuance of Certificates of Adequate Public Schools (CAPS). The CAPS are a requirement for new residential developments and reflect the capacity of the applicable school system to absorb the new students generated by the development project. Orange County's Planning Staff compiles the report, holds a meeting discussing the various aspects with the SAPFOTAC, and then prepares a draft report that is reviewed by the SAPFOTAC (Attachment 2).



### 3. Membership Data

CHCCS membership decreased in total by 75 students from the previous year:

- 81 Elementary School
- 4 Middle School
- + 10 High School

OCS membership decreased in total by 7 students from the previous year:

- + 36 Elementary School
- 58 Middle School
- + 15 High School

### 4. Capacity Data

There were no changes to school capacities this year.

### 5. Capacity Information

#### SAPFO vs. DPI

The SAPFO is a local ordinance, independent of State Department of Public Instruction (DPI) projections and rules regarding class size. The SAPFO, for instance, does not count temporary modular classrooms as fulfilling the capacity level of service outlined in the SAPFO interlocal Memorandum of Understanding (MOU). The MOU limits capacity analysis to 'bricks and mortar' structures instead of temporary facilities, and also requires its own set of future student projections to identify long-term capital school construction needs. However, the County did phase in DPI's smaller class size mandates in previous years, which decreased capacity. Decisions would have to be made if new changes at the State level affecting class size should, or should not, be reflected in the County's SAPFO.

### 6. Student Projection Analysis

#### CHCCS

Student membership projections show a mix of increases and decreases at all levels within the 10-year planning period. Projections are shown on page 36 of the report.

#### OCS

Student membership projections show a mix of increases and decreases at all levels within the 10-year planning period. Projections are shown on page 35 of the report.

### 7. School Capacity CIP Needs Analysis

#### CHCCS

Projected needs:

Elementary School	Projections show no needs in the next 10 years
Middle School	Projections show no needs in the next 10 years
High School	Projections show no needs in the next 10 years

#### OCS

Projected needs:

Elementary School	Projections show no needs in the next 10 years
Middle School	Projections show no needs in the next 10 years
High School	Projections show no needs in the next 10 years

### 8. Student Generation Rates

The updated student generation rates were approved on May 19, 2015 and are shown in Attachment II.E.1 of the report. Updated rates began to be used for CAPS issuances in



the fall of 2015 and are based on an inventory of recently built units from January 1, 2004 to December 31, 2013.

#### **9. Access to Full Report**

The draft SAPFOTAC report will be posted on the Orange County Planning Department's website. A letter ([Attachment 1](#)) and the Executive Summary of the report will be sent to all SAPFO partners after this BOCC meeting advising them of the availability of the draft report and inviting comment.

#### **10. Additional Information**

##### **Mebane**

The City of Mebane is not a SAPFO partner and does not utilize CAPS in its residential development review. However, county staff corresponds with Mebane annually in much the same way it does with SAPFO signatory communities and Mebane has continually provided its residential growth figures, as represented by certificates of occupancy as well as projected residential growth estimates. These figures are reflected in the Annual Report, including the Executive Summary.

##### **Pre-K Enrollment**

SAPFO does not include Pre-K in its membership and capacity numbers. In recent years, however, Pre-K enrollment has been a topic of discussion for both school districts. Pre-K membership enrollment for both districts are contained in the Executive Summary of the report.

##### **Charter Schools**

Charter and private schools are not included as part of the SAPFO Annual Report and, as a result, their membership and capacity numbers are not formally monitored or included in future projections. However, the SAPFOTAC monitors charter and private schools and their effect on student enrollment upon both school districts. Additional information regarding charter school enrollment is contained in the Executive Summary.

**FINANCIAL IMPACT:** Current student growth projections do not show capacity needs for additional schools in either the CHCCS District or OCS District during the 10-year projection period.

**SOCIAL JUSTICE IMPACT:** The following Orange County Social Justice Goal is applicable to this item:

- **GOAL: ENSURE ECONOMIC SELF-SUFFICIENCY**

The creation and preservation of infrastructure, policies, programs and funding necessary for residents to provide shelter, food, clothing and medical care for themselves and their dependents.

**ENVIRONMENTAL IMPACT:** There are no Orange County Environmental Responsibility Goal impacts applicable to this item.

**RECOMMENDATION(S):** The Manager recommends the Board:

1. Receive the 2023 SAPFOTAC Annual Report; and
2. Authorize the Chair to sign the transmittal letter to SAPFO partners contained in [Attachment 1](#).





## 2023 SAPFOTAC Executive Summary

### I. Base Memorandum of Understanding

#### A. Level of Service .....(No Change).....Pg. 1

	<i>Chapel Hill/Carrboro School District</i>	<i>Orange County School District</i>
<i>Elementary</i>	105%	105%
<i>Middle</i>	107%	107%
<i>High</i>	110%	110%

#### B. Building Capacity and Membership .....(Change).....Pg. 2

	<i>Chapel Hill/Carrboro School District</i>			<i>Orange County School District</i>		
	Capacity	Membership	Change from Prior Year	Capacity	Membership	Change from Prior Year
<i>Elementary</i>	5664	4657	- 81	3361	3059	+36
<i>Middle</i>	2944	2798	- 4	2166	1598	-58
<i>High</i>	3975	3950	+10	2939	2487	+15

#### C. Membership Date – November 15.....(No Change).....Pg. 17

### II. Annual Update to SAPFO System

#### A. Capital Investment Plan (CIP) .....(No Change).....Pg. 18

#### B. Student Membership Projection Methodology .....(No Change).....Pg. 19 *The average of 3, 5, and 10-year history/cohort survival, linear and arithmetic projection models.*

#### C. Student Membership Projections .....(Change).....Pg. 29

#### Analysis of 5 Years of Projections for 2022-2023 School Year – Chapel Hill/Carrboro City Schools

(The first column for each year includes the student membership projection made for 2022-2023 in that given year. The second column for each year includes the number of students the projection was off compared to actual membership. An “L” indicates the projection was low compared to the actual, whereas an “H” indicates the projection was high compared to the actual.)

	Actual 2022 Membership	Year Projection Made for 2022-2023 Membership									
		2017-2018		2018-2019		2019-2020		2020-2021		2021-2022	
<b>Elementary</b>	4657	5504	H847	5498	H841	5367	H710	4708	H51	4582	L75
<b>Middle</b>	2798	2881	H83	2943	H145	2992	H194	2830	H32	2742	L56
<b>High</b>	3950	4028	H78	4037	H87	4085	H135	3915	L35	3908	L42

**Analysis of 5 Years of Projections for 2022-2023 School Year – Orange County Schools**

(The first column for each year includes the student membership projection made for 2022-2023 in that given year. The second column for each year includes the number of students the projection was off compared to actual membership. An “L” indicates the projection was low compared to the actual, whereas an “H” indicates the projection was high compared to the actual.)

		Year Projection Made for 2022-2023 Membership									
	Actual 2022 Membership	2017-2018		2018-2019		2019-2020		2020-2021		2021-2022	
<b>Elementary</b>	3059	3228	H169	3321	H262	3320	H261	2994	L65	3000	L59
<b>Middle</b>	1598	1682	H84	1710	H112	1713	H115	1611	H13	1622	H24
<b>High</b>	2487	2517	H30	2426	H61	2433	L54	2367	L120	2508	H21

**D. Student Membership Growth Rate .....(Change).....Pg. 37**

Projected Average Annual Growth Rate Over Next 10 Years										
	Chapel Hill/Carrboro School District					Orange County School District				
Year Projection Made:	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023	2018-2019	2019-2020	2020-2021	2021-2022	2022-2023
<i>Elementary</i>	0.56%	0.65%	-0.23%	-0.88%	-0.47%	0.91%	0.84%	-0.02%	-0.04%	0.26%
<i>Middle</i>	0.19%	-0.07%	-1.50%	-2.10%	-1.77%	0.28%	0.37%	-0.67%	-0.72%	-0.15%
<i>High</i>	0.16%	0.03%	-1.44%	-2.15%	-2.09%	0.21%	0.21%	-0.98%	-1.06%	0.98%

**E. Student / Housing Generation Rate .....(No Change).....Pg. 40**

**SCHOOL ADEQUATE PUBLIC FACILITIES ORDINANCE STATUS**

(Based on future year Student Membership Projections)

**CHAPEL HILL/CARRBORO SCHOOL DISTRICT**

**Elementary School Level**

- A. Does not currently exceed 105% LOS standard (current LOS is 82.2%).
- B. The projected growth rate at this level is expected to increase, but remain negative over the next 10 years (average ~ -0.47% per year compared to -1.37% over the past 10 years).
- C. Similar to last year, projections are not showing a need for an additional Elementary School in the 10-year projection period.

**Middle School Level**

- A. Does not currently exceed 107% LOS standard (current LOS is 95%).
- B. The projected growth rate at this level is expected to decrease over the next 10 years (average ~ -1.77% compared to an average of 0.21% over the past 10 years).
- C. Similar to last year, projections are not showing a need for an additional Middle School in the 10-year projection period.

**High School Level**

- A. Does not currently exceed the 110% LOS standard (current LOS is 99.4%).
- B. The projected growth rate at this level is expected to decrease over the next 10 years (average ~ -2.09% compared to 0.61% over the past 10 years).
- C. Similar to last year, projections are not showing a need to expand Carrboro High School from the initial capacity of 800 students to the ultimate capacity of 1,200 students in the 10-year projection period.



## **ORANGE COUNTY SCHOOL DISTRICT**

### **Elementary School Level**

- A. Does not currently exceed 105% LOS standard (current LOS is 91%).
- B. The projected growth rate at this level is expected to increase over the next 10 years (average ~ 0.26% compared to -0.98% over the past 10 years).
- C. Similar to last year, projections are not showing a need for an additional Elementary School in the 10-year projection period.

### **Middle School Level**

- A. Does not currently exceed 107% LOS standard (current LOS is 73.8%).
- B. The projected growth rate at this level is expected to increase, but remain negative over the next 10 years (average ~ -0.15% compared to -0.25% over the past 10 years).
- C. Similar to last year, projections are not showing a need for an additional Middle School in the 10-year projection period.

### **High School Level**

- A. Does not currently exceed 110% LOS standard (current LOS is 84.6%).
- B. The projected growth rate at this level is expected to increase over the next 10 years (average ~ 0.98% compared to 0.83% over the past 10 years).
- C. Similar to last year, projections are not showing a need for additional High School in the 10-year projection period.

## **ADDITIONAL INFORMATION**

### **Pre-K Students**

In recent years, Pre-K enrollment has been a topic of discussion with both school districts. At this time, SAPFO has not been amended to include Pre-K in the membership and capacity numbers. However, Pre-K numbers and impacts continue to be monitored by the SAPFOTAC. Pre-K students for each district is as follows:

	<b>Chapel Hill-Carrboro City Schools</b>	<b>Orange County Schools</b>
<b>School Year</b>	<b>Number of Students</b>	<b>Number of Students</b>
<b>2019-20</b>	267	144
<b>2020-21</b>	208	86
<b>2021-22</b>	222	125
<b>2022-23</b>	295	101

### **Charter and Private Schools**

Currently, there are two Charter Schools located in the Town of Hillsborough. Charter student membership for these two schools is as follows:

	<b>Eno River Academy</b>	<b>The Expedition School</b>
<b>School Year</b>	<b>Number of Students</b>	<b>Number of Students</b>
<b>2017-18</b>	542	326
<b>2018-19</b>	655 (+113)	355 (+29)
<b>2019-20</b>	715 (+60)	365 (+10)
<b>2020-21</b>	747 (+32)	365*
<b>2021-22</b>	751 (+4)	
<b>2022-23</b>	777 (+26)	
<i>*The Expedition School reached full capacity of 365 students in 2019-20</i>		



Charter and private schools are not included as part of the SAPFO Annual Report and, as a result, their membership and capacity numbers are not included in future projections. SAPFO projections are used for projecting only public school capacity/construction needs. However, the SAPFO Technical Advisory Committee does monitor charter and private schools and their effect on student enrollment in both school districts. If a charter or private school were to close and a spike were to be realized in school enrollment, the student projections would likely accelerate the need for additional capacity in future years, but likely still within an appropriate time for CIP planning. Charter Schools are also monitored by the Department of Public Instruction (DPI) which provides pupil information, based on data received from Charter Schools located in Orange County, to the County for funding purposes. The County budgeted for charter schools as follows:

	Chapel Hill-Carrboro City Schools	Orange County Schools
Fiscal Year	Number of Students	Number of Students
2017-18	162	617
2018-19	155 (-7)	769 (+152)
2019-20	169 (+14)	843 (+74)
2020-21	166 (-3)	885 (+42)
2021-22	156 (-10)	919 (+34)
2022-23	205 (+49)	951 (+32)

Although charter and private schools numbers are not collected for SAPFO purposes, impacts due to enrollment at these schools are accounted for in SAPFO process with the annual reporting of student membership and growth rates contained in the 10-year student projections.

#### Future Residential Development

Proposed growth is not included in the SAPFO projection system until actual students begin enrollment. The Certificate of Adequate Public Schools (CAPS) test is conducted during the approval process at a certain stage. Once students are enrolled in a school year, through annual reporting of student membership numbers, 10-year student projections can be updated to display future capacity needs in time to efficiently plan for future school capacity/construction requests. The SAPFOTAC continue to monitor and evaluate the demand and growth of residential development throughout Orange County as well as its effect on student membership rates. Below is a list of larger residential projects and the potential number of students from these projects which may have an impact in the short term. Please note, the City of Mebane is not a party to the SAPFO agreement and therefore does not require that CAPS (Certificate of Adequate Public Schools) be issued prior to development approvals. As a result, the expected number of students is based on unit type and bedroom count estimates.

Residential Project	Jurisdiction	Proposed Total Units	Expected Number of Students
Collins Ridge Phase 1	Hillsborough	672	Elementary: 84 Middle: 45 High: 57
Weavers Grove	Chapel Hill	235	Elementary: 44 Middle: 18 High: 20
Stagecoach Corner	Mebane	35	Elementary: 9 Middle: 5 High: 6



<b>Bowman Village/Bowman Place</b>	Mebane	177	Elementary: 48 Middle: 23 High: 30
<b>The Townes of Oakwood Square</b>	Mebane	88	Elementary: 5 Middle: 4 High: 5
<b>Tupelo Junction I</b>	Mebane	181	Elementary: 49 Middle: 24 High: 31
<b>Tupelo Junction II</b>	Mebane	207	Elementary: 56 Middle: 27 High: 35
<b>Oakwood Subdivision</b>	Mebane	409	Elementary: 110 Middle: 53 High: 70

### **School Renovation and Expansion**

The Schools Adequate Public Facilities Ordinance (SAPFO) student projections illustrate when the adopted level of service capacities are forecasted to be met and/or exceeded in anticipation of Capital Improvement Plan (CIP) planning and the construction of a new school. Both school districts continue planning efforts to renovate and expand existing facilities to address school capacity needs in a more feasible way. Additional capacity resulting from school renovations and expansions will be added to the projection models in stages, once funding is approved, versus the addition of greater capacity when a new school is constructed and completed. The renovation and expansion to existing facilities may delay construction of new schools further into the future, depending on how and how much capacity is added to the system. Decisions on the timing of reconstruction (i.e. capacity additions) funding would be directly linked to the SAPFO model at the appropriate time.

