



**DOVER SCHOOL  
DISTRICT**

## DOVER SCHOOL BOARD – MINUTES

Meeting Type: Special Session  
Meeting Location: City Council Chambers  
Meeting Date: **Monday, September 22, 2008**  
Meeting Time: **6:32 pm**

A special session of the Dover School Board was called to order by Chairperson Marjorie Fisher on Monday, September 22, 2008 at 6:32 p.m. in City Council Chambers.

**A. ROLL CALL:** Present were, Marjorie Fisher, Britt Ulinski-Schuman, Dorothea Hooper, Audra Lurvey, Carolyn Mebert, Beth Setear, and Doris Grady.

Also present were Superintendent John O'Connor, Business Administrator, Laurie Verville, Horne Street School Principal, Malcolm Foresman; Cable Ad Hoc Committee Chair, Parks Christenbury, and *Foster's*.

**B. PLEDGE OF ALLEGIANCE:** Beth Setear led the Pledge of Allegiance.

**C. CITIZEN'S FORUM:** No one addressed the Board.

**D. CAPITAL IMPROVEMENT PROGRAM (CIP) PRESENTATION:** Dr. O'Connor presented his Capital Improvement Project proposal to the Board. He stated he was asking for the Board to support his proposal running close to a total of \$70,000,000 over the following six years:

He began with a history of education in Dover. Records indicate that 1633 brought from England the first minister to Dover, Rev. William Leverich, who also became the first schoolmaster. In 1774, the first woman was hired to teach the young in the north end of Dover. In 1902 a new Dover High School was built on Locust Street. An annex was added in 1927 and another addition in the late '50's or early 60's. In 1967, this became Dover Junior High School when a new Dover High School was built on Durham Road. A brand new Middle School was built in 2000. Woodman Park School was built 1950; Horne Street Elementary in 1958; and Garrison School in 1963.

Today, the Dover School District serves more than 4,000 students. The Dover School District has over \$100M in building assets that must be maintained to assure a healthy and safe environment for students, staff, and members of the community. Observations over the past five years indicate that three schools, Horne Street Elementary, Garrison Elementary and Dover High School are in need of major renovations.

Dr. O'Connor then presented his preferred proposal for the Capital Improvement Program 2010 to 2016, noting that an alternate Plan would be discussed later in the evening. Dr. O'Connor then stated he would focus the evening's presentation on fiscal year 2010 to renovate and add a small addition to Horne Street School.



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Project Description	Fiscal Year						
	2010	2011	2012	2013	2014	2015	2016
Horne Elementary School	\$7,500,000	0					
Garrison Elementary School			\$7,500,000	0			
Dover High School & Career Technical Center					\$35,000,000	\$10,000,000	\$2,000,000
<b>TOTAL:</b>	<b>7,500,000</b>	<b>0</b>	<b>\$7,500,000</b>	<b>0</b>	<b>\$35,000,000</b>	<b>\$10,000,000</b>	<b>\$2,000,000</b>

In November 2006, the Dover School Board established a “Future Needs Committee” to examine three critical issues confronting the District. One of the critical issues under study involved the review, analysis, and recommendation of how the District should approach the renovation of aging school facilities.

An executive summary of the report presented to the Dover School Board in 2007 provides a critical analysis of the scope of the issues confronting the District and makes specific recommendations for the renewal of the three buildings.

The primary objective of the Facilities Renovation group was to address the methodology for updating the District’s aging facilities to ensure that our schools will better serve the needs of our students for the next quarter of a century and beyond. The Committee’s assessment focus included the Garrison, Horne, and High School structures. Committee members determined the most effective approach would be to focus on the following three objectives:

1. Determine the level of maintenance and repairs in order of “least to greatest” priority.
2. Assess the safety, operational efficiency, energy efficiency, and space efficiency.



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3. Develop a long-range plan for capital improvements that integrates the findings and recommendations of the Future Needs Committee (including future needs of the district: increased elementary enrollments and a full-day kindergarten program).

All three schools have experienced some level of renovation or addition built within the past five years. The following table demonstrates the level type of addition made to the facility and the total square footage.

<b>Horne</b>			
<b>Year</b>	<b>Classification</b>	<b>Square Footage</b>	<b>Number Classrooms</b>
1957, 1993	Structure Built, Library Add'tn	37,414	18
1999	Kindergarten Wing	2,500	2
2002	Classrooms & Cafeteria	8,322	4
	<b>Total:</b>	<b>48,236</b>	<b>24</b>
<b>Garrison</b>			
<b>Year</b>	<b>Classification</b>	<b>Square Footage</b>	<b>Number Classrooms</b>
1962, 1967, 1969	<b>Structure Built</b>	<b>47,178</b>	<b>25</b>
1999	<b>Kindergarten Wing</b>	<b>2,500</b>	<b>2</b>
2005	<b>Media Center &amp; classrooms</b>	<b>5,500</b>	<b>4</b>
2006	<b>Gymnasium</b>	<b>10,760</b>	<b>--</b>
	<b>Total:</b>	<b>65,938</b>	<b>31</b>
<b>High School</b>			
<b>Year</b>	<b>Classification</b>	<b>Square Footage</b>	<b>Number Classrooms</b>
1966	<b>Structure Built</b>	<b>181,803</b>	<b>80</b>
1989	<b>Regional Career Tech Ctr.</b>	<b>27,000</b>	
1991	<b>Weight Room</b>	<b>2,112</b>	
2003	<b>Freshman Academy</b>	<b>10,760</b>	<b>8</b>
	<b>Total:</b>	<b>221,675</b>	<b>88</b>

Based upon the findings of the Facilities Renovation Review Committee submitted in April 2007, the School Board recognized the need for the District to undertake a more extensive assessment of its buildings and projected enrollments to assess the needs of the future. The completed RFP to develop a comprehensive Capital Asset Assessment of three aging facilities in the District: (Garrison Elementary, Horne Street Elementary, and Dover High School) was distributed to bidders in May 2007. In August of 2007, the School Board voted to award a bid for a Professional Facilities Needs Assessment Study Request for Procurement to the New England School Development Council (NESDEC).



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NESDEC contracted with Habeeb and Associates Architects, Inc., to perform the assessment. In late February 2008, the report was completed and submitted to the Superintendent’s Office and was reviewed by the entire School Board at the Regular Meeting held on April 14, 2008.

Dr. O’Connor explained Habeeb was tasked to come up with some ideas of what it would cost to renovate our buildings. Those estimates are shown below.

**Habeeb and Associates  
Cost Estimates**

<b>Building</b>	<b>Priority 1</b>	<b>Priority 2</b>	<b>Priority 3</b>	<b>Priority 4</b>	<b>Priority 5</b>	<b>Total (Inflate 3% compound annually)</b>
<b>Garrison</b>	<b>0</b>	<b>\$460,919</b>	<b>\$1,586,555</b>	<b>\$6,123,249</b>	<b>\$3,518,338</b>	<b>\$11,689,061</b>
<b>Horne Street</b>	<b>0</b>	<b>\$4,138</b>	<b>\$646,007</b>	<b>\$5,143,623</b>	<b>\$3,253,508</b>	<b>\$9,047,276</b>
<b>Dover High</b>	<b>0</b>	<b>\$2,878,041</b>	<b>\$10,100,389</b>	<b>\$18,865,760</b>	<b>\$3,810,816</b>	<b>\$35,655,006</b>
<b>Total:</b>	<b>0</b>	<b>\$3,343,098</b>	<b>\$12,332,951</b>	<b>\$30,132,632</b>	<b>\$10,582,662</b>	<b>\$56,391,343</b>

Their recommendations noted that given the condition of Garrison, it will cost approximately \$11 million – Horne Street, approximately \$9 million – Dover High School, approximately 35 million for a total of well over \$56 million. He noted his CIP request is for \$70 million. He explained that is because the Habeeb report identified priorities 1 through 5 and each represented a year, but when it is stretched out further over a 7 or 8 year period, the numbers are compounded annually by a minimum of 3% to create new numbers.

Ms. Grady asked what the priorities 1 through 5 indicate. Dr. O’Connor stated Habeeb looked at building site work, building envelope, internal parts of the building, and made a recommendation, if you were to break this out into years 1 through 5, this is estimated what it would cost. However, Habeeb cautions in their report that some of the work cannot be done in sequence like that. The mechanical is dependent upon the electrical and you have to do that work at the same time. You cannot necessarily put the mechanical in with outdated electrical systems.



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Ms. Grady reiterated, “Alright, priority for the first year, second year, third year. But for the first year, it is 0.” Dr. O’Connor explained that was because that would represent the 2008/2009 school year and they were compiling the report at the end of 2007/2008. Their review said that the amounts shown would be the priority if taken year by year, but the report, again, cautions you cannot do some of the work year by year. Cannot do mechanical without electrical. You shouldn’t be doing the air exchange and ventilation systems unless you’re doing the entire mechanical. In addition, talking about the next five years, he is not talking about renovating Dover High School for another 5 or 6 years.

Ms. Hooper asked several questions. “...the expenses that are showing on the CIP, are they matching the debt we are retiring this year or not?” Dr. O’Connor stated he would be speaking to that at the end of the presentation. The second question was, “What is the advantage of Plan A versus Plan B?” Dr. O’Connor stated he will discuss Plan B at the end of the presentation as well.

Ms. Hooper then asked, “Why not start with the high school which is falling apart?” Dr. O’Connor responded, “First of all the high school is 40 years old. Garrison and Horne are over 45...My thinking is, in 2014, the Barrington contract is up. We will know in 2011 what Barrington’s intentions are. I cannot imagine taking this 200,000+ square foot building and renovating it when it is at capacity. Renovating the building to the point where we need to go into Dover High School and redesign the front entry, the auditorium; we need to redesign the air ventilation system in that building, the mechanical systems, and so forth, I cannot imagine that we can do that when the building is at capacity, without coming up with some alternative plan. I’ve heard of a school district, not in New Hampshire but throughout conversations with Superintendents, that renovated a school over a summer. But the cost of doing that was double of what it was because they actually worked three shifts, and that’s how the community chose to do that. In stead of displacing students, and possibly bringing in trailers and so forth...I know there are people in the community who have visited Dover High School who have visited Horne Street and Garrison and would say the priority seems to be Dover High School, it does have a use that is far greater than any of our elementary schools with that number of students...If you think about it, it’s used two shifts -it runs all day and then runs into the evening as well”

Dr. Mebert asked, “On your Plan A, there is \$2 million in 2016 that we do not have in our plan A from the packet.” Dr. O’Connor stated that had been added just as a place marker at the present time. Dr. Mebert added, “Plan A actually shows more money for the high school than Plan B, right, and you will explain that later?” Dr. O’Connor stated he would. Dr. Mebert added, “Both Plans have less money for the two elementary schools?” Dr. O’Connor stated he would be showing a chart that shows he not only has Habeeb’s work, but he then went to Bonnett, Page, and Stone, the company who is currently doing work at Woodman Park School. They have been working very closely on that project and understand the numbers having subbed a lot of the work



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out for Woodman Park. Dr. O'Connor stated he would be presenting a chart, based on BPS' work, the cost per square foot they believe the renovation of Horne Street School, as well as the possible addition will cost.

Dr. Mebert stated, "Although I've been on the JBC for Woodman Park, I can't keep in my head whether we're running at the expectation that Bonnet, Page and Stone gave us; and if when they gave us their estimate of cost for that project, how close are we? And I know we had to go back to the Council and ask for more money. So, given that they're now giving us estimates for another project, when we ran over...." Dr. O'Connor replied, "You're right. We're going to take a look at their dollar figures and what they're estimating, but keep in mind, we are receiving applications today from architects. We have the money to engage an architectural firm to work with us to help put together better numbers for the Horne Street School Project. We're looking at estimates now and much of the Capital Improvement Plan that is put together, you really focus on the current year and we need to be exact. We cannot afford to give the Council a dollar value, have them approve it, only to have us go back and ask for additional money. We cannot do that. We're going to provide the Council with a number now, but there will be a little caveat that we are engaging an architectural firm to work with us – we're going to try to firm these numbers up."

Ms. Fisher noted, "I don't remember voting to pass the money for an architect to give us numbers. How much is this going to cost us, and where is that money coming from, and when did we vote on it?" Dr. O'Connor explained the Board voted over a year ago, part of the Capital Improvement Plan, that we borrow \$2 million to start looking at the project at Horne Street School. The Board wanted to start, and actually had \$3.5 million in to start the Horne Street Project, knowing that the tax cap language with the District's ability to borrow requiring a super-majority vote if the money is above the current year's debt reduction (which is about \$2 million). Because of this, the Board went back to the Council and requested to borrow only \$2 million. The Board then went back to the Council and asked to transfer some of that money to the Dover High School Roof Project, which was far more expensive than what had been requested the year before. However, when the original amount was requested, the District told the Council that we would probably be coming back for more money the next year. Dr. O'Connor noted, "We were very clear on that. They recognized that when we did our presentation to them."

Ms. Grady asked, "Are you saying, John, that we took a million of the architect's money? Or did I misunderstand you?" Dr. O'Connor replied, "We borrowed \$2 million to begin the Horne Street School process. That's what we went to the Council and told them that we were doing." Ms. Grady added, "Until we know that's where the Board is going, for Horne Street, why spend that \$1 million on an architect until we know what our CIP is going to be?" Dr. O'Connor stated, "We're not spending \$1 million on an architect. It's not even going to be close. What we're proposing is for the architect to come in, to start looking at Horne Street School, start putting



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together design ideas, what do they want to do with the school? I’m going to make a case this evening that we need at least a 6 classroom addition, and given the fact that we need to expand office space, nursing space, those kinds of services that we provide that are vastly different then they were 50 years ago when we built the building. We may need a library addition as well, knowing that an architect might come in and have some different recommendations that will be put forth as part of this CIP plan.”

Dr. Mebert asked, “What did we pay Bonnett, Page and Stone to do this estimate?” Dr. O’Connor stated they did the estimate for free for the District.

Dr. O’Connor then reviewed renovations that have taken place at Horne Street School over the years at a cost of \$1.88 million.

### Previous Horne Street School Renovations

Project	FY00	FY01	FY02	FY03	FY04	FY05	FY06	FY07	Total
Improve. CR’s		\$60,000							
Improve. CR’s (4)			\$550,000						
Improve. Cafe				\$365,000					
Roof						\$225,000			
Sprinkler							\$130,000		
Parking Lot & Curbing							\$250,000		
Heat Plant Conversion								\$300,000	
<b>Totals:</b>	<b>\$0</b>	<b>\$60,000</b>	<b>\$550,000</b>	<b>\$365,000</b>	<b>\$0</b>	<b>\$225,000</b>	<b>\$380,000</b>	<b>\$300,000</b>	<b>\$1,880,000</b>

Opened in 1958, Horne Street School, a neighborhood grade 1 – 8 school, had a first year enrollment of 525 students. The average class size ranged from 25 students at grades 1 through 4 to 30+ students grades 5 – 8. Over the years there have been four major additions to Horne Street School. These include the 1993 addition of the James McShane library, the 1999 addition of two kindergarten classrooms, and the addition of four classrooms and a full-service cafeteria in 2002. A review of Capital Projects completed over the last twelve years indicates a roof replacement project was completed in 2005, a fire suppressing system in 2006, upgrades to the parking and bus loop, and a complete replacement of the facilities heating plant in 2007. Given the age of the facility and the current status of the core systems throughout the building, there is a need to upgrade the site, building envelope, and interior, mechanical, and electrical systems.



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As part of the Facility Needs Assessment, NESDEC was also tasked to perform a more in-depth report of enrollment histories and projections using a more sophisticated version of the *K-12 EnrollForecast* software. This version includes additional variables that might affect projections, including the most current US Census figures, age cohort data, national birth rates, enrollment histories, City of Dover Planning Department statistics, local birth rates, and historical birth to kindergarten registration information for the City of Dover.

The cohort survival technique is the most frequently used method of preparing enrollment forecasts. NESDEC uses that technique, but modifies it in order to move away from forecasts which are wholly computer or formula driven. Such modification permits the incorporation of important, current town-specific information into the generation of the enrollment forecasts. Basically, percentages are calculated from the historical enrollment data to determine a reliable percentage of increase or decrease in enrollment between any two grades. For example, if 100 students enrolled in Grade 1 in 2001-02, increased to 104 students in Grade 2 in 2002-03, the percentage of survival would have been 104% or a ratio of 1.04. Such ratios are calculated between each pair of grades or years in school over several recent years.

After study and analysis of the historical ratios and based upon a reasonable set of assumptions regarding births, migration rates, retention rates, etc., ratios most indicative of future growth patterns are determined for each pair of grades. The ratios thus selected are applied to the present enrollment statistics for a pre-determined number of years.

The ratios used are the key factors in the reliability of the projections, given the validity of the data at the starting point. The strength of the ratios lies in the fact that each ratio encompasses collectively the variables that account for increases or decreases in the size of a grade enrollment as it moves on to the next grade. Each ratio represents the cumulative effect of the following factors:

1. Migration, in or out, of schools;
2. Retention in the same grade;
3. Drop-outs, transfers, etc.;
4. Births and deaths;
5. New house construction.

NESDEC added a general comment that projections can serve as useful guides to school administrators for educational planning. In this regard, the projections are generally most reliable



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when they are closest in time to the current year. Projections six to ten years out may serve as a guide to future enrollments, and are useful for facility planning purposes. However, they should be viewed as subject to change given the possibility for change in the underlying assumptions. Annual updates allow for the identification of any recent changes in historical trends.

Dr. O'Connor then presented 10-year historical enrollments for 1997 through 2007 indicating the District had increased by approximately 600 students over that time period. He noted that growth has come from both Dover, as well as from Barrington and Nottingham. The fact that Barrington may not send students after 2014 was NOT factored into the projection. Rather, it is a statistical growth including Barrington and Nottingham, based upon the previous ten years enrollments. He then presented NESDEC's projected enrollments for the next 10-year period of 2008-2017 that projects an increased student population of approximately 600 students.

Dr. Mebert stated that the projected 10-year enrollments show a very linear progression but noted, "...Our previous 10 years show nowhere near a linear change for any group of students. What we've got here is kind of an artifact...of course if you put together a regression equation, you predict year after year and a year and a year, you're going to show a linear change... I think that we should certainly look at this but also look at our historical figures and see that some of our highest enrollments – for example, in 2003/04, our highest enrollments were in grades 7, 8, and 9. In 2005/06, our highest enrollments were in grades 3, 4, and 11. There's no apparent pattern to what our historical data tells us. You have a 'lovely' pattern for the projection. I just think, 'unlikely.'" Dr. O'Connor agreed and noted, "If we look back at how they packaged this and what they say to us, the most accurate numbers are probably the closest ones to 2007/2008. 08 and 09, 09 and 10, they're reasonably confident that those numbers are going to be fairly accurate." Dr. Mebert stated, "But they're also looking at the historical growth of the city, and one of the things we discussed when we were redistricting was, we're running out of land. So, there's not going to be as much growth in the future as there has been in the past because there just isn't the land to support that. I don't know exactly what figures they used in this equation, but I do want to caution that these projections are just statistically based and are not necessarily the reality." Dr. O'Connor agreed, "They say that right up front, you need to be cautious. This gives policy makers, School Boards, Planning Departments, a rough calculation where, if the perfect storm were to cover over Dover, could possibly take us."

Ms. Grady added, "Paul Johnson did a 10-year projection starting in 1989 that said, in 1999 we should have 3,957 students. And you go through 2001 up to now, 2002/203, we had 3,925, 2003/04 was 4,000, back in 2004/05 it's 3,900, in 2005/2006...we just bounce back and forth and really have not increased that much over 20 years. We added the kindergarten which made an increase... that's the only thing, not the general population. Going back to 1989 when balancing them out, and each year, at the end of the year we lost several kids – you can look at that projection but they're making it look a lot more than it is. In 2002/2003, we lost 63 students



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by the end of the year. 2003/2004, we lost 71. 2004/2005 we lost 107, 2005/2006, we lost 69. The projections over fifteen years have remained in that 3,900 – 4,000 and I was surprised to see where they thought in the next ten years, when there is very little land left in the city, that it would increase that much.” Dr. O’Connor indicated he has reviewed the Paul Johnson study and agreed, it was well researched, but its methodologies were very similar to what NESDEC used. He added, “Again, if you go back and you look at the historical enrollment from 1997 to 2007, we have actually gained about 600 students. But you can attribute 250 of that gain – 270 to kindergarten students that we brought in. In addition, we also went from 7 pre-schoolers over that time period to 40 – so out of that 600+, 300 of them can be attributed to kindergarten and pre-school.” Ms. Grady added, “In that time we added 500-600 Barrington and Nottingham kids.” Dr. O’Connor stated the Barrington and Nottingham kids have been with Dover even longer prior to 1997 and 98.

The Superintendent then reviewed classroom capacities over the three elementary schools. As our student enrollment is expected to increase over the next ten years, classroom space and the ability to accommodate new students and current and future instructional programming become critical. All three elementary schools, Woodman Park, Horne Street, and Garrison Elementary schools have undergone various degrees of renovation, with Woodman Park School having undergone the most extensive renovation of the three schools. All three schools have been involved in expansion projects that has greatly enhanced the overall capacity of each school.

### Classroom Capacity

A review of classroom capacity at the three schools reveals the following:

School	Wing	Number of Classrooms
<b>Horne Street School</b>	1	6
	2	16
	3	2
<b><i>Total Classroom Capacity</i></b>		<b><i>24</i></b>
<b>Garrison Elementary School</b>	1	8
	2	8
	3	10
	4	4
<b><i>Total Classroom Capacity</i></b>		<b><i>30</i></b>
<b>Woodman Park School</b>	1	8
	2	12



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	3	17
<b>Total Classroom Capacity</b>		<b>37</b>

At first glance, 91 elementary classrooms available throughout the District appears sufficient to accommodate the influx of new students. Using as a guide, 20 students per class at K-2 and 25 students per class at grades 3 and 4, the District, with 91 available classrooms, could accommodate up to 2000 students.

The analysis above is based on actual available instructional classrooms. It does not take into consideration the housing and location of the preschool program, music and art classes, occupational and physical therapy, health education, and technology instruction. The analysis has removed these important and contractually obligated programs and placed them “on a cart.” Special education “self-contained” and other special education services classrooms were also removed from the analysis. If included in the overall analysis of available classrooms, the projected figure of 91 should be reduced by 20 classrooms, this bringing the number of available classrooms to 71.\*

**Adjusted Classroom Capacity**

School	Total Classroom	Adjusted Classroom Capacity	Max. Students
<b>Garrison</b>	30	24	525
<b>Horne</b>	24	19	415
<b>Woodman</b>	37	28	615
<i>Total</i>		<i>71</i>	<i>1,555</i>

Ms. Hooper wondered whether it was necessary to dedicate an entire classroom to each, Physical Therapy and Occupational Therapy when services would generally be provided to between 5 and 8 students at one time. Dr. O’Connor noted that there is sometimes a need for large space for the types of activities they are doing with students. He gave examples of large mats on the floor for tumbling activities and other things used for physical therapy. He added, “I can tell you, in the past at Garrison, we’ve had them on the stage because we had no capacity. I’m trying to put together a reasonable plan here that would say that some of these classrooms should be used for art and music. I think we all agree, nobody wants ‘art on a cart’, no one wants ‘music on a cart.’” Ms. Hooper stated, “These are classes that would have a full contingency. My question simply, is there a possibility of saving some money along the way?...I’m just trying to think if there a way of cutting spaces in smaller sizes in some of these areas where special services – certainly art and music have to be a regular classroom.” Dr. O’Connor stated, “Let’s just focus on Horne Street.



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We could take two classrooms out of this equation and make it so that you're only using four classrooms – an art, music, you may have a computer lab, you may have...”

Ms. Setear asked if one of the slides had mixed-up Garrison and Horne Street to show each other's number of classrooms. Dr. O'Connor clarified the slide was in error and that Horne Street had 24 classrooms while Garrison had 30.

A further review of the revised number indicated the District, as it is currently positioned, can accommodate up to 1555 elementary students. Although this number exceeds projected growth, one has to closely examine the number to determine the actual capacity of each facility. At both Woodman Park (capacity: 615 students) and Garrison Elementary (capacity: 525 students) their overall capacity exceeds 500 students. The New Hampshire Department of Education recommends all elementary schools exceeding 500 students employ a full time assistant principal and a second guidance counselor. There are other additional long-term costs associated with schools over 500 students including additional clerical and paraeducational supports and nursing services.

At Garrison Elementary School where current enrollment stands at 536 students, there is no room for growth. With a maximum capacity of 525 students, Garrison Elementary School could not absorb a significant influx of new students.

A brief note on redistricting school boundaries: In 2006, the Dover School Board authorized the relocation of the boundary line between Horne Street and Garrison Schools resulting in a shift of approximately 100 students from Horne Street to Garrison. This action pushed Garrison Elementary to maximum capacity.

With a maximum capacity of 615 students, Woodman Park School has the potential to accommodate the greatest number of students. For this to happen over the next 5 to 10 years, the District would have to continuously redistrict streets and whole neighborhoods over this same time period in an effort to “funnel” students from Horne Street and Garrison Schools into Woodman Park School.

Given the issues, this may be the impetus to redesign Horne Street School to accommodate further growth and relieve the pressures caused by increased student enrollment in our elementary schools.

A six classroom addition that can accommodate up to 150 students will allow for District growth and relief to Garrison and Woodman Park Schools. With the addition, the Dover School District will have three elementary schools with capacity to accommodate 500 or fewer students.



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Carolyn asked the Superintendent to confirm that Dover was not at capacity according to the standards of the Department of education. Dr. O'Connor agreed that was correct. Dover is below the recommended limits for classroom sizes at Horne Street School. He added, however, that in terms of the footprint, Horne Street School had the smallest classroom sizes at around 750 sf. The DOE now recommends something in the vicinity of 900 sf.

The Superintendent continues, "Part of my recommendation to you, pending the review of an architect, that the renovations that would take place at Horne Street would not change the actual class size other than 2/3 of the building in each of the classrooms have a single commode bathroom. We would be taking all of those out to increase the square footage by probably 25 feet...not significant. They all need to come out; they are not ADA compliant, etc., etc. We would not be looking at changing the square footage on that for classrooms. We learned from Woodman Park that the cost of attempting to alter the current footprints of classrooms was pretty expensive. We chose not to do that throughout most of the building." Dr. Mebert stated, "But it is kind of interesting from a historical perspective, you provide us with a history that these classrooms held 25 and 30 students and now the Department of Education says, 'they're not sufficiently large to hold fewer students.'" Dr. O'Connor agreed, noting that programs in schools evolved over time. When the schools were constructed, there were no special education classes or technology classrooms. He added, "There were art and music and physical education, but I suspect they were on a cart even when that building opened at that capacity."

Ms. Fisher asked how large the classrooms were made the last time we added onto Horne Street School. Dr. O'Connor stated they were approximately 900 sf. Ms. Fisher noted she was on the JBC at the time those classrooms were built, and the idea was the large classroom could be divided to share PT, OT, and ESOL.

Dr. O'Connor summed up by stating his reasons for recommending an addition at Horne Street School. "One of those reasons is, I believe, based on the projected enrollments, we're going to have a crunch situation in our three elementary schools in the next five to six years. The number of students projected to come in is going to strain the three buildings. Looking specifically at Horne Street School which is currently around 400 students, we know the building can accommodate 500, but when you do, you're going to lose those rooms that are currently earmarked for music and art, possibly computer, etc., etc... Then you'd be looking at Woodman Park. Woodman Park has the capacity to handle well over 600 kids. I would be safe in saying at least, over the next four years, you would be looking at redistricting probably twice during that time period. You would be looking at both Garrison and Horne Street and talking about those safety valve neighborhoods that were discussed when we talked about redistricting last time. You would be looking at attempting to shift students based on the capacity at Woodman Park into that facility. The only way that would be done would be through a redistricting effort on the part of the Board. That compounds two other problems. First is, you're now putting a strain on



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Woodman Park increasing to its capacity. Remember, Woodman Park is our Title I school. We do provide a lot of additional services – those services require room. We will then be forcing those people out of classrooms because you'll be needing them for classroom space. Second part of that problem affects both Garrison and Woodman Park. You'll notice the numbers at Garrison at 525 students – our current enrollment is 530 right now. We're really at capacity given the types of programming that we're doing at Garrison School. Special Ed self-contained, art and music, computer lab, and those types of programming. More than likely, that number is going to continue to grow in Garrison as we continue to see additional housing is developed in the Garrison neighborhoods, maybe at even a higher rate than we're seeing in some of the other neighborhoods."

Ms. Fisher asked if there was a reason why the self-contained classrooms had to be at Garrison instead of Woodman. Dr. O'Connor stated that change could certainly be made to open up a classroom at Garrison and had been discussed in the past as a possibility. He added, "Keep in mind though, it's a small number of students – 5 or 8 in the classroom at maximum. We could free up that classroom; that would not be a problem. The problem is you will now have two schools that are overpopulated with students. By DOE standards, you need an assistant principal, an additional guidance counselor, you will need additional support services that are going to be above and beyond what's currently at your schools and you're not going to be able to take from Horne Street and move those services because the services that are being provided are with the appropriate number of personnel. With future growth, you're going to end up with Woodman Park being well over 500 students and with Garrison possibly over 500 students and that's going to require additional staff." Ms. Fisher noted, "Also, if you add on to the schools, then that school's going to have more kids in the school and you'll still have a problem where you need more administration." Dr. O'Connor stated, "I believe if you were to add onto Horne Street, small addition of six classrooms, you could, through a redistricting effort, create three elementary schools that are all under 500 students. That would negate the need for additional guidance, additional administrators, if you kept the schools under 500 students."

Ms. Grady asked, "Where at Horne are you looking to put an addition?" Dr. O'Connor stated there were two potential locations and those were discussed. Questions were raised about both locations in terms of wet land and clay, mud, and water, and how that might cause problems. Dr. O'Connor stated he recognizes those kinds of problems do exist and that the architects would make the recommendations for the best location for an addition.

Dr. Mebert asked if "going up" were an option. Dr. O'Connor stated his recollection was that had been discussed and given the structure of the supports at Horne and Garrison Schools, he did not believe that was an option. He added, "But again, an architect and engineering firm can come in here and tell us there may be a section of the building that we could go up on. I don't know the answer to that."



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Ms. Setear asked whether a piece of land was recently purchased next to Horne Street School. Dr. O'Connor acknowledged that was correct and they could possibly just extend the existing wing out onto that property but noted, "Again, not an architect, I believe that the construction would involve six classrooms, a set of bathrooms, both boys' and girls', and a library similar to the one done at Woodman Park." The existing library would be remodeled to house administrative offices and the nurses' office and possibly a guidance office could be expanded in the existing principal and reception office areas.



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Dr. O'Connor then reviewed the Bonnett, Page and Stone cost Estimates for the Renovation and Addition at Horne Street School.

**Bonnette, Page & Stone Corp. Horne Street School Additions and Renovations Cost Study**

	WPS Scheduled Value	Cost S/F	Cost Escalation 2007-2008	Cost Escalation 2008-2009	Horne Street 37,400 SF
<b>Renovation Subtotal:</b>	<b>\$5,939,771.00</b>	<b>\$75.11</b>	<b>\$80.37</b>	<b>\$85.99</b>	<b>\$3,216,071.71</b>
<b>Window Replacement Allowance:</b>					<b>\$370,000.00</b>
<b>Sitework Allowance:</b>					<b>\$350,000.00</b>
<b>6 CR/Media Center New Construction:</b>					<b>\$1,972,000.00</b>
<b>Construction Cost Study Grand Total:</b>					<b>\$5,908,071.71</b>
<b>Soft Cost Allowance 25%</b>					<b>\$1,477,017.93</b>
<b>Project Cost Study Budget</b>					<b>\$7,385,089.64</b>

He explained that the estimates were derived using the Woodman Park School Scheduled Values adding a 3% cost inflation per out-year.

He then stated he would discuss the funding aspects of the project. He began by reviewing the past ten-year financial history of borrowing capital funding in the District. Starting in 1999 over \$16 million was borrowed for the construction of the Dover Middle School. After that, the District borrowed approximately \$2 million per year for capital projects with more in 2003/2004 for the addition at Dover High School and in 2007 and 2008 that include the Woodman Park school addition and renovation, the roofing project at Dover High School, and the furnace replacement and gymnasium addition at Garrison, and all of those other items undertaken over the last three years.

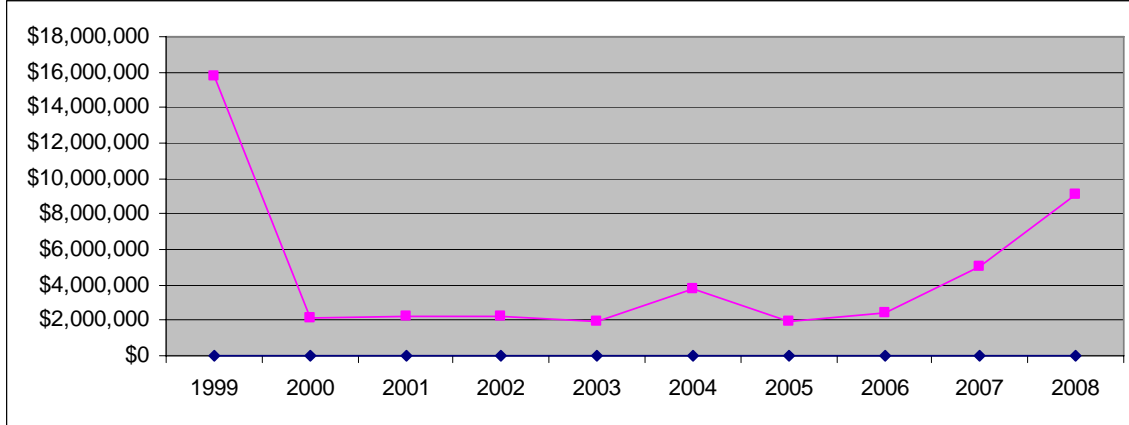
**Ten-Year Financial History of Borrowing  
Capital Funding District-Wide**



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### Debt and Threshold and Retirement

The following table illustrates the amount of previously financed debt that will be retired by fiscal year:

2009	2010	2011	2012	2013	2014
\$2,334,000	\$2,272,000	\$2,197,000	\$2,130,000	2,082,000	2,048,000

Superintendent O’Connor stated the debt retirement over the next few years is approximately \$2 million per year. He stated that, with the tax cap, we have the ability to borrow, with a majority vote of the council, up to our debt finance retirement number. The problem becomes if we want to borrow more than \$2 million.

Ms. Fisher asked what would be the impact if we were just to renovate Horne Street School without an addition. The Superintendent stated we would need to borrow \$3.5 million just to renovate Horne Street School.

The current assessed value of the City of Dover as of October 1, 2007 is \$2.8 billion. Should that figure remain stable, for every \$100,000 of newly bonded money, and no bond retirements factored in, the tax impact would be .04 cents for each \$100,000 increment.

Ms. Hooper stated, “I think what we are questioning is our priorities. It’s an awful lot of money and I know we have to eventually take care of it, but I think we need to deal with what’s disintegrating first. I understand your logic about a major renovation at the high school while the kids are there, but I still think there are things at the High School that really need to be taken care



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of and in my mind, that’s a priority more so than adding a wing onto another school. But, I don’t think you answered the other question that I asked, and that was, what were the advantages of each of the proposals?”

Dr. O’Connor stated, “Based on a conversation with Dan Lynch a year ago at this time, he is of the opinion that you should borrow it all at once, because the cost of borrowing, if you delay it over two years, he feels as though you should put in a request for the single dollar value and spread the payment out over the p\two years because you just don’t know what the market will bear with bonding. You always anticipate it’s going to go up. It rarely goes down. That was why I put that together (Plan B) for you to look at. That gives you an idea of what we did with Woodman Park, but it isn’t the most cost effective for the community to borrow over a period of time. Borrow it all up front. It may take us 18 months to complete both the new construction and renovation at Horne Street School. One of reasons why new construction is important at Horne Street School is, just like Woodman Park, we needed a place to put students. There is a possibility – we could do a renovation at Horne Street School without an addition, but it’s going to mean the continuous disruption of classes as we vacate three and four classrooms on the end of the wing. It would mean moving kids down as those are renovated, putting kids in the middle while that construction is going on.”

Ms. Hooper asked, “Isn’t that what we did at Woodman Park?” The Superintendent answered, “No. What we did is we isolated the kids when this was done and the workers were in another part of the building and the noise was at a minimum... We were able to isolate the workers from the students. Without an addition at Horne Street, you’re not going to be able to do that. Which means, you may have to engage in a renovation project that is summer-based. You either run two shifts and try to do the project in three months, or with an architect’s support and help, you design it so you do it this summer and finish it the following summer with maybe some of the work ongoing – vacations, second-shift – when students are not in. That is something that we would take a look at.”

Dr. Mebert asked if we had mobile classrooms at Horne. Dr. O’Connor stated we had four portable classrooms and could be another approach that an architect could recommend.

**Capital Improvement Plan Proposal A**  
**(Borrowing all funds at once so it will cost less)**

Project Description	Fiscal Year						
	2010	2011	2012	2013	2014	2015	2016
<b>Horne Elementary School</b>	<b>\$7,500,000</b>	<b>0</b>					



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<b>Garrison Elementary School</b>			<b>\$7,500,000</b>	<b>0</b>			
<b>Dover High School &amp; CTC</b>					<b>\$35,000,000</b>	<b>\$10,000,000</b>	<b>0</b>
<b>TOTAL:</b>	<b>7,500,000</b>	<b>0</b>	<b>\$7,500,000</b>	<b>0</b>	<b>\$35,000,000</b>	<b>\$10,000,000</b>	<b>0</b>

### Capital Improvement Plan Proposal B

(Stretch out borrowing over time – less cost effective & uncertainty if Council’s change)

Project Description	Fiscal Year						
	2010	2011	2012	2013	2014	2015	2016
<b>Horne Elementary School</b>	<b>\$5,500,000</b>	<b>\$2,000,000</b>					
<b>Garrison Elementary School</b>			<b>\$4,500,000</b>	<b>\$3,000,000</b>			
<b>Dover High School &amp; CTC</b>					<b>\$15,000,000</b>	<b>\$13,000,000</b>	<b>\$12,000,000</b>
<b>TOTAL:</b>	<b>\$5,500,000</b>	<b>\$2,000,000</b>	<b>\$4,500,000</b>	<b>\$3,000,000</b>	<b>\$15,000,000</b>	<b>\$13,000,000</b>	<b>\$12,000,000</b>

Ms. Grady stated, “I asked a question tonight and I have two different answers. We went through this once before when we were handed the Habeeb and Associates Architect, and I asked the question what priority 1, 2, 3 meant. Going through my papers, at that time, priority 1 was immediate; priority 2 was potentially critical. Priority 3 was necessary, not critical for two to five years, were the answers I got. Priority 4, six to ten years recommended and priority 5, grandfathered. In that case priority 2 as potentially critical goes to the high school.” Dr. O’Connor agreed, “If you want to approach this on a systems basis, you could go thorough – if that \$2 million talked about the electrical service at the high school, I can’t imagine that you would be doing the electrical at the school during the day. It would have to be done at second shift. That cost is going to go up 10 to 15% because you’re doing it at night.” Ms. Grady stated, “On that same report, they’re saying that windows and lighting are not energy efficient. Now if anything’s needed right now, it’s something that’s energy efficient. Heating and ventilation systems are unable to keep up with the demand of the schools – it’s becoming difficult to obtain the necessary parts to repair certain mechanical items. I think some of that we’ve been working on at Horne for instance. Personally, we’re finishing off Woodman, we still have some stuff to complete or add to the third floor at the McConnell Center, we’re completing the roof at the high school – to me, instead of adding five rooms to one building, we would be better at this time to let the building not go for the first year and look at our heating and ventilation systems and see



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what we can do to improve those on the buildings and at the same time, if that happens, you'd be saving money on energy. So there would be a savings in that situation where we're not going to save doing the other."

Dr. O'Connor stated, "Again, that would be an approach. I'm not sure the Board has the expertise to make that decision. With the architect that we're bringing in, I think his or her recommendations will be critical...I can't imagine that you would want to undertake in year three, work at Horne Street, work at Garrison, and work at the high school at the same time. And some of the work that is being required needs a vacant building. It's going to need an area where there are no students. We know that in Horne Street, for example, and Garrison and I suspect at the high school in some areas, we still have asbestos. Not dangerous now, but any time we go to remove that, we're safer to have the students out of the building."

Ms. Grady summed up her feeling that the economy is in such poor shape that it might not be a good idea at this time, "I just don't think the money's out there to give it to us." Dr. O'Connor stated it was up to the Board to make those decisions and added, "What we're really looking for is next year for borrowing. What do you want to do at Horne Street School? My opinion is, that's where we should start first. My recommendation is, following that project we go in and renovate Garrison. Finally, at around 2014, you would begin the renovation of Dover High School, and that is contingent upon Barrington building their high school. If they do not build a high school, then I'm not certain how you would approach an extensive renovation of a 50 year old facility that is at capacity... I can't imagine at Dover High, even with three shifts, given the nature of that building and the type of work that's necessary to bring that building up to today's standards, that we would be able to do in a ten-week period."

The Superintendent shared with the Board a few last pieces of information. The debt analysis performed by the City of Dover as of June 30, 2008 (*disclosed in the proposed budget for fiscal year:2009*) reports the legal limit solely for the Dover School District is \$209,181,923, of which 15%, or \$31,292,861 has been secured for school facility projects. However, the statutory dollar and debt percentage limit established by the Dover City Council, is \$31,377,288, or 15 percent, respectively and would require an override by the Dover City Council to increase the parameters to 20 percent.

Dr. O'Connor summed up: "Tonight my purpose was to share with you what I believe are significant issues that have incredible dollar value associated with them. To think about renovations - and we just went through a two-year project at Woodman Park School that cost us over \$12 million with an addition and a renovation. That is significant. We have two other elementary schools that are either at that age when we started Woodman Park at 50 years or will soon be - Garrison is 45 years old - and we have the high school which, when it opened in 1968



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was the envy of high schools in communities across the state. We need to do something with that building.”

Ms. Hooper added, “I don’t think you can go by age alone, either. I think you have to go by wear and tear and it’s obvious that the high school gets the wear and tear by the young adults and the elementary school does with little ones. You’ll be asking the City to pass this CIP and also to change an ordinance?” Dr. O’Connor answered, “Yes. Well, I won’t be – you will be. It will be the School Board’s recommendation for the Capital Improvement Plan.”

Ms. Ulinski-Schuman asked, “What will this potentially do to our mortgage payments?” Dr. O’Connor stated it would go up significantly and that is where the override would come. “The override would provide for us to raise more taxes.” Ms. Ulinski-Schuman then asked, “Would we require an override every single year? Dr. O’Connor stated that would not be the case. Only for the first year it is voted. Ms. Setear asked if Building Aid had been factored into the totals given to the Board this evening. Dr. O’Connor stated they had not. These were total costs and the District would be reimbursed over a period of time. Ms. Verville agreed, the District would be reimbursed over the bonding period.

Dr. O’Connor reviewed the last slide showing the maximum amounts allowable for Building Aid in 2009:

### **MAXIMUM ALLOWABLE COSTS FOR SCHOOL CONSTRUCTION - 2009**

In accordance with RSA 198:15-b VII(a) the table below provides the maximum allowable cost per square foot for the purpose of calculating School Building Aid for projects which begin construction between April 1, 2009 and March 31, 2010. These cost limits apply to the gross building size of the school facility measured from exterior surface to exterior surface. Costs include the cost to erect the building from the foundation upwards including all building system equipment. The costs of land, site work, utilities, planning and design, legal and administrative fees, kitchen equipment, furniture, fixtures, and other equipment which is not part of a building system are not included.

Costs are derived from data from the R.S. Means Company. Costs are based on a 1200 pupil high school, 800 pupil middle school, and 400 pupil elementary school located at the county seat in each county. Cost limits are approximately 10% higher than last year. Costs in Carroll County have increased more than other counties using the R.S. Means estimates. The R.S. Means estimates for western areas of the state continue to be inexplicably low. For that reason, Cheshire, Sullivan, and Grafton counties have been assigned the cost limits for the next lowest county which is Coos.



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School districts, designers, and construction firms should understand these costs to be the upper limit for the payment of school building aid. They are not intended to be an accurate estimate for the actual cost of construction for a particular design in current or future market conditions. Project budgets should be developed independent of these cost limits. Bidders should not assume that these limits represent the budget available for a particular project.

County	Seat	Zip	High School \$/SF	Middle School \$/SF	Elementary School \$/SF
Belknap	Laconia	03246	190	176	171
Carroll	Ossipee	03864	191	180	175
Cheshire	Keene	03431	170	154	148
Coos	Stewartstown	03597	170	154	148
Grafton	Haverhill	03774	170	154	148
Hillsborough	Manchester	03101	193	181	176
Merrimack	Concord	03301	190	176	171
Rockingham	Exeter	03833	185	180	175
Strafford	Dover	03820	185	180	175
Sullivan	Newport	03773	170	154	148

Upon completion of the Superintendent’s presentation, School Board Chairperson Marjorie Fisher thanked Dr. O’Connor and stated a vote on the Capital Improvement Plan would be held at the next meeting to be held on October 6, 2008.

**E. APPROVE APPLICATION FOR BUILDING AID TO DOE FOR MCCONNELL CENTER MEDIA CENTER:** Laurie Verville requested the Board approve her proposal to proceed with an application for State Building Aid for the McConnell Center Recording Studio. She provided the following background information:

The City of Dover’s McConnell Center currently has 3,499 sf on the third floor available for use by the school district. Within this square footage are four rooms to be used for a\cable access programming and are: cable access administrative office, conference room, cable access production facility, and board room. The City’s Cable Ad-hoc Committee has researched the use of the Comcast cable franchise fees and is offering an opportunity for the District to fit-out the space at no cost to the District.

Preliminary cost estimates to perform electrical, drywall, ceiling, flooring, minor demolition, and contingency fees have been obtained, reviewed by the City Manager, the Ad-hoc Committee, and



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the SAU business office. The overall renovation cost is projected to run \$240,000.00. Equipment costs are estimated to range in the vicinity of \$40,000.00 to \$60,000.00. The overall project will cost \$300,000.00. This is considered a relatively small construction job; therefore, the District and Ad-hoc Committee can act in unison as the general contractor.

Dover Comcast customers currently pay, on a monthly basis, a cable franchise fee. As of August 2008, \$150,000.00 has been contributed by Dover cable users to an enterprise fund that is reported in the City of Dover's Financial Statements. Projected revenues over the next year will result in another \$225,000.00 to support and fund this project. The cable franchise fees are the sole source of cash for the studio. The school District is not in a position to, nor is offering to, supplement the project. This proposal, its operation, and any future expansion of the program will be funded strictly by the cable franchise fees.

Laurie Verville discussed and described the project in detail to Edward Murdough, Administrator for the NH Department of Building Aid. Since the Department of Education classifies franchise fees in the same way as user impact fees, this project qualifies for state building aid. Ms. Verville also advised Mr. Murdough that the studio is an extension of the SAU business office and he confirmed, on September 11, 2008, that it qualifies for 40% reimbursement (equal to \$120,000.00) in state building aid on \$300,000.00. Payments would be made to the school District over a five-year period in the amount of \$24,000.00 each. Each annual payment will be treated as school District revenue and will not be returned back to the City or Cable Committee.

The Comcast Cable Agreement, with a built-in franchise fee, is for a 10-year period. This means that there will be a steady stream of income from fees to operate a program that also has an academic component and is beneficial to the overall public. Ms. Verville requested the Board accept the proposal so she may proceed with the next step to apply for State Building Aid.

Board members asked for clarification on various items. Ms. Hooper asked what the District would be paying and was assured the District would pay absolutely nothing. All costs will be funded through the franchise fees. Dr. Mebert asked if that meant the District would actually be making \$24,000.00 a year over the next five years. Ms. Verville stated that was correct. The State Building Aid comes right to the District.

Ms. Grady asked Ms. Verville to clarify, "What you're asking us tonight is just for permission to apply to the state and see if the money is available – we won't be voting here as to whether or not we're going to accept the total program until such time as Park's committee comes in and gives us facts and figures – that will be another decision?" Ms. Verville agreed that was correct.

Ms. Grady stated her questioning stemmed from the fact that she had asked the City Manager twice as to what there was in available money and she was first told, \$50,000. The second time



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she was told \$100,000. The third payment in August would have been \$150,000.00. “However, you’re saying tonight, \$125,000.00. I was made to believe that there was in the last week, \$110,000.00 or \$111,000.00. What’s bothering me is we’re getting too many figures.” Parks Christenbury explained the funds were fluid because every 90 days a payment of approximately \$50,000.00 is received but there are expenditures being made. By the time the Ad-hoc Committee comes back for approval, they will have received another \$50,000.00 payment.

Ms. Grady stated, “I’m all in favor of your applying, but I don’t want to get entwined in any of this until such time as they can come in to us and give us the revenue and expenditures... There are so many unknowns financially at this point, that I would rather have you find out and then, when they get everything together and come in and tell us how this is going to go. My next question is, there are two factions out here. One where the money would go to the school department and everything would be paid totally from the franchise money. The other is that we’d be in there running it but monies would be paid out of the City franchise money. So I really wasn’t sure and I just want to cautious at this point and we don’t make a full commitment until we know what they present us.” Ms. Lurvey explained, “The amount that comes in from the franchise fee is going to change every quarter because it’s completely dependent on how much money is spent on the cable system.”

Chairperson Fisher asked the Superintendent if there will be enough time for existing SAU office personnel to do the bookkeeping and any other additional duties that may arise from this program. Ms. Verville stated the current staff at the SAU will be capable of handling the bookkeeping duties. Dr. O’Connor stated there will be costs associated with additional media, animation courses and for personnel to oversee the technical aspect of running the program. Adding staff to expand the school’s curriculum will be entirely up to the board, not the City.

A motion was made and seconded to give Ms. Verville approval to submit an application for state building aid only. An oral **VOTE PASSED 7/0**.

**F. ADJOURNMENT:** At 8:35 p.m., Audra Lurvey moved, Carolyn Mebert seconded, to adjourn to executive session. An oral **VOTE PASSED 7/0**.

Respectfully submitted,  
BETH SETEAR, Secretary  
Dover School Board