

GARRETT COUNTY PUBLIC SCHOOLS STRATEGIC FACILITIES COMMITTEE

FACILITY RECOMMENDATIONS: CAPITAL PROJECTS AND OTHER ACTIONS

Report to the Board of Education

December 3, 2019

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GLOSSARY OF TERMS

AP	Advanced Placement
ASP	Aging Schools Program
BCC	Board of County Commissioners
BOE	Board of Education
CAC	Community Action Community
CIP	Capital Improvement Program
COMAR	Code of Maryland Regulations
CRV	Current Replacement Value
CTE	Career and Technology Education
DGS	Department of General Services
DM	Deferred Maintenance
EFMP	Educational Facilities Master Plan
EFP	Educational Facilities Planning LLC
FARMS	Free and Reduced Price Meal Program
FF&E	Furniture, furnishings and equipment
FCI	Facility Condition Index
FTE	Full Time Equivalent enrollment
GCPS	Garrett County Public Schools
GSF	Gross Square Feet (i.e., non-program space in a facility)
HVAC	Heating, Ventilation, and Air Conditioning
IAC	Interagency Commission on School Construction (formerly Interagency Committee on School Construction)
LCA	Life Cycle Cost Analysis
LEED	Leadership in Energy and Environmental Design
MDP	Maryland Department of Planning
MSDE	Maryland State Department of Education
NSF	Net Square Feet (i.e., program space in a facility)
PFA	Priority Funding Area
PK or PreK	Pre-Kindergarten Program
PLTW	Project Lead The Way
PSCP	Public School Construction Program
RISE	Reforming, Innovating, and Strengthening for Excellence
SFC	Strategic Facilities Committee (the Committee)
SM/BFES	Southern Middle/Broad Ford Elementary Project
SRC	State Rated Capacity
SSGP	School Safety Grant Program

GARRETT COUNTY PUBLIC SCHOOLS FACILITIES STRATEGIC PLAN

**Strategic Facilities Committee
Facility Recommendations: Capital Projects and Other Actions
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INTRODUCTION

Overview

Garrett County Public Schools faces a demanding set of conditions: severe fiscal constraints, widely dispersed schools occupying a generally under-utilized and aging facilities plant, and a challenging geographic situation that is unique in the state of Maryland. The Strategic Facilities Committee (SFC, the Committee) was established by the Board of Education to develop an actionable, long-term, and data- and research-driven approach to the facilities of Garrett County Public Schools. Proceeding under values of educational excellence, equity, and appreciation for the benefits of community schools, the Committee has developed a Strategic Plan that will address the needs of the school system in a balanced and realistic manner. The Plan combines recommendations for specific short-term capital projects with processes that will lead to decisions on major projects and a range of related project and policy issues, potentially including redistricting, grade band reconfiguration, and potential school closures.¹ The processes address the concept of a single high school and a solution to the Southern Middle School and Broad Ford Elementary School situation. Exhibit 1 suggests a decision process that will lead to informed actions in early 2021 on a full range of facility and related policies.

These are decisions of the greatest importance to the communities of Garrett County, and strong opinions and feelings were expressed about them at community meetings and through a message process that was continuously available throughout the planning process. Several members of the SFC also expressed opposition to recommendations for planning processes that might eventually lead to redistricting, consolidations, grade band reconfiguration, or school closures (see “Additional Comments” following Recommendations II-C, IV, V.A, and V.C.b). In this report, the SFC does not recommend current actions on any of these items, but proposes instead processes that will provide the information that the Board needs to make knowledgeable, well-reasoned decisions.

It is the sobering reality of the situation that some of these decisions, which will support stronger educational delivery and greater efficiency of operations, may be painful to specific communities or even to the county population as a whole. For it must be acknowledged that within an environment of highly constrained fiscal resources, the Board of Education confronts a very broad range of facility concerns that cannot be solved within existing approaches to facility management and funding. The existing approach, which would retain the current configuration of schools and student assignments within the current funding limits, is itself a choice with consequences: it will perpetuate an inefficient use of resources that detracts from the resources available for classroom instruction, the inequalities between facilities in the northern area and those in the southern area, and the gradual decline in the condition of school buildings through insufficient capital investment.

Many of these concerns touch on deeply felt community and family issues: whether community schools should be consolidated to improve efficiency and the learning environment; whether students should be redistricted to make better use of available capacity; whether students of different age groups can mix in the same school environment; whether programs like Head Start should fall under the responsibility of the school system; whether property taxes should be increased or school facilities closed in order to fund capital projects and other programs.

There are unfortunately no simple answers to these questions. Early in the planning process, the Committee understood that no technical algorithm can provide answers to the complex educational and social issues that are implicit in the facilities decisions of Garrett County. Ultimately, the recommendations of the Committee must be based on good information and research, but also on the

¹ In this report, the terms “Grade Band Reconfiguration” and “Grade Reconfiguration” have similar meanings.

values that are held dear by both the Committee members and the community. These can be expressed succinctly:

- *Educational Excellence*. That supporting an excellent education for every student should be the ultimate goal of the facility plan, and of the larger strategic plan of which the facilities plan will ultimately form a part;
- *Equity*. That students have a right to expect equity in instructional quality throughout the county, and that equity in the condition of the school facilities will support the educational opportunities of every student; and
- *Community Schools*. That community schools are highly prized in Garrett County, often forming the backbone of community identity and providing a particularly nurturing environment for students.

These values and questions gained full expression in the many discussions of the Committee, and while an atmosphere of goodwill and mutual respect prevailed throughout the process, there were strong disagreements about a number of issues. Consensus was achieved on the majority of the recommendations, but the Committee vote was split on three of the most important: the process to explore a single high school (Recommendation IV), development of a solution to the Southern Middle/Broad Ford Elementary situation (Recommendation V.A), and the reopening of the Dennett Road facility as an elementary school (Recommendation V.E). This report shows the voting decisions of the members, as well as the comments of those members who disagreed with the majority decisions.

The task of improving the schools, even at a minimum scale, will be costly. EFP has estimated that the total cost to implement the Committee recommendations over six fiscal years, even at a reduced scale, will be approximately \$50.6 million in combined State and local funds (Exhibit 2, and see Supplement 2 for a detailed explanation of funding calculations). This figure can of course be substantially lowered by reducing the scope of the projects, but such reductions must always be weighed against their educational, safety, and operational impacts. The actual final costs will depend on the decisions that are made by the Board of Education regarding the projects to be carried out, their exact scopes, and their timing.

This estimated capital expenditure is not at all out of line with the needs of a school system with 751,371 square feet of instructional space located in 13 buildings, the majority of them aged. Using a standard calculation methodology, the current replacement value (CRV) of all of the facilities in the school system older than 20 years is approximately \$236.5 million (see calculation sheet in Supplement 2). This value applies to the area the schools would occupy based on 2020 projected enrollments, not the current size of the buildings; the replacement portfolio would be approximately 108,000 smaller than the current portfolio.² Applying an industry standard for annual capital investment of 2% of the replacement value against the current portfolio size, Garrett County Public Schools should spend an average of approximately \$4.7 million each year on capital improvements (with another \$4.7 million on routine and corrective maintenance).³ While few school systems in the

² In most cases, the replacement schools would be smaller than the existing facilities. Using an annual operating figure of \$8/sf/year that has been suggested by the Interagency Commission on School Construction (IAC), the reduction would translate to an annual savings in operating costs of about \$870,000. The Hickory Environmental Education Center would be replaced at its current size. Northern Middle School was renovated in 2009 and is not included in this calculation.

³ Interagency Commission on School Construction, "IAC Ed Specs Total-Cost-of-Ownership Comparison Tool for New and Replacement Schools", available at www.pscp.state.md.us. The 2% figure is based on a building with a 50 year expected life. See also Interagency Committee on School Construction, "Facility Maintenance and School

United States meet these industry standards, they do nevertheless provide a benchmark for good facility management. Since the replacement of Northern Middle School in 2009, there has been a growing backlog of deferred maintenance and projects needed to improve the educational environment. This is reflected in an increase in the number and cost of unscheduled maintenance orders. From the industry perspective, Garrett County Public Schools should invest approximately \$47 million in capital improvements in the coming decade, plus additional capital to correct the backlog of deferred maintenance items. The \$50.6 million estimated as the cost for the projects in this Strategic Plan is reasonable, providing practical educational, safety, and health benefits for the students and adults who occupy the school buildings.

To identify the funds required for even a portion of this task, and to allocate those funds in the most effective way possible, a plan should be adopted as a statement of policy by the Board of Education and acknowledged by the funding entities that the Board depends on, particularly the Garrett County Government. Since local boards of education in Maryland do not have independent taxing authority, the close cooperation and support of the primary fiscal authority, the local county government, is essential in order to achieve effective facility planning. To plan well, the Board of Education should receive information on the funding that the County Government will provide for capital improvements over the next decade. The County Government in turn requires information on the capital needs of the Board, as well as an assurance that any funds invested will be for facilities that will remain in use for instruction for the life of the investment: 20 years in the case of many building systems, and 30 to 50 years in the case of a major project to renovate or replace a facility. Balancing the capital needs of the school system against its other needs, and against other county imperatives, may become even more difficult in the future due to the possible actions of the 2020 General Assembly in response to the recommendations of The Maryland Commission on Innovation and Excellence in Education, known as the Kirwan Commission.

The SFC believes that this Plan provides the necessary information so that the Board of Education and the Board of County Commissioners can make informed decisions about school facilities for at least the next six years, the normal time frame for capital improvement plans. The Committee extensively studied the complex interaction that exists among the facility needs of Garrett County Public Schools. Certain needs are immediate and are independent of other decisions; these include improving security in all schools and upgrading or replacing aged building systems. Other decisions, however, have multiple ramifications. Because of its condition, the roof at Broad Ford Elementary School must be replaced in a very few years, with an estimated cost of approximately \$2.5 million.

Facing this large expenditure, the question of the overall educational fitness and efficiency of Broad Ford Elementary and the adjacent Southern Middle come into question, since both buildings have a large number of educational space and building performance deficiencies. The cost of these improvements, even at relatively modest levels of renovation, will be large and will depend on both the educational program and the projected student body the schools will house. These in turn will depend on decisions that the Board will make on redistricting and/or grade band reconfiguration to make better use of available capacity and relieve over-crowding in the southern area elementary schools. If space then becomes available, the possibility exists to relocate the Head Start program at the Dennett Road facility into the elementary schools and to expand the resources for the growing incidence of trauma-related disruptive behaviors. Understanding and expressing these mutually inter-dependent relationships has been a major task of the Strategic Facilities Committee.

Construction In Maryland", Report to the General Assembly, January 20, 2016 (Interagency Committee [http://www.pscp.state.md.us/Reports/2015_p18_IAC_Report on the Relationship Between Facility and School Construction 01-20-16.pdf](http://www.pscp.state.md.us/Reports/2015_p18_IAC_Report_on_the_Relationship_Between_Facility_and_School_Construction_01-20-16.pdf)).

While highly actionable in both the short and the near term, the Strategic Plan recommendations presented by the SFC do represent a major change from recent practice. To this end, a research subcommittee of the Committee states:

The research presented to the SFC provides substantial evidence that the current blueprint of the Garrett County Public School System has reached the point where continued improvements will not be possible absent significant change, whether the change takes the form of increased funding, improved efficiencies, or better methods of education.⁴

It is the expectation of the SFC that this Plan will initiate just such a change in the facilities management of Garrett County Public Schools, leading in a relatively short period of time to an improved and more equitable portfolio of buildings to support the vital work of the teacher and the administrators, and to enrich the communities that surround the schools.

The Need for a Strategic Facilities Plan

Working within a financial environment of highly constrained resources, a school system must prioritize its capital expenditures in order to address those issues that most significantly affect the educational delivery of programs, the quality of the learning environment, the size of classes, the community, and the efficiency of operations. In an October 2018 presentation during the RISE (Reforming, Innovating, and Strengthening for Excellence) study, the Superintendent and staff of the school system noted a number of critical issues that concern the public school facilities of Garrett County:

- Recognition of the value of the schools to the community;
- Ensuring that class sizes are optimal “for both learning opportunities and efficiency”;
- Addressing the increase in disruptive behaviors throughout the school system at all grade levels; and
- Addressing “the schools with low capacities and high-deferred maintenance costs to create a footprint of facilities that are well maintained, efficient, equitable and most importantly safe for instruction”.⁵

Based on direct observation of school facilities, discussions with educators and administrators, and central office staff, as well as reviews of reports and data, the SFC recognizes that Garrett County Public Schools faces a full range of facility challenges:

- Enhanced security: Improvements are needed to ensure that schools are as safe and secure as possible.
- Educational support program spaces: With the increase of disruptive behaviors in recent years, spaces are needed to allow students to de-escalate; these spaces will support the increases in staffing and training that are currently in progress.
- Community support spaces: Spaces are needed for expanded Head Start, for community activities, for before-and-after school activities, and for day care:
 - Head Start provides early learning opportunities that ease the transition to school and help to identify and address behavioral and emotional issues at an early age.

⁴ Report of the Single High School/CTE Programs Research Subcommittee, August 19, 2019; See Supplement 1 to this Report.

⁵ Superintendent Barbara Baker, Garrett County Board of Education RISE Plan presentation, October 9, 2018, Slide 5.

- The school building, often the largest single facility in a neighborhood or a town, can support a number of valuable community services, from recreation space to community health care to social services.
- Before-and-after-school and day care programs provide both stimulation for young children as well as much-needed support to working parents.
- Aging building systems: HVAC and electrical, paving and parking lots, roofs, windows, etc.
- Open space classrooms in several schools.
- Overcrowding or near-overcrowding in the southern area elementary schools.
- Facilities with extensive educational and building deficiencies, especially Broad Ford Elementary School, Crellin Elementary School, Southern Middle School, and the Swan Meadow School.

Strategic facilities planning offers a method to examine the facility needs of an organization, identify deficiencies, and establish a long-term vision for the school system. Where a strategic facility plan has been adopted, it has had a number of direct practical benefits:

- It provided a general roadmap of anticipated improvements, addressing community expectations and explaining the rationale for why projects are, or are not, included in the plan.
- It supported requests for funding to the State and the local fiscal authorities by placing individual projects within a rational, stable framework that ensures that funds will be spent on facilities that have a long-term potential for use, and by providing fiscal authorities with a reasonable expectation of the financial resources that will be required, including the amounts needed and the timing of allocations.
- It provided a process for revisiting the facility needs of the organization on a regular basis to determine if new needs have emerged, if projects are no longer needed, or if the priorities among projects should be adjusted.
- It allowed the facilities organization to develop the staff and other resources needed to carry out the projects in the plan, either through in-house increases of capacity or by engaging outside consultants.

Strategic planning has a number of less tangible, but nevertheless real benefits. A strategic planning process is also a process of community building: it allows members of the community to voice their concerns, learn about the conditions of their facilities, gain knowledge of the complex issues that surround facility planning, and work among themselves to develop a coherent, balanced, reasonable plan. Moreover, the strategic planning process is an instrument that promotes communication and cooperation among governmental entities: when all parties have knowledge of the future needs and have participated to in formulating the plan, the differences of viewpoint that inevitably arise in the distribution of scarce financial resources will tend to be lessened, and cooperation among the entities is enhanced.

Single High School; School Closures

In undertaking development of a long-term strategic plan, the SFC acknowledged prior planning efforts, but also took seriously its charge to develop recommendations that it considers to be in the best interest of the students and communities of Garrett County. It undertook to re-examine two issues that the Board of Education had earlier removed from consideration: the potential for a single high school and the possible closure of schools. The Committee does not offer recommendations on either

of these items, but instead proposes processes that, if adopted by the Board of Education, will lead to well-informed decisions on both:

- *Single high school.* Although divided on this issue, the majority of the Committee members believe that it is important to examine the merits of a single high school in a comprehensive, public manner. Early in the planning process, the SFC established a sub-committee to conduct a preliminary investigation of this issue. The findings of the sub-committee suggest that there may be educational advantages to a single high school, but that the financial benefits are inconclusive (see Single High School/CTE Programs Subcommittee report in Supplement 1).

The subcommittee findings support the SFC recommendation for the Board of Education to initiate a process to fully examine the educational benefits and detriments of a single high school, the budgetary and operational implications, and the possible schedule for implementation. The SFC members are fully aware of the complex social, educational and practical issues that surround the concept; these issues are discussed in Recommendation IV of this report.

- *Closure of schools.* The SFC as a whole gives great value to community schools. The Community Schools subcommittee of the SFC states that “Community Schools would be those schools that exhibit the following features supported by the research: place-based (embedded in a local community context); integrated student supports; expanded learning time and opportunities; family and community engagement; and collaborative leadership and practice.”⁶ The subcommittee reports on numerous academic, behavioral, and social benefits associated with community schools. These research findings closely coincide with the perspective of members of the public who spoke to this issue at the community engagement sessions, who stressed the positive role that the community schools play in the lives of their children, their families, and their communities

The community members almost unanimously expressed concern at the possibility that their beloved community school might be consolidated with another school. Recognizing these implications, and with several SFC members strongly sharing them, the majority of the SFC nevertheless understood that fiscal reality as well as the educational benefits that can come from improved efficiency may dictate the need to close one or more schools in the future.

Funding The Capital Program

The Committee understood that although the revenues that can be provided by the County Government are highly constrained, the County will give consideration to projects that are well conceived and highly justified. The County has bonding authority in the amount of \$20 million that is not being used at this time; however, annual revenues are projected to decrease, and therefore the capacity to issue debt will be limited.

While school finance continues to be a problem, the situation is considerably better than it was in 2013 when a consultant group recommended closure of additional schools to meet a significant budget shortfall.⁷ Because of the change in the financial picture, the charge before the SFC was very different from the charge given to the Superintendent and her team in 2013: efficiency of operations is one of a number of factors, but not the dominant factor, that should be considered in developing a long-term strategic facilities plan. This financial situation requires the SFC to provide recommendations that are actionable, aspirational, and yet also realistic in relation to the capacity of the County to fund capital

⁶ Report of the Community School Research Subcommittee, August 21, 2019; See Supplement 1 to this Report.

⁷ Facility Engineering Associates, “Report of Facility Needs Assessment and Master Plan,” October 29, 2013.

projects either directly, or in combination with State funding through the Public School Construction Program.

However, even the most modest level of construction outlined in these recommendations will require a level of expenditure that is beyond the capacity of the annual operating budget or the current fund balance, which is largely dedicated to other purposes. Issuance of municipal debt is a standard method to finance large projects, but since it involves the obligation of long term repayment, it requires a commitment of a future, identifiable, and reliable funding stream. While a positive response can be expected from the State to requests for capital funding for well-conceived projects that are supported by a facilities master plan, the crucial question is whether local funding will be available to support the local match required for State-funded projects, as well as other projects and expenses that will be funded solely through local funds.

Two fundamental sources exist to support capital debt: the property tax, and avoided operational expenditures that can be capitalized. While streamlining of operations can provide some savings, the only avenue that most school systems have to achieve large-scale savings is by closing one or more under-utilized school facilities. Thus, painful as it is, school closures may be needed in order to develop the means to support a capital program, along with other potential sources of local funds.

The SFC does not recommend any school for closure in this document. Recognizing, however, that closure may be a necessity in the future in order to both align the school capacity with a potentially declining enrollment and to generate the savings for capital and other programs, the SFC recommends that the Board should address the question of school closure within the broader question of funding, which will depend on the outcome of the feasibility study for the Southern Middle/Broad Ford Elementary Project. This project and its implications are discussed in full in the Special Considerations Section of this Report.

SUMMARY OF STRATEGIC PLAN RECOMMENDATIONS

Based on its assessment of the conditions of school facilities, its understanding of the financial constraints of the County government, and the necessity for actions to address an aging facility plant, the SFC has developed and approved the following recommendations. The SFC believes that the recommendations are actionable, well-balanced in relation to the broad needs of the school system, and will benefit the overarching values of excellence in education and equity among the schools in the county.

As consensus was not arrived at for every Recommendation, the voting record for each Recommendation is shown following the Recommendation itself. The Committee voted unanimously to remove a recommendation to revise Board Policy 940, School Closings; consequently, this Recommendation is not shown in the report. Two members submitted the following comment:

It is a concern to Jennifer Paugh and Crystal Roberson-Boal that a community impact analysis has not been completed for the recommendation of a consolidated high school and the Broadford/SMS project. It further concerns us that this 2 in 1 concept school could potentially result in closures, consolidations, grade banding, and redistricting. It was the majority comments of those attending the listening sessions that community schools be valued.

While these concerns have weight, the community impact analysis will be a portion of the feasibility studies that are recommended for both projects. As noted in the Overview section of the Introduction, the difficult decisions regarding closures, consolidations, grade band configuration, and redistricting need to be addressed within the larger context of decisions on the scope of the Southern Middle/Broad Ford Elementary Project, which is unavoidable at some level due to the condition of the roof on Broad Ford Elementary School.

The recommendations in this Summary are more fully described in the “Recommendations” section of the Report. Cost calculations for each project category are included in Supplement 2. For each Recommendation that was presented to the Board of Education as a Preliminary Recommendation on September 10, 2019, the numbering of the Recommendation is indicated by “Former Recommendation XX”. New Recommendations are shown as “New Recommendation”. The page number in the full “Recommendations” Section of this Report is indicated for each item in this Summary.

- I. **Joint Capital Planning Group** (*New Recommendation; Report page 50*): Establish a joint working group composed of staff of the Board of Education and the County Government that will meet regularly to:
 - a) Coordinate the capital improvement program as a whole as well as individual projects;
 - b) Receive input from all community, business, nonprofit and other stakeholders, as appropriate for specific types of capital projects and project categories;
 - c) Identify and resolve obstacles to the smooth implementation of projects;
 - d) Report back to the respective decision bodies on the status of projects and other matters of concern;
 - e) Develop funding models and investigate funding and financing sources; and
 - f) Investigate and resolve all matters of concern.

Motion: To approve Recommendation I (New Recommendation), including additional language regarding input from stakeholders

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved

II. Capital Projects

II.A Security (Former Preliminary Recommendation II.A, 9-10-19; Report page 51): Implement up to five Security Vestibule projects, as identified and prioritized in the FY 2021 CIP by the Superintendent and staff. Undertake additional projects in the FY 2022 CIP. Investigate the feasibility and cost of installing bullet-proof glass as a substitute for tempered glass.

Defer final decisions on the scope of the Security Vestibule projects for Southern Middle School and Broad Ford Elementary School until the Board decision in early 2021 on the scope, size, cost and schedule of the Southern Middle/Broad Ford Elementary Project (see Recommendation V.A and Exhibit 1). (However, funds may be applied for in FY 2022 (Fall 2020) with an understanding that the requests may be withdrawn, depending on the outcome of the Board's decision in early 2021.)

Motion: To approve Recommendation II.A (former Preliminary Recommendation II.A)

Date of Action: October 7, 2019

Vote: Unanimous in favor

Decision: Motion approved

II.B Disruptive Behavior (Former Preliminary Recommendation II.B, 9-10-19; Report page 53): In consultation with principals and staff at the receiving schools, undertake projects through the operating budget to build or fit up spaces where needed.

Motion: To approve Recommendation II.B (former Preliminary Recommendation II.B)

Date of Action: October 7, 2019

Vote: Unanimous in favor

Decision: Motion approved

Additional Comments:

Ms. Paugh: Crystal [Boal] and I feel that GCPS need to expand on our Code of Conduct to fit Garrett County Students and not follow the lead from other districts. Our Code of Conduct should not follow Baltimore City. We should not only be using positive reinforcement to reinforce good behavior, but we also need to use negative reinforcement to discourage bad behavior. There must be consequences to change repetitive bad choices. It our responsibility as a community, parents, administration and teachers to teach and set boundaries in order to develop our amazing students into successful and productive members of society.

II.C Building Systems (Former Preliminary Recommendation II.D, 9-10-19; Report page 55): Undertake projects as identified and prioritized by the Superintendent and staff, with the Building Envelope project at Southern High School to be requested in the FY 2021 Capital Improvement Program.

Further projects, as determined by the Superintendent and staff, may include Northern High School (Boiler and Pavement, suggested FY 2022), Yough Glades Elementary School (Parking Lot/Pavement, suggested FY 2023), and Grantsville Elementary School (Electrical, suggested FY 2026).

Remove Friendsville Ceiling (formerly suggested FY 2024) from the Capital Program and complete the project using operating funds, and undertake the Route 40 Boiler replacement project in FY 2024 (suggested) instead of FY 2025.

Undertake no major building system project in FY 2025 to avoid conflict with the suggested funding schedule for the Southern Middle/Broad Ford Elementary Project.

Motion: To approve Recommendation II.C (former Preliminary Recommendation II.D)

Date of Action: October 7, 2019

Vote: Unanimous in favor

Decision: Motion approved

Additional Comments:

Ms. Paugh: This recommendation [i.e., "Undertake no major building system in FY 2025 etc." assumes the [SM/BFES] project is approved.

II.D Open Space Classrooms (Former Preliminary Recommendation II.E, 9-10-19; Report page 56): Enclose open space classrooms to create conventional instructional spaces, but defer construction of the first open space classroom project at Grantsville and Friendsville Elementary Schools to FY 2022. Planning approval should be requested in FY 2021.

Motion: To approve Recommendation II.D (former Preliminary Recommendation II.E)

Date of Action: October 7, 2019

Vote: Unanimous in favor

Decision: Motion approved

III. Fiscal Year 2021 Capital Improvement Program (Former Preliminary Recommendation "Fiscal Year 2021 Capital Improvement Program," 9-10-19; Report page 57):

Resolution: The Committee recommends that the Board charge the Superintendent to develop a request for FY 2021 State and local funding that will include the following categories of work, with the number of projects in each category and the location of the projects to be identified by the Superintendent based on availability of space, discussions with stakeholders, staff capacity to manage projects, and the potential availability of funding from various sources.

- *Security Vestibules:* Up to five projects, as determined by the Superintendent; request Local design funding and State and Local capital funding through the Safe Schools Grant Program (SSGP) (see Recommendation II.A).
- *Disruptive Behavior Space:* As determined by the Superintendent; request Local operational funding for construction (see Recommendation II.B).
- *Building Systems:* Southern High School Building Envelope; request Local design funding and State and Local capital funding through the Capital Improvement Program (CIP) (see Recommendation II.C).

- *Open Space Classrooms*: Grantsville Elementary School; request State Planning Approval through the CIP and Local design funding (see Recommendation II.D).
- *Southern Middle/Broad Ford Elementary Project*; pending discussion with Board of County Commissioners, request Local funding for feasibility study (See Recommendation V.A).

Motion: To approve Recommendation III (former Preliminary Recommendation “Fiscal Year 2021 Capital Improvement Program”)

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved

IV. Single High School (Former Preliminary Recommendation IV, 9-10-19; Report page 58): The Committee takes no position on the merits of a single high school, but recommends that the Board initiate a process for a full, public examination of the concept by establishing a committee or work group to study the educational, administrative, financial, locational, transportation, and community implications of the concept. The composition of the committee or work group should reflect the same community diversity as the Strategic Facilities Committee.

Motion: To approve Recommendation IV (former Preliminary Recommendation IV)

Date of Action: October 7, 2019

Vote:

In favor: 7

Mr. Browning

Ms. DeVore

Mr. Null

Ms. Rodeheaver

Dr. Sorber

Mr. Wesolowski

Mr. Yoder

Opposed: 3

Ms. Boal

Mr. Kaufman

Ms. Paugh

Decision: Motion approved

Additional Comments:

Ms. Paugh: Due to the high projected cost of this project and the financial constraints of our county government at this time, it is Crystal [Boal] and my opinion that this recommendation serves no purpose. It would require an exorbitant amount of resources, time and effort for a project plan that can not be executed.

Also see Comment at beginning of this Section.

V. Southern Middle/Broad Ford Elementary Project and Related Actions

V.A Southern Middle/Broad Ford Elementary Project (Former Preliminary Recommendation II.F, 9-10-19; Report page 61): Pending provision by the Board of

County Commissioners of a maximum budget figure for the Garrett County Public Schools capital program (see Exhibit 1):

- a) Develop an educational specification for the Southern Middle/Broad Ford Elementary Project in the first half of calendar 2020 for Board of Education consideration in late summer 2020; and
- b) Engage a third party to develop a feasibility study in the second half of calendar 2020 (FY 2021) that will outline options for the scope, size, cost and schedule of the project.

The third party will work within the educational specification parameters approved by the Board of Education and the budget parameters established jointly with the Board of County Commissioners. The feasibility study should provide information on options to the Board of Education by December 2020. See Special Considerations section for additional detail, and Recommendation Section V.A for additional comments and suggestions.

Motion: To approve Recommendation V.A (former Preliminary Recommendation II.F)

Date of Action: November 13, 2019

Vote:

In favor: 10

Mr. Browning
Ms. DeVore
Mr. Kaufman
Ms. Miller
Mr. Null
Ms. Rodeheaver
Dr. Sorber
Mr. Swift
Mr. Wesolowski
Mr. Yoder

Opposed: 2

Ms. Boal
Ms. Paugh

Decision: Motion approved.

Additional Comments:

Ms. Paugh: Until funding sources increase there is no need to move forward with this recommendation. Our county government can not afford to support this project and a large amount or number of resources would be wasted on fulfilling this recommendation. Crystal [Boal] and I would like to make it clear we opposed this recommendation as it could result in school closings, consolidation, redistricting and grade banding. After doing some due diligence on other pre-k through 8th grade models, we found the average student population was about 500 students total enrollment and students of all ages intermingled throughout the day. We found no models that represent a school with enrollment of over 1000 students. We need to protect our students and keep them within the age range.

The following four actions (V.B, V.C.a, V.C.b, and V.D) were approved in a single vote:

V. B Redistricting and/or Grade Reconfiguration (Former Preliminary Recommendation I, 9-10-19; Report page 63): Defer action on redistricting and/or grade reconfiguration until the Board decision in early 2021 on the scope, size, cost and schedule of the Southern Middle/Broad Ford Elementary Project. See Exhibit 1.

V.C Capital Projects

V.C.a Head Start (Former Preliminary Recommendation II.C, 9-10-19; page 67): Defer action on relocating Head Start from the Dennett Road facility to the southern area elementary schools until a decision is made in early 2021 on redistricting and/or grade reconfiguration in relation to the scope of the Southern Middle/Broad Ford Elementary Project. See Exhibit 1.

At that time, in consultation with principals and staff, determine the needs at specific schools, and undertake projects funded through a combination of State and local grant funds (e.g. Community Action Committee access to Head Start monies).

V.C.b Schools with Multiple Educational Space and Building Deficiencies (Former Preliminary Recommendation II.G, 9-10-19; Report page 68):

V.C.b.1 Crellin Elementary School

V.C.b.2 Swan Meadow School

Defer decisions on the scope of projects for Crellin Elementary School and the Swan Meadow School until a decision is made in early 2021 on redistricting and/or grade reconfiguration in relation to the scope of the Southern Middle/Broad Ford Elementary Project. See Special Considerations section and Exhibit 1.

Additional Comments:

Ms. Paugh: Although these buildings show multiple educational space and building deficiencies from the outline of the adequacy matrix in an earlier report, Crystal [Boal] and I feel they were not given a true educational value of how these schools actually use their facilities. They may not have a traditional space layout but they do execute in a highly creative and innovative environment in which encourage [sic] the love of learning. We feel need GCPS need[s] to think outside the box and meet the needs of our students. Closures of either one of the schools would be detrimental to these communities and would more than likely lead to a higher rate of home schooling or alternative educational opportunities. There is incorrect information and discrepancies under the Swan Meadow report. Information needs to be correct and current before decisions are made.

V.D Relocate Board of Education Office (Former Preliminary Recommendation III, 9-10-19; Report page 70): Defer decisions on the relocation of the Board of Education offices until a decision is made in early 2021 on redistricting and/or grade reconfiguration in relation to the scope of the Southern Middle/Broad Ford Elementary Project. See Exhibit 1.

Depending on the decisions taken, the Board of Education could consider relocation of the Board offices to one of several possible locations: the Dennett Road facility after Head Start has been relocated to the elementary schools (Recommendation II.C), available space at Southern High School or a school in the northern region, Garrett College, or another location to be determined. The operational and financial implications of each relocation option, and its impact on the community, will need to be studied thoroughly to inform the decision.

Motion: To approve Recommendations V.B, V.C.a, V.C.b, and V.D. (former Preliminary Recommendations I, II.C, II.G, and III, respectively).

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved.

V.E. Dennett Road Facility (New Recommendation; Report page 71). The Board should give consideration to re-opening the Dennett Road facility as an elementary school in order to reduce over-crowding in the southern area elementary schools and potentially make space available for Head Start programs in these schools.

Motion: To approve Recommendation V.E (New Recommendation)

Date of Action: November 13, 2019

Vote:

In favor: 9

Ms. Boal
Mr. Browning
Mr. Kaufman
Ms. Miller
Mr. Null
Ms. Paugh
Ms. Rodeheaver
Dr. Sorber
Mr. Yoder

Opposed: 3

Ms. DeVore
Mr. Swift
Mr. Wesolowski

Decision: Motion approved

Additional Comments:

Ms. DeVore - This recommendation is not feasible and cost prohibitive.

Ms. Paugh – This facility has been renovated multiple times since its closure and has added several Head Start Classrooms. A significant financial investment has been made in this building. Not only would it alleviate overcrowding within our southern elementary schools but it would allow Head Start to be implemented into other elementary schools, which in turn provides additional funding sources.

VI. Funding Recommendations (Former Preliminary Recommendations “Funding Recommendations,” 9-10-19; Report pages 73 and 74):

The following five actions (VI.1, VI.2, VI.3, VI.4, and VI.5) were approved in a single vote:

- VI.1 Adjust the State-Local Capital Funding Formula.** Work with the Garrett County delegation to adjust the State-local cost share formula as defined in COMAR 14.39.02.05 (former 23.03.02.05), taking into account the unusual expenditures of the County government that result from its climate, its location and terrain, and its management of one of Maryland's most important recreation resources, Deep Creek Lake.
- VI.2 Relocate the Board of Education Offices:** See Recommendation V.D above. Avoidance of the annual maintenance and operations cost is expected to generate over \$1 million in capital debt capacity.
- VI.3 Investigate Methods to Increase Local Funding for School Construction Projects.** Based on the feasibility study for the Southern Middle/Broad Ford Elementary Project, discussion in late 2020 and early 2021 should proceed on a range of methods to increase the local contribution to school construction.
- VI.4 Identify Joint Board/County Functions.** Identify functions that could be conducted jointly in order to improve efficiency and reduce operating costs. Currently, information technologies (IT) are shared between the Board and the County. Additional possibilities might include finance and personnel services.
- VI.5 Identify Joint Users of Available School Spaces.** Develop agreements to formalize the relationships and obligations between the Board of Education and nonprofit or governmental organizations the occupy space in existing buildings, and collaborate to identify additional functions that can occupy under-utilized spaces in the northern elementary schools and in Southern High School, in order to share operating expenses and capital improvements that benefit all parties, and to reduce the State Rated Capacity of the schools.

Motion: To approve Recommendations VI.1, VI.2, VI.3, VI.4, and VI.5 (former Preliminary Recommendations "Funding Recommendations").

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved

BACKGROUND TO THE STRATEGIC FACILITIES PLAN

Garrett County, Maryland

Garrett County, the second largest jurisdiction in Maryland by land area, occupies the Allegheny Plateau in a topographic and climatic situation that differs markedly from other parts of the state. High winds, intensive and lengthy snow storms, and a short summer season combine with a rugged terrain to isolate many schools and their communities and to intensify the logistic challenges of operating a school system. Distant from the state capital in Annapolis and the primary employment centers located in the Washington-Baltimore region, Garrett County is more closely aligned economically with Pittsburgh in Pennsylvania and Morgantown in West Virginia than with Hagerstown and Frederick in Maryland.

The cool summer weather combines with the beauty of the landscape and the recreation possibilities at Deep Creek Lake to attract a summer population that doubles the resident population of approximately 30,000. While this influx also brings welcome income for a wide range of tourist and recreation-oriented businesses, it presents problems of traffic congestion and places a heavy burden on county and municipal services. Aside from the highly seasonal recreational sector, the economy is focused toward farming; a small number of manufacturing plants offer full-year employment. The property tax base is consequently relatively low, and fully one fifth of the area of the county is land held publicly, largely by the State of Maryland, and is consequently outside of the property tax base.⁸

County demographics and school enrollments

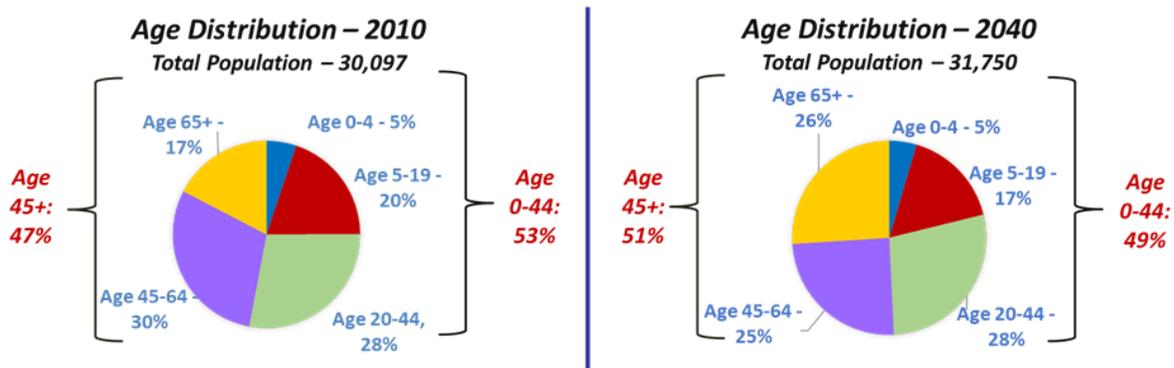
Because of the economic situation in the county, and in particular the small number of major full-year employers, the proportion of the population cohorts that support public school student enrollments – the 0 to 4 age group that will enter school in a few years, the 5 to 19 age group that constitutes the student body, and the 20 to 44 age group in the child-raising phase of family life – has been declining for many years (Appendix 1). Concurrently, the percentage of older residents has increased. Appendix 1 shows that in 1970 67.5% of the total population fell into the younger age groups; by 1990 this percentage had declined modestly to 66.3%, but over the next 20 years it declined dramatically to 53%. In this same 40-year epoch, the age groups 45 years and older grew proportionately. In absolute terms, the younger age cohorts grew by only 1,455 persons between 1970 and 2010, while the older age group grew by 7,166. The total population grew by 8,600 persons in this period. It is reasonable to assume that these changes resulted largely from in-migration of retirees rather than from the aging of the resident population.

The trend toward an older population is projected to continue. Based on the 2010 census, in 2014 the Maryland Department of Planning projected that the total population of the county will grow by about 1,650 persons between 2010 and 2040.⁹ In this same period the younger age cohorts are projected to decline by about 300 persons while the age groups over 45 are projected to increase by about 1,950 persons. In 2010, the first group of cohorts constituted 53% of the total population and the older cohorts made up 47%; it is projected that these percentages will be nearly equal in 2040, with the first group making up 49.3% of the population and the second group 50.7%.

⁸ 2008 Garrett County Comprehensive Plan, page 2-1

⁹ Maryland Department of Planning, "Garrett County Demographic and Socio-economic Outlook," July 2014.

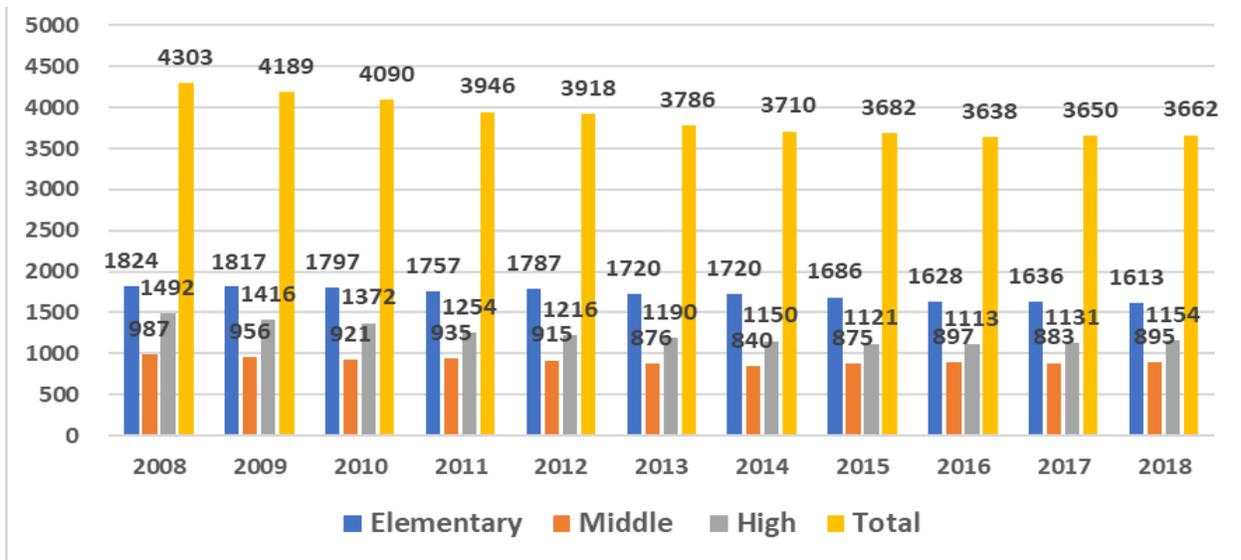
Figure 1. County Demographics: Projected Change of Age Cohorts, 2010 to 2040¹⁰



With the upcoming 2020 census, it will be possible to see if the projected MDP trends are being borne out. Anecdotally, this population information is reinforced by a view that there are few employment opportunities for younger people in the county, and particularly for those who are interested in entering the advanced technology professions related to computers, bioscience, and medicine. Young families are forced to seek employment outside the county; for bright young graduates of the two high schools, the employment opportunities offered by businesses in the county may appear less attractive than those they can find in Pittsburgh, Baltimore, Washington, DC, or other cities a few hours away.

These demographic changes have contributed to a gradually declining student population, as shown in the following chart. The data in the chart is taken from the annual public school enrollment report of the Maryland Department of Planning (MDP); the figures do not include prekindergarten children.

Figure 2. Garrett County Public Schools – Historical K-12 Enrollments, 2008 – 2018 (MDP)¹¹



The record shows that the total K-12 school enrollment declined by 641 students between 2008 and 2018, a reduction of 14.9%. The decline in enrollment occurred at all levels, with the largest percentage drop occurring among high school students. The noticeable increase in the number of students who left in the high school years deserves further research, as retaining students in these age groups may be a fruitful source of overall enrollment growth in the future.

¹⁰ Ibid.

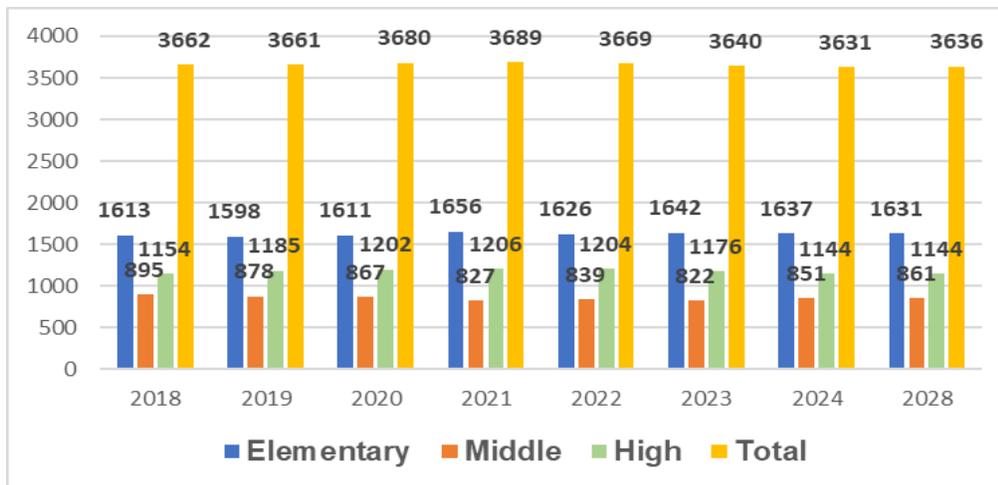
¹¹ Maryland Department of Planning, "Public School Enrollment Historical Enrollments 2008-2018," August 2019.

Table 1. Historic Change in K-12 Enrollment, 2008 – 2018

Grade Level	Change in Enrollment (students)	Percentage Change	Approx. loss per Grade Level (students)
Elementary School:	-211	-11.6%	35.2
Middle School:	-92	-9.3%	30.7
High School:	-338	-22.7%	84.5

EFP developed independent enrollment projections, using the same method used by MDP.¹² EFP projects that the school enrollment in Garrett County will remain stable through 2028 (Figure 3). A modest increase in K-5 elementary enrollments will be matched by equally modest decreases in the middle school and high school populations. (It should be noted that these projections are somewhat less optimistic in the long term than those of MDP: MDP foresees a larger increase in the elementary school populations of 9.7% and a correspondingly larger decrease in the secondary enrollment - - 2.8% for middle school and -9.0% for high school - for a total enrollment increase of 0.8%.¹³) If the MDP elementary student projections are borne out, the increase in enrollment promises well for the following decade as these students continue to move through the middle and high school grades.)

Figure 3. Garrett County Public Schools – Projected K-12 Enrollments, 2018 – 2028 (EFP)



Garrett County Public Schools

Irrespective of whether the school enrollment follows the EFP trend toward stability or resumes a pattern of slow, gradual decline, Garrett County will still require a public school system as well as a set of facilities to support instruction and other educational functions. The challenge for the Board of Education and the Board of County Commissioners is how to maintain this facility inventory in order to support a quality education in the face of difficult challenges.

¹² The method is called “live-birth grade succession ratio”. It involves projecting the number of kindergarten students from historic live-birth-to-K ratios, and then projecting forward for succeeding grades based on historic grade succession ratios. Other factors, for example projected housing starts, economic development, or changes in State or federal law, are factored into the basic projections.

¹³ Maryland Department of Planning, *Public School Enrollment Historical 2018 and Projected 2019-2028*, August 2019.

Garrett County Public Schools consistently achieves high levels of accomplishment in the face of numerous logistical and academic challenges. Recently the Northern High School Girls Cross Country team won the Maryland State Championship, and the Southern High School Band won the Atlantic Coast Chapter 13 Championship for the first time in the history of the ACC band competition. Several of the Robotics teams win frequent awards. Middle school test scores in Science, English Language Arts, and Mathematics for the 2018-2019 school year were on par with those of the state averages.¹⁴

Yet with these accomplishments, a comment frequently heard is that the students of Garrett County do not have the same educational opportunities as their peers in the more populated parts of Maryland. Facilities play a role in this unequal situation: for example, neither of the two high schools in Garrett County has an auditorium, a facility that is found in almost every high school in Maryland and that promotes full theater and musical productions. Of equal concern is whether the facilities within the county are equitable in quality, offering the same types of support to all students in Garrett County. The evidence suggests that there are significant differences in quality among the facilities, particularly between those in the northern area and those in the south.

Thus equity of educational opportunity has been a primary theme of the strategic planning process: while it lies beyond its scope to address questions of inequity in the instructional programs, the Committee has nevertheless been concerned to ensure that the facilities that support public school education are of equal quality throughout the county. Equity in educational quality should at a minimum be supported by equity in the educational environment, that is, every student should have access to the physical facilities that support a full curriculum of instruction. Currently, this is not the case: while inequities in the condition of facilities are readily demonstrated through their age and the burden of deferred maintenance (DM) they carry, the investigations of the Committee also show that there are substantial disparities in the educational adequacy of the facilities (see Appendix 2).

It is a testament to the dedication and expertise of the personnel of the school system that they are able to overcome significant facility deficiencies to provide the kind of personal, direct attention to students that educators prize; the small size of schools like Crellin and Swan Meadow helps the administrators and teachers to overcome obstacles that could be daunting in larger schools. Nevertheless, a view to equity implies that these schools, too, require facilities on par with those of other schools.

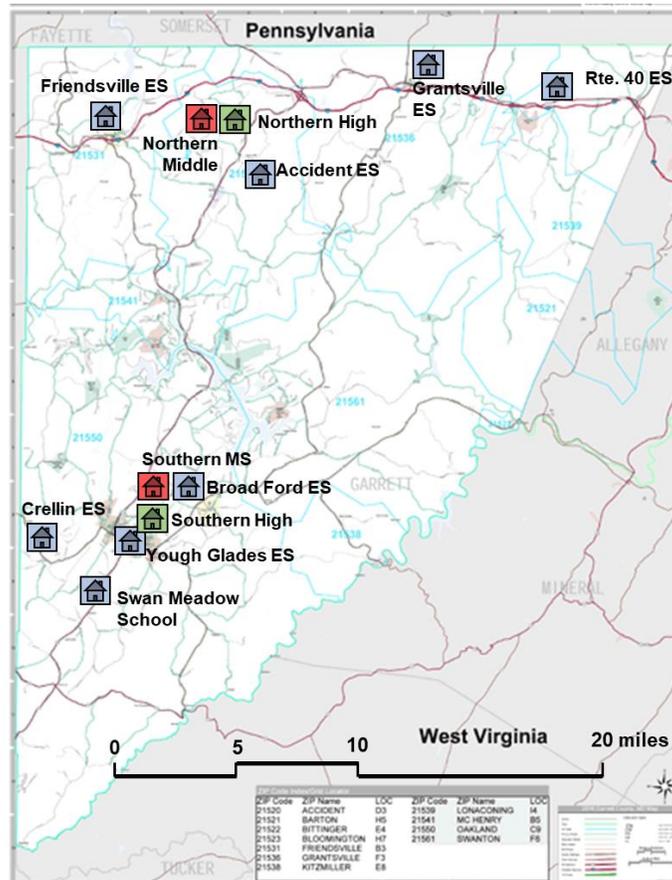
Geographic Distribution of Schools

The demographic and enrollment factors outlined above produce a number of challenges for the school system. In addition, the school system faces geographic factors that affect the equity of education. In the northern part of the county, the elementary schools are widely dispersed across the landscape (Map 1). Three of the four elementary schools are distributed east to west across a 24 mile stretch of Interstate 68, with the fourth located approximately eight miles south of this line along the State Route 219 corridor.¹⁵ Friendsville, Grantsville, and Accident Elementary Schools are located either in a town or near one, giving them a strong community school character; by contrast, the Route 40 Elementary School is located in open country, with the nearest town in Garrett County approximately eight miles distant. However, Route 40 Elementary School is also considered to be community school.

¹⁴ Maryland State Department of Education, Maryland Comprehensive Assessment Program, "School Performance Level Summary" 2018-2019.

¹⁵ All distances are derived from a Google mapping application and represent driving distances.

Map 1. Location of Public Schools



Two of the four elementary schools in the south are also considered to be community schools: Crellin Elementary School is embedded in the town of Crellin, and the Swan Meadow School, although outside of a town, has all of the characteristics of a community school (see Special Considerations). The other two elementary schools are located in or near to the principal city of Oakland but, with their large attendance areas, do not have the same community school character as Crellin, Swan Meadow School, or the schools in the north. However, the proximity of the elementary schools in the south to the city contrasts with the substantial distances that separate the elementary schools in the north.

The two secondary schools in the north are concentrated in a campus, along with the environmental education center, at a location on Route 219 that is at a considerable distance from most of the towns, from many student residences, and from the elementary schools. The most distant elementary school, Route 40 Elementary, is 17 miles from the Northern Middle School/Garrett High School campus; the nearest, Accident Elementary, is 3.8 miles from the campus. By contrast, the middle school and the high school in the south are both located in Oakland, and both are also relatively near all of the southern area elementary schools, with the most distant being Swan Meadow School, located seven miles from the high school. Thus students who attend the schools in the north may experience very different travel conditions from the majority of their peers in the south.

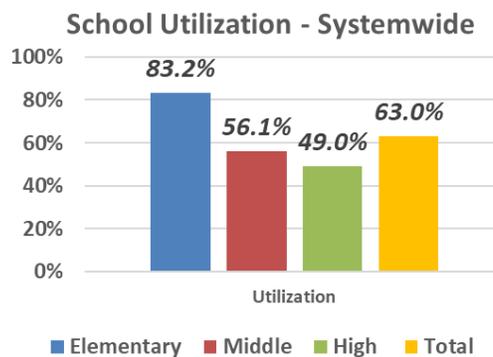
Altogether, the school buses in Garrett County cover more than 6,000 miles a day, many of the trips requiring bus drivers to negotiate steep grades, difficult winter driving conditions, and narrow cul-de-sacs with little space to turn around. Economies of operation require that most of the student grade levels travel on the same buses, so that the youngest children may have ride times equal to those of high school students. The longest ride time is reported to be 1-1/4 hours in one direction, meaning

that some students may be on the bus for up to 2-1/2 hours each day.¹⁶ This has an obvious impact on the time available to these students for extra-curricular activities, family life, and homework. The average ride time of students, and the maximum ride time for any student, are two important metrics to take into account in any proposal for redistricting, grade band reconfiguration, or school consolidation.

Student Enrollments and Educational Programs

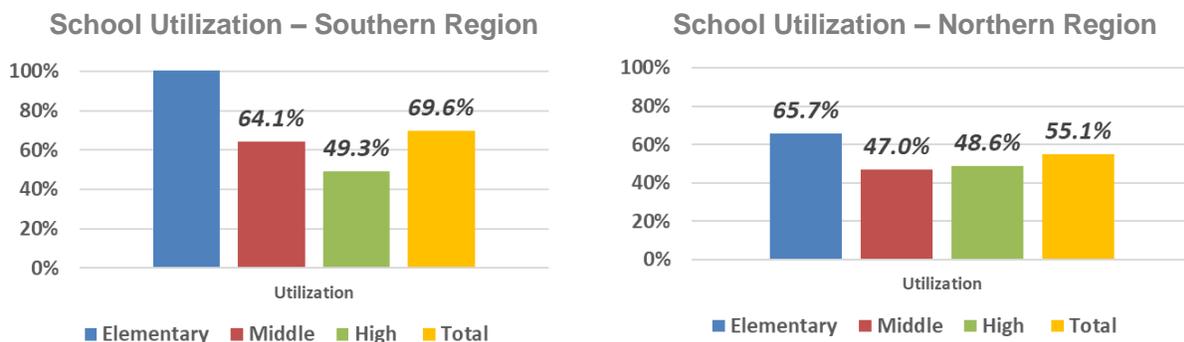
A number of the schools in the system, particularly in the north, have small student populations and are significantly under-utilized, with consequences both for education and for operational efficiency. Utilization is a statewide measure that compares student enrollment to the State Rated Capacity (a measure of the student capacity of the facility, also based on a statewide methodology). Appendix 3 provides a detailed explanation of how State Rated Capacity is determined and how it is used to calculate utilization. The chart below, which is based on the September 2018 enrollments, shows that overall utilization in the school system is at about 63%. While the elementary schools as a whole enjoy a healthy 83% utilization, the secondary schools are significantly under-utilized: the middle schools operate at just under three-fifths utilization, while the high schools operate at about half of the capacity.

Figure 4. School Utilization, Systemwide: Fall 2018 Enrollments¹⁷



However, these systemwide utilization figures mask the disparity between the north and the south, as shown in the following charts:

Figure 5. Current School Utilization, Southern and Northern Area Schools¹⁸



¹⁶ Mr. Richard Wesolowski, Director of Facilities, Maintenance, Operations and Transportation, comment November 13, 2019.

¹⁷ Based on EFP school year enrollment analysis for school years 2018 through 2028.

¹⁸ Ibid.

Table 2 is based on enrollment projections that EFP developed for every school in the system. These charts show that overall, schools in the northern part of the county are utilized at lower rates than in the south: while the elementary schools in the south are currently at 101.3% utilization, those in the north are at about two-thirds of their capacity. It should be noted that the utilization calculation does not take into account relocatable classrooms, like the eight units at Broad Ford Elementary School. The middle school in the south operates at 64%, a level of under-utilization that is low but tolerable, while its counterpart in the north is less than 50% utilized. Both high schools, in the north and the south, are operating substantially below their capacity.

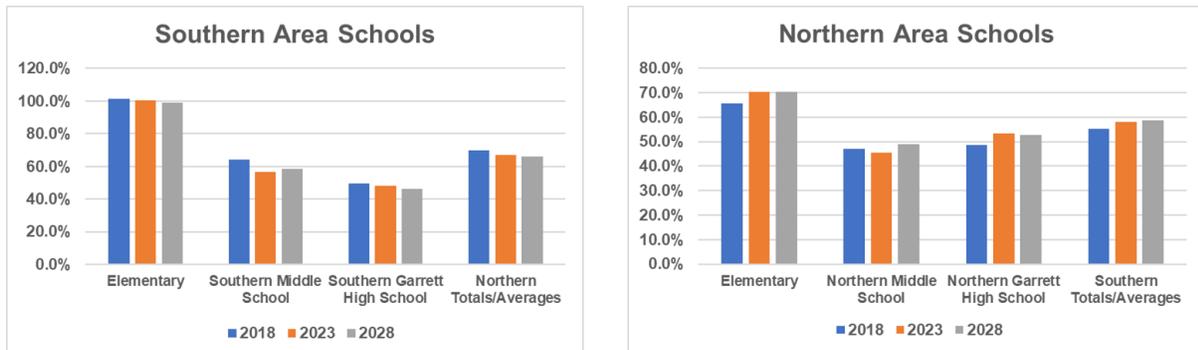
The table also shows that low utilizations will continue in schools in the north: while the utilizations will increase in three of the elementary schools, Friendsville Elementary will continue to operate at about half of its capacity. Meanwhile, elementary schools in the south will continue to operate at or just above capacity, with the exception of Crellin Elementary School, which is projected to reach an unacceptable 119.8% utilization in 2023. The differences in overall utilization are shown in Figure 6.

Table 2. State Rated Capacity, Student Enrollments and School Utilizations, 2018, 2023, 2028

School	SRC (revised 4/3/19)	Actual P3/PK-12 Enroll- ment 2018 (FTE)	Percent Utilization 2018	Projected P3/PK-12 Enroll- ment 2023 (FTE)	Percent Utilization 2023	Projected P3/PK-12 Enroll- ment 2028 (FTE)	Percent Utilization 2028
Northern Schools							
Accident Elementary	327	259	79.2%	274	83.8%	275	84.2%
Friendsville Elementary	294	147	50.0%	137	46.5%	141	47.8%
Grantsville Elementary	294	191	65.0%	227	77.3%	222	75.5%
Route 40 Elementary	190	129	67.9%	139	73.3%	140	73.6%
Elementary	1,105	726	65.7%	777	70.3%	778	70.4%
Northern Middle School	742	349	47.0%	337	45.4%	363	48.9%
Northern Garrett High School	903	439	48.6%	481	53.3%	476	52.7%
Northern Totals/Averages	2,750	1,514	55.1%	1,595	58.0%	1,616	58.8%
Southern Schools							
Broad Ford Elementary	506	566	111.9%	513	101.5%	514	101.6%
Crellin Elementary	137	143	104.4%	164	119.8%	158	115.4%
Swan Meadow School	91	50	54.9%	60	65.9%	60	65.9%
Yough Glades Elementary	334	323	96.7%	336	100.5%	328	98.1%
Elementary	1,068	1,082	101.3%	1,073	100.5%	1,060	99.2%
Southern Middle School	828	531	64.1%	469	56.7%	483	58.4%
Southern Garrett High School	1,450	715	49.3%	695	47.9%	668	46.1%
Southern Totals/Averages	3,346	2,328	69.6%	2,238	66.9%	2,211	66.1%
Totals	6,096	3,842	63.0%	3,833	62.9%	3,827	62.8%

Note: The State Rated Capacity (SRC) for the Swan Meadow School is unresolved at this writing. Although GCPS has reported that the SRC was recalculated at 91 in April 2019, it is currently shown as 69 in the IAC Facilities Inventory Database. The projected 2023 and 2028 enrollments for Swan Meadow School are based on the current 2019-2020 enrollment, as of November 2019.

Figure 6. Projected School Utilization, Southern and Northern Area Schools

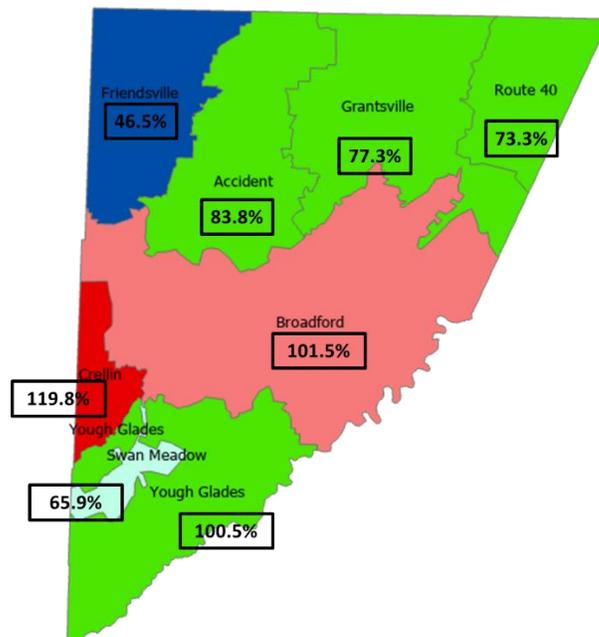


The utilization picture can also be expressed through maps. Map 2 shows the utilization projected for the 2023-2024 school year if no changes are made in student assignments. The wide disparities in utilization between elementary schools in the southern area and in the northern area are very apparent.

The enrollment projections and resulting school utilization figures suggest that there is potential to relieve overcapacity in the southern area elementary schools by reassigning some students to elementary schools in the north. In Recommendation V.B below two redistricting scenarios are described, both of which would lead to improved utilization in the southern elementary schools.

Although disruptive to individual households, redistricting may prove to be both the least costly and the least controversial of the measures that are available to relieve over-crowding, as compared to three other approaches: grade band reconfiguration to use available capacity at Southern High School; use of relocatable classrooms to increase capacity; or construction of permanent additions to increase capacity.

Map 2. Projected Elementary Utilization, 2023-2024 School Year



While no school has a deficient educational program due to low enrollment, it is reported that it is not possible to provide students in all of the schools with the consistent, continuous level of special support services that is desired in contemporary public schools. Significant demands are placed on Pupil Services and Special Education staff. The school system has three elementary counselors that split their time between schools, and two of these must cover large distances between their assigned schools. There are three school psychologists and two social workers assigned to multiple schools, and one Pupil Personnel Worker who covers all of the schools in the system. Because of the small size of some of the schools, there is one nurse who shares time between two schools. The Swan Meadow School has a part-time nurse, and Behavior Support teachers are split between schools.¹⁹ Speech and vision specialists, occupational and physical therapists, and music and art teachers must be assigned on a part-time basis to some of the schools, resulting not only in a reduction of these services for the students but also in significant time spent by specialists traveling among the geographically dispersed school facilities.

A similar condition applies to the Swan Meadow School in the south, which because of its small size cannot support a full-time staff in a number of support areas. In addition, the small size of this school dictates that different grade levels must share a teacher in common, and a number of State of Maryland educational requirements are met on a year-to-year basis by teachers who have other specialties. The Swan Meadow School is discussed in more detail in the Special Considerations Section of this Report.

The small size of the secondary schools restricts the educational and extracurricular opportunities of the students, limiting the range of courses that are available to students in more populous jurisdictions. German and French instruction have been removed in recent years at all levels; only Spanish is now taught (distance learning for AP French, with the teacher located at Northern High School, was attempted one year but was apparently not successful). Likewise, orchestra and string instruction have been removed from the high schools. The small number of students interested in some Advanced Placement (AP) courses means that these courses cannot run in every school year even if they are offered, resulting from insufficient students signing up to justify the allocation of a teacher to a course. The Career and Technology Education (CTE) offerings are also affected: masonry, drafting, electronics, child care, and computer maintenance and technology have been removed in the last 10 years, and culinary arts can be offered only at Southern High School because of the small size of Northern High School. (The size of the county also plays a role, for example by preventing specialty teachers from splitting their time between north and south; however, courses offered to high school students through Garrett College compensate for some of the deficiencies.)²⁰

Facility Conditions

The public school facilities of Garrett County are well maintained, as demonstrated by the regular rankings of Superior and Good granted by the IAC in its annual maintenance inspections: of 26 inspections conducted between 2007 and 2019, the school system received six ratings of Superior, 19 ratings of Good, and only one rating of Adequate.²¹ However, with the exception of Northern Middle School, most of the facilities are aged and in need of significant upgrades of both building systems and educational spaces. State capital funds have been joined to County funds to upgrade a number of major building systems, and smaller projects have been carried out annually through the operating budget. Garrett County Public Schools is tied with Dorchester County Public Schools in

¹⁹ Dr. Phillip Lauver, Director of Student Services, November 20, 2019.

²⁰ Interview with Mr. Paul Edwards, Director of Secondary Education, March 29, 2019.

²¹ Interagency Commission on School Construction, *Annual Maintenance Reports*, Fiscal Year 2007 to Fiscal Year 2019, at <http://www.pscp.state.md.us/Reports/maintenancereports.cfm>

having the 7th oldest square footage in the State; the square footage in these jurisdictions is between one and two years older than the average square footage in all 24 Maryland school systems.²² Average age of a facility can serve as a surrogate for overall building condition: as with any physical asset, age generally implies greater wear and tear and is likely to be associated with greater maintenance effort. The average age calculation takes account of both the age of each section of a building and the amount of its square footage in relation to the total square footage of the entire facility. The systemwide average age of the square footage is 31.8 years. The most recent new facility, Yough Glades Elementary School, was completed in 1998, and the most recently renovated school was Northern Middle School, in 2009.

The deferred maintenance (DM) backlog is large: an assessment in February 2018 found that funds were needed for 81 projects, ranging from partial renovation of Southern Middle School and Broad Ford Elementary School to projects as small as the repair of the light poles at one school. Deferred Maintenance includes projects that are needed but are generally not urgent, and that therefore can be deferred for some period of time, depending on the condition of the asset. The total construction cost of these projects at that time was \$37.7 million; if soft costs, sitework and contingencies are applied to this figure, the total would be approximately \$48.4 million. Escalated forward to the summer of 2020 at a rate of 4% per year (compounded), the total cost would be approximately \$53.4 million. This figure does not include 15 projects required at the central offices. The DM list is currently under revision to remove items that have been completed, revise the scopes and costs of projects, and introduce new projects if needed. This list, however, is and will remain partial, representing only the most urgent needs; a full facility condition assessment (FCA) of the school system would likely produce a list that would be substantially longer and more expensive to carry out.

Unscheduled maintenance costs appear to be increasing. These unscheduled costs generally result from the unpredictable behavior of older building systems; even systems that have been well-maintained are subject to breakdown due to aging components. This category includes both unscheduled corrective maintenance to prevent a breakdown, and the rare emergency maintenance project carried out in response to the actual breakdown of a critical building system. The amount of unscheduled maintenance can thus also serve as a surrogate indicator of building condition.

The following Table 3 captures the information in the preceding paragraphs: the deferred maintenance burden, the utilization and age of the facility, and the unscheduled costs.

The data show that there are large disparities between the schools in the north and those in the south. On average:

- Deferred Maintenance (DM): The Deferred Maintenance burden in the south is greater, measured either on a cost-per-square foot or a cost-per-student basis.
- Utilization: The schools in the north are less heavily utilized than those in the south, and in some cases, extremely so.
- Average Age: The average age of the schools in the south is almost nine years older than those in the north.
- Unscheduled Maintenance Costs: Although the total area of schools in the south is 12.6% larger than the area of schools in the north, the total of unscheduled maintenance costs expended in fiscal year 2019 was 29.4% higher. Unscheduled maintenance should be distinguished from deferred maintenance, see above.

²² Interagency Commission on School Construction, Workgroup on the Assessment and Funding of School Facilities, "Average Age of LEA Facilities 2019-2019," on the IAC website at www.pscp.state.md.us.

Table 3. Deferred Maintenance, Building Conditions, and Unscheduled Costs

	DEFERRED MAINTENANCE			BUILDING CONDITIONS				UNSCHEDULED COSTS	
	TOTAL DM (w/o renovation)	COST/SF	COST/FTE	FTE (9/30/18 official)	UTILIZA- TION (9/30/18 FTE)	AREA (SF)	AVG. AGE OF BUILDING SQUARE FOOTAGE (unrenova- ted)	YTD 7/5/19	COST/SF
North:									
Accident ES	\$ 212,000	\$ 6.09	\$ 819	259	79.2%	34,815	36.0	\$ 5,893	\$ 0.17
Friendsville ES	\$ 617,520	\$ 19.67	\$ 4,201	147	50.0%	31,388	43.0	\$ 25,149	\$ 0.80
Grantsville ES	\$ 228,830	\$ 4.59	\$ 1,198	191	65.0%	49,862	30.7	\$ 8,678	\$ 0.17
Route 40 ES	\$ 534,250	\$ 20.93	\$ 4,141	129	67.9%	25,530	16.0	\$ 15,991	\$ 0.63
Northern MS	\$ 20,250	\$ 0.24	\$ 58	349	47.0%	84,008	10.0	\$ 1,130	\$ 0.01
Northern HS	\$ 2,310,205	\$ 18.97	\$ 5,262	439	48.6%	121,803	29.7	\$ 7,191	\$ 0.06
SUMMARY	\$ 3,923,055	\$ 11.29	\$ 2,591	1,514	55.1%	347,406	27.6	\$ 64,032	\$ 0.18
	Tot.	Avg.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.
South:									
Broad Ford ES	\$ 1,909,840	\$ 29.67	\$ 3,374	566	111.9%	64,360	42.5	\$ 32,380	\$ 0.50
Crellin ES	\$ 324,400	\$ 25.72	\$ 2,269	143	104.4%	12,614	46.1	\$ 2,107	\$ 0.17
Yough Glade ES	\$ 1,324,000	\$ 36.03	\$ 4,099	323	96.7%	36,750	21.0	\$ 2,806	\$ 0.08
Swan Meadow School	\$ 182,800	\$ 24.14	\$ 3,656	50	54.9%	7,572	34.1	\$ -	\$ -
Southern MS	\$ 2,935,150	\$ 31.90	\$ 5,528	531	64.1%	92,000	42.0	\$ 17,063	\$ 0.19
Southern HS	\$ 4,009,752	\$ 22.56	\$ 5,608	715	49.3%	177,715	30.6	\$ 28,530	\$ 0.16
SUMMARY	\$ 10,685,942	\$ 27.33	\$ 4,590	2,328	69.6%	391,011	36.0	\$ 82,886	\$ 0.21
	Tot.	Avg.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.

The disparity between the two regions in deferred maintenance, utilization, and average age is partly attributable to the complete renovation in 2009 of Northern Middle School. However, the north has two other buildings with average ages less than 30 years, while the south has only one building less than 30 years old. In addition to having older average square footage, the southern schools also have the oldest building sections that have never been renovated: Southern High School has unrenovated space dating from 1952, Swan Meadow from 1958, and Crellin from 1962; by contrast the oldest unrenovated space in the north dates from 1976 at Friendsville ES.

SPECIAL CONSIDERATIONS

Southern Middle School and Broad Ford Elementary School

Current Conditions

The SFC conducted an analysis of the adequacy of educational facilities in all 12 instructional buildings (Appendix 2). In combination with building information provided by the Department of Facilities, the adequacy analysis shows that both Southern Middle School and Broad Ford Elementary School have a broad range of deficiencies:

- *Southern Middle School:* Deficiencies include poorly executed enclosure of former open space classrooms, the inappropriate location of the administration area, acoustic interference among instructional spaces, and lack of modern technology and science instructional spaces. The cost to correct these deficiencies is estimated at approximately \$17.5 million (July 2020), based on a scope of work for partial renovation developed by the Department of Facilities in February 2018.

The scope of work for the partial renovation takes account of substantial investments that have been made since FY 2016, when the full renovation of the facility was halted. The improvements include replacement of the roof, the fire alarm system and related fire safety items, the sanitary line, and certain exterior doors. Aspects of the plans developed for the full renovation, for example the relocation of the administrative area, may still have application to future work, but a full code update would be needed.

- *Broad Ford Elementary School:* Deficiencies include open space classrooms, the inappropriate location of the administration area, a gymnasium and multiple building systems in need of renovation, and over-crowding that is currently relieved through relocatable classrooms. The construction cost to partially renovate the facility was estimated by the Facilities Department at \$12.6 million in February 2018. With sitework, project development costs, contingencies, and escalation, the cost to carry out this renovation in the summer of 2020 (including the roof project) would be approximately \$20.1 million.

Within a few years, the Broad Ford Elementary School roof will reach a point of deterioration where it can no longer be maintained without large effort and expense. According to the facility staff, this is one of the most urgent capital projects in the portfolio. The cost to replace this roof was estimated at \$1,679,000 in February 2018. Taking into account construction cost escalation to the earliest time of bid as well as contingency and design costs, the total cost to carry out the work in the summer of 2020 would be approximately \$2.5 million. With the expenditure of this large amount of funds, Broad Ford Elementary School would still be educationally inadequate due to the open space pod configuration, and a number of other building systems would remain in deficient condition. Meanwhile, Southern Middle School would remain untouched.

The total cost to partially renovate these two schools would be approximately \$37.6 million in the summer of 2020; escalated forward to a construction start in mid-2024, the cost would be approximately \$44 million. Although this work would undoubtedly improve the learning environment for a large number of students and make for more satisfactory building performance, the facilities were designed for a larger enrollment in 1976 and 1977 and would contain excessive square footage for the current student population.

- The approximate size needed to house the projected Southern Middle School and Broad Ford Elementary School enrollments is 149,600 GSF, about 6,800 GSF less than the current combined total of 156,360 SF. Using an operational cost of \$8/sf/year suggested by the State

Public School Construction Program, it is estimated that the excess capacity of these two schools represents an annual excess cost of about \$54,000 within the operating budget.

- However, the figure of 149,600 GSF does not account for further reductions that can be achieved by planning for joint use of some of the facilities, for example the cafeteria and portions of the administration area. A target reduction of 18,000 square feet is reasonable; if community use space is added back in, the reduction would be about 12,000 square feet. Added to the reduction of 6,800 noted above, these joint use reductions would reduce the total footprint of the school system by approximately 18,800 sf, translating to substantial annual savings in maintenance and operations. These reductions are equivalent to the size of a small elementary school; for comparison, Crellin Elementary School is at 12,614 SF and Route 40 Elementary School is at 25,530 SF.

Proposed Planning Process

Due to the condition of the roof, an investment of substantial capital funds is unavoidable at Broad Ford Elementary School. The SFC proposes a process by which the Board of Education and County Government will arrive at a project scope for both facilities that is financially feasible and will deliver the best value to the school system with respect to educational quality and building performance, and will support larger goals, such as equity in school utilization and class size. To achieve this, the SFC recommends that the Board initiate:

- a) An educational specification that will define the educational program, including areas in the project that might jointly serve both the elementary and the middle school program. The educational specification defines the number and types of instructional and administrative spaces needed to support the instructional program, the activities that will take place in them, their relation to one another and to outdoor facilities such as parent drop-off and playing fields, the equipment and furniture each space requires, and the support spaces for the building (custodial closets, mechanical spaces, kitchen, etc). The educational specification is usually developed through a committee consisting of educators, administrators, specialists, and community members, and the product should therefore take account of the full range of concerns regarding educational program, safety, extracurricular activities, and operations.
- b) A feasibility study that will examine the major planning options for the facilities. The feasibility study should be carried out by an experienced third party, usually consisting of an architectural/engineering group with support from cost estimators, environmental assessment experts, and other selective specialists. The feasibility study will be based on the educational specification described above as well as a facility assessment. The feasibility study is not only a prudent investment to ensure that this large project will support the goals of the Board of Education, it is also a requirement of the Interagency Commission on School Construction (IAC) for approval of any project that abandons or demolishes more than 50% of an existing public school building in Maryland (COMAR 14.39.02.L; former 23.03.02.06.L).

Advantages and Implications of Consolidation of Southern Middle and Broad Ford Elementary

There are a number of alternatives for renovation, renovation and expansion, or replacement of the existing facilities. Listed in the approximate order of increasing scope and cost, the options include:

- Targeted renovations: Improve selected instructional spaces and upgrade or replace selected building systems within the existing buildings;

- Limited renovation: Upgrade or replace a minimum of five major building systems in one or both schools, with widespread educational and architectural enhancements, per IAC regulation (COMAR 14.39.01.26; former 23.03.01.B.27).
- Full renovation: Renovate one or both schools to a like-new condition.
- Consolidation of both schools under a single roof, with limited or full renovation of the existing portions, expansion to accommodate the increased enrollment, and demolition of the abandoned school.
- Consolidation of both schools under a single roof in a new replacement facility.

Each option has advantages and disadvantages that would be fully explored through the educational specification and feasibility study process.²³

Project Scope and Enrollment Options

For purposes of this report to the Board, the SFC has chosen to study the consolidation of both schools under one roof, administered as two separate schools, with partial renovation of the existing Southern Middle School facility and an expansion to house the combined student populations of the schools. The existing Broad Ford Elementary School facility would be demolished. The SFC does not advocate this particular solution, but selected it for study because it represents a middle position between the targeted renovation option and the full renovation or replacement option. The actual scope of work for the project must be based on the educational specification and will be determined by the Board of Education based on information provided in the feasibility study.

The SFC recognizes that this planning option presents significant design and planning issues, including most significantly the need to separate children of different ages. Consolidation of the two schools under one roof can be carried out in a way that ensures the safety of the students and the appropriate separation of age groups, for example by placing entrances at remote ends of the building. Several examples of combined schools exist in Maryland, including the St. Michaels Elementary/Middle/High School in Talbot County and the Cora L. Rice Elementary/James G. Gholson Middle complex in Prince George's County. The schools would be operated individually, with separate administration areas, but with the potential for sharing facilities such as records storage, conference rooms, and some educational program spaces.

The size (and therefore cost) of the renovated and expanded facility will depend on both its educational program and its capacity, i.e. the number of students that it will house. Since the educational program has not been developed at this time, the scope can be roughly estimated by applying to the projected number of students the State of Maryland square foot-per-full time equivalent (FTE) student figures (made available with the Instructions for the FY 2021 CIP). The actual number of students will depend on the decisions that the Board of Education will make regarding redistricting and grade band re-configuration.

These two questions are inseparable: redistricting and grade reconfiguration will affect the size and cost of the project, which will generate a funding demand; and conversely, the limits of available future funding will define the potential scope of the project and will consequently drive decisions about

²³ Although the SFC does not recommend a particular solution, there are certain benefits to co-locating the two schools in a purpose-designed facility that could achieve efficiencies through the joint use of certain core spaces. The actual joint-use spaces would be identified during the educational specification process, taking into account the differences of instructional need among the students and the requirement to separate children of different age groups. Colocation would allow coordination among administrators and teachers in addressing the needs of individual students as they transition from elementary school to middle school.

redistricting and grade band reconfiguration. The questions about funding and student enrollments are therefore questions about the viability of the project. If the potential to carry out this project depends on the capacity of the local government to provide funds without unduly burdening the taxpayers of Garrett County, then it is important to seek the lowest-cost option that will still deliver an educational facility that will support the educational program, represent a durable, low-maintenance, energy-efficient investment, and be a source of pride to the school system and the community.

To understand the interaction between student enrollment and building size and cost, Educational Facilities Planning LLC studied the relationship between six redistricting/grade re-configuration options and the required design capacity of the renovation/addition option. The projected enrollment governs the needed square footage and thus translates to cost of construction. These costs were compared to the cost to renovate both facilities, per the scope defined by the Department of Facilities in February 2018. Two redistricting scenarios were studied in combination with one grade-band reconfiguration option; they are described in Recommendation V.B, Redistricting and/or Grade Band Reconfiguration. As noted, the SFC does not endorse or recommend any of the enrollment or grade-band options; rather they are developed to compare costs by testing various scenarios. The options studied were:

1. Baseline: Base the design capacity on the projected student enrollment of the two schools, with no redistricting or grade band reconfiguration.
2. Redistricting Scenario 1: Base the design capacity on redistricting students from Broad Ford Elementary to Accident and Grantsville Elementary Schools.
3. Redistricting Scenario 2: Base the design capacity on redistricting students from Broad Ford Elementary to Accident and Grantsville Elementary Schools, and redistricting students from Crellin and Yough Glades Elementary Schools to Broad Ford Elementary, and from Accident Elementary to Grantsville Elementary.
4. Grade Band Re-configuration: Base the design capacity on reassignment of 8th grade students in the southern region to available space at Southern High School, and reassignment of 5th grade students in the southern region to Southern Middle School.
5. Redistricting Scenario 1 with Grade Band Re-configuration: Base the design capacity on the student reassignments outlined in Redistricting Scenario 1 above, combined with the grade band reconfiguration described in Item 4 above.
6. Redistricting Scenario 2 with Grade Band Re-configuration: Base the design capacity on the student reassignments outlined in Redistricting Scenario 2 above, combined with the grade band reconfiguration described in Item 4 above.

In order to compare the costs of the options, the cost to renovate the two facilities has been escalated forward to the earliest possible start of construction for the Southern Middle/Broad Ford Elementary Project in mid-2024 (see timeline in Exhibit 1). Assuming construction cost escalation at 4% per year, the total cost to renovate both schools at that time would be approximately \$44 million.

The implications of these six redistricting/grade band/enrollment options are shown in the following table, which provides the approximate future enrollment of the facility and the estimated capital cost to renovate and expand the Southern Middle School facility under each option. The assumptions for development of the costs are described in detail in Supplement 2 of this Report.

Table 4. Southern Middle School/Broad Ford Elementary Project Planning Options

	EXISTING:	RENOVATION WITH EXPANSION: REDISTRICTING / GRADE RECONFIGURATION OPTIONS					
	RENOVATION	OPTION 1	OPTION 2	OPTION 3	OPTION 4	OPTION 5	OPTION 6
	NO CHANGE	NO CHANGE	SCENARIO 1 REDISTRICTING	SCENARIO 2 REDISTRICTING	5TH/8TH UP (South only), NO REDISTRICTING	5TH/8TH UP (South only), SCENARIO 1 REDISTRICTING	5TH/8TH UP (South only), SCENARIO 2 REDISTRICTING
	No redistricting or grade reconfiguration	No redistricting or grade reconfiguration	Redistrict only fr. South to North, no grade band reconfiguration	Redistrict fr. South to North, with some redistricting within South and North, no grade band reconfiguration	Reconfigure grade bands in South: 8th to SHS, 5th to SMS (excludes Swan Meadow)	Redistrict per Scenario 1, w/ 8th to SHS & 5th to SMS (excludes Swan Meadow)	Redistrict per Scenario 2, w/ 8th to SHS & 5th to SMS (excludes Swan Meadow)
Approx. number of reassigned students:							
To North	0	0	139	156	0	139	156
Within North	0	0	0	9	0	0	9
Within South	0	0	0	44	312	293	316
Total number of students reassigned	0	0	139	209	312	432	481
% of student population affected	0.0%	0.0%	3.7%	5.5%	8.2%	11.3%	12.6%
Impact on school utilization (2023-2024 SY):							
Average utilization, North	58.0%	58.0%	63.1%	63.7%	58.0%	63.1%	63.7%
Average utilization, South	66.5%	66.5%	62.4%	61.9%	66.5%	62.4%	61.9%
Broad Ford ES utilization	101.4%	101.4%	89.5%	96.8%	85.1%	74.2%	82.6%
Crellin ES utilization	119.7%	119.7%	119.7%	102.2%	94.8%	96.2%	80.3%
Yough Glades utilization	100.6%	100.6%	100.6%	94.6%	84.3%	85.3%	80.3%
Approx. projected number of students in facility:							
Elementary	513	513	453	490	431	376	418
Middle	469	469	439	434	499	468	462
Total	982	982	892	924	929	843	880
Estimated scope of work:							
Estimated size of SMS-BFES project (SF)	156,360	123,192	113,414	116,048	120,018	109,700	113,420
Estimated cost (start construction 2024)	\$ 44,001,000	\$ 38,643,000	\$ 32,944,000	\$ 34,479,000	\$ 36,793,000	\$ 30,780,000	\$ 32,947,000

Cost Implications

Based on this analysis, there is a substantial difference in cost among the six redistricting/grade band re-configuration scenarios. The least-cost option is Option 5, which involves redistricting some students from Broad Ford Elementary School to the northern area elementary schools, with concurrent reassignment of the remaining 8th graders in the south to Southern High School and of the remaining 5th graders in the south to Southern Middle School. The estimated cost of this option is well below the baseline cost to renovate both facilities (\$44 million). The combined schools would house the fewest students compared to the other options, accounting for its reduced footprint of about 110,000 SF.

Under the least-cost/lowest enrollment option, the total footprint of the school system would be reduced by approximately 46,000 SF; at a figure of \$8/SF/year used by the IAC, this would translate to an annual operational savings of approximately \$370,000.

Other Implications

The least-cost option provides enrollment relief to Crellin Elementary School and Yough Glades Elementary School by reassigning the 5th grade students to the new facility: compared to the “No Change” option, Crellin would be at about 96% utilization instead of 119% and Yough Glades would be at about 85% utilization instead of 101%.

The three options that include grade band re-configuration, Options 4, 5, and 6, only concern 5th and 8th grade students in the southern area schools. The Board of Education would need to consider whether the same grade band configuration should be implemented in both the southern and the northern regions. Discussions with the principals at Southern High School and Northern High School indicate that both schools could absorb 8th grade students, most likely under an 8th grade academy

structure rather than through integration with the regular student body (but noting that the academy structure would not prevent advanced 8th graders from taking high school courses or participating in some high school activities, e.g. band).

A new project would allow the Board to consider relocating the Special Education program now located at Yough Glades Elementary School to the Southern Middle/Broad Ford Elementary facility. This would provide additional capacity to relieve over-crowding at Yough Glades Elementary School and facilitate redistricting to relieve over-crowding at Crellin Elementary School. It will also locate the Special Education program in a purpose-designed facility that meets all of the requirements for the program, and at a location that is more central to the population of the county.

The least-cost enrollment option also has the advantage of making good use of the available space at Southern High School, helping to improve the utilization of that facility and ending the inefficient “mothballing” of valuable school space.

Impact of Decisions on Other Programs and Projects

The decisions with respect to redistricting and/or grade configuration will affect almost every project category that the SFC has included in its recommendations:

- Security Vestibules: Whether to invest in vestibules in Southern Middle School and Broad Ford School before knowing the scope of the overall project.
 - *Southern Middle*: The security vestibule can be master planned for future relocation of the administrative area.
 - *Broad Ford*: Investing now in a vestibule might inhibit the range of choices made later (e.g. demolition of the facility, or complete replacement of both facilities). An informed decision about the future of Broad Ford Elementary would clarify this decision.
- Head Start: Redistricting may make space available in the southern area elementary schools where the programs are needed and do not currently exist.
- Relocate Board of Education Office: If the Dennett Road facility is chosen for the Board offices, relocation cannot occur until the Head Start program is relocated to the southern area elementary schools as space is made available through redistricting or grade band reconfiguration.
- Disruptive Behavior: To a lesser degree, this also depends on space being made available in the southern area elementary schools.
- Building Systems: Determining whether or not the Broad Ford Elementary School roof should be carried out as a separate project, which will be necessary if this facility is not demolished.
- Open Space Conversion: Determining whether to enclose the Broad Ford Elementary School open spaces and correct the Southern Middle School open spaces, as well as other needed projects at these two schools. If the more complete partial renovations are not undertaken, these open space enclosure projects will be needed to improve the educational environment.

Community Impacts

Based on input at the six community engagement sessions held by the SFC, as well as communications via the email address provided to the public, there is likely to be some community opposition to the redistricting proposal in general, as well as the reassignment of 8th graders to a high school environment and 5th graders to a middle school environment.

Community members have expressed concerns about changes in bus routes that will affect both student ride times and parent work schedules, and about changes of secondary assignments for students who would be sent to a different secondary school than they had expected based on their original elementary school feeder pattern.

Other critical concerns raised by the Garrett County community, including members of the Strategic Facilities Committee, are:

- Separation of age groups to protect against inappropriate contact of younger children with older children;
- Community access to the facilities;
- Use of joint school space: scheduling, age-appropriate equipment and furnishings;
- Housing of students during construction. Options include phased construction with the school remaining occupied; temporary housing in available space at Southern High School; and/or installation of a temporary classroom facility made up of relocatable units. As phased construction can add up to 15% to 25% to the cost of construction, and is often disruptive to the educational process, the other options should be considered first.

All of these issues would need to be addressed in developing the educational specification, the feasibility study, and the architectural/engineering design, as well as in decisions on redistricting and/or grade reconfiguration that will affect the scope of work. Irrespective of the final decisions of the Board of Education and the Board of County Commissioners, community engagement must be an essential component of the process. The process proposed by the SFC will allow these and other concerns to be fully aired in order to arrive at educational and facility solutions that are satisfactory to the community, the Board, and the County government.

Next Steps

A more complete discussion of the benefits and costs of the redistricting/grade band re-configuration options is needed. The purpose of the cost-comparison study conducted by EFP is to show that the problems with the Southern Middle School and Broad Ford Elementary School facilities, which cannot be deferred for too long, can be resolved at substantially less cost than by renovating both facilities. The principal reason for this reduction in cost lies in the smaller footprint of the combined school facility. This supports the recommendation of the SFC, that the Board of Education should initiate: a) an educational specification to define the educational program, and b) a feasibility study to examine the major planning options for the facilities.

Both tasks should incorporate discussion about potential redistricting and/or grade reconfiguration scenarios, which will affect the total cost of the project, and funding sources, which (as discussed in the “Funding Sources” section) will likely focus on the property tax, on savings through school closures, or on some combination of these approaches.

Swan Meadow School

The Swan Meadow School occupies a unique role within the school system as well as in the culture of Garrett County. Although it is not located in a municipality or town, it is a true community school, in the sense that it is prized by the households it serves and draws upon a great deal of community participation. The attachment the community has for the school was very apparent at the community listening sessions that the SFC held in May 2019 and at the community feedback sessions it held in September, where a number of community members spoke in support of the Swan Meadow School. Other members of the community have spoken at SFC meetings and have expressed their views

through emails sent to the SFC address. The administrative and teaching staff at the school is also highly dedicated to the school and to the community.

With a fall 2019 enrollment of 60 students, the school serves grade levels kindergarten through 8th grade and is one of the smallest comprehensive schools in the state of Maryland. The student population in November 2019 consists of 17% children from Amish households, 28% from Mennonite households, and the remainder from other households (who are informally called “English”). The Amish and Mennonite populations are expected to grow in the next two years.²⁴ The Amish students are exempt from public education after graduating from 8th grade; the Mennonite and other students are required to complete their education through age 18, which they can accomplish either by attending public school or through home-schooling. In practice, a majority of the Mennonite families choose to home-school their children.

While Swan Meadow School is a community school that achieves high test scores, its small size presents a number of operational inefficiencies for the school system at large, including staffing and transportation. From the views expressed by community members, from observations by members of the SFC, and from data collected by the school system, certain conclusions about the Swan Meadow School have emerged:

Educational Concerns

- The testing scores for Swan Meadow students are high. For 8th grade Science in the Maryland Integrated Science Assessments (MISA), the Swan Meadow School testing scores are 2.4 higher than the State and 1.9 higher than the district. For the average of grades 6, 7, and 8, the Swan Meadows English Language Arts/Literacy (ELA/L) scores are 3.4 higher than the State and 3.5 higher than the district. In Mathematics, the Swan Meadow scores are 4.4 higher than the State and 3.6 higher than the district.²⁵
- There is concern about the ability of the school system to meet all of the requirements of the Maryland State Department of Education for middle school instruction. Because of the small size of the school, Garrett County Public Schools cannot provide specialty or grade-specific teachers to Swan Meadow in subjects such as science, social studies, and foreign languages. Alternative solutions have been proposed or implemented to meet the State requirements:
 - For social studies, a single teacher provides instruction for the 6th, 7th, and 8th grades on a rotating annual basis. This means that one year a 6th grader may be taking a course that is largely focused on 8th grade social studies material, but this student will not have received the necessary 6th and 7th grade preparation; an 8th grader in another year will be taking a course that deals with 6th grade materials. For this 8th grader, who will be tested on the material for their grade level, one or two years may have elapsed since they had the 8th grade materials. In practice, the school provides individuated instruction to help students, an arrangement made possible by the small size of the student body.
 - The State’s 8th grade foreign language exposure requirement was met for the 2019-2020 school year by incorporating Spanish vocabulary into lessons in music and art instruction. However, this arrangement depended on the fact that the music and art teacher is an individual who knows Spanish. There are questions on how to sustain compliance with State requirements on such an *ad hoc* basis, particularly as the requirements may change through the actions of the Legislature or the State Board of

²⁴ Principal Connie Uphold, email communication 11-21-19.

²⁵ Ibid.

Education. This question will take on urgency if recommendations by the Kirwan Commission increase the staffing requirements for schools, for example by mandating that every school have a full time nurse.

- Proposals to allow middle schools students at Swan Meadow to take courses at Southern Middle School have been rejected by the children's' parents.
- Similarly, proposals to allow graduates of Swan Meadow to attend classes or engage in extra-curricular activities at Southern High School have also been largely rejected.

Enrollments

- The enrollments at Swan Meadow have increased steadily for a number of years, from 42 students in September 2016, to 43 in September 2017, 50 in September 2018, and 59 in September 2019.²⁶
- Anecdotally, it is reported that if Swan Meadow School were to close, a large percentage of the families would choose to home-school their children rather than allow them to attend either the elementary schools or the middle school in the southern region. The number of students who might leave the system is unknown; however, for every student who left the system there would be a loss of federal and State funding support, which is now at a combined total of \$7,669 per student (with an additional \$7,511 per student provided from local and other sources, for a total of \$15,180).²⁷
- If Swan Meadow were to close, it is believed that parents of elementary grade students would prefer for their children to attend Crellin Elementary rather than Yough Glades or Broad Ford Elementary. This decision would impact the over-crowded situation at Crellin, which is projected to exceed 119% of capacity by the 2023-2024 school year unless relief is provided through redistricting or grade band reconfiguration.

Operational Costs

Table 5 below shows the per-pupil and per-square foot costs to operate the instructional facilities in Garrett County. Data is provided for FY 2018 and is based on the September 30, 2017 enrollments. The data for the Swan Meadow School is not disaggregated to show the elementary and middle school costs separately, so that the comparison is made to both the elementary school costs and the middle school costs.

The data shows that the unit cost to operate the Swan Meadow School facility in FY 2018 (measured in \$/sf/year) was comparable to that of other schools in the school system: at \$1,087 per student, the cost was slightly higher than the average for both the elementary schools and the middle schools, but still well within the range for both. The per-square foot cost of \$6.17/sf was marginally lower than the average for the elementary schools, and noticeably lower than the cost for some of the other elementary schools, e.g. Friendsville Elementary School at \$7.12/sf.

However, the per-student cost to educate students at the Swan Meadow School was markedly higher than the average per-student cost for the other elementary or middle schools in the system: at \$13,311 per student, it was 78% higher than the average cost of \$7,447 for the PK-5 and K-5 elementary schools and 65% higher than the average cost of \$8,079 for the 6-to-8 middle schools. The Swan Meadow Schools was \$4,424 more expensive per-pupil than the next highest elementary school,

²⁶ Garrett County Public Schools, annual September 30 report.

²⁷ Kevin Kinnally, "School Funding Formula Workgroup Charts Path Forward", *Conduit Street*, June 20, 2019 (Maryland Association of Counties, MACo).

Accident Elementary at \$8,887, and \$4,791 more expensive than the next highest middle school, Northern Middle at \$8,520. These per-student costs for Swan Meadow School would of course be lower with increasing enrollment, but it is expected that the comparison to the average and the next highest cost schools would still be valid because overall costs would also increase. Although the school operates with a very small staff, these costs appear to reflect the small size of the classes and especially the expense of providing needed and required support services: for example, physical education (P.E.) is taught one day a week by a visiting teacher, with Health taught one quarter and P. E. taught the other three quarters.

Table 5. Operational Costs of Schools, Direct Charges

School	9/30/17 Enrollment	Area	Facility Direct Charges			Administrative and Instructional Direct Charges		Total Direct Charges	
			Head Count	SF	Charge	Per Student	Per SF	Charge	Per Student
Accident ES	263	34,815	\$ 192,614.15	\$ 732.37	\$ 5.53	\$ 2,337,253.55	\$ 8,886.90	\$ 2,529,867.70	\$ 9,619.27
Broad Ford ES	550	64,360	\$ 322,034.54	\$ 585.52	\$ 5.00	\$ 3,574,614.40	\$ 6,499.30	\$ 3,896,648.94	\$ 7,084.82
Crellin ES	134	12,614	\$ 169,857.35	\$ 1,267.59	\$ 13.47	\$ 964,360.95	\$ 7,196.72	\$ 1,134,218.30	\$ 8,464.32
Friendsville ES	148	31,388	\$ 223,347.15	\$ 1,509.10	\$ 7.12	\$ 1,025,654.33	\$ 6,930.10	\$ 1,249,001.48	\$ 8,439.20
Grantsville ES	203	49,862	\$ 235,161.97	\$ 1,158.43	\$ 4.72	\$ 1,473,902.12	\$ 7,260.60	\$ 1,709,064.09	\$ 8,419.03
Route 40 ES	140	25,530	\$ 188,877.63	\$ 1,349.13	\$ 7.40	\$ 1,036,416.26	\$ 7,402.97	\$ 1,225,293.89	\$ 8,752.10
Yough Glades ES	328	36,750	\$ 294,322.16	\$ 897.32	\$ 8.01	\$ 2,739,574.35	\$ 8,352.36	\$ 3,033,896.51	\$ 9,249.68
Swan Meadow School	43	7,572	\$ 46,721.54	\$ 1,086.55	\$ 6.17	\$ 572,370.67	\$ 13,310.95	\$ 619,092.21	\$ 14,397.49
Northern MS	357	84,008	\$ 413,889.49	\$ 1,159.35	\$ 4.93	\$ 3,041,777.03	\$ 8,520.38	\$ 3,455,666.52	\$ 9,679.74
Southern MS	514	92,000	\$ 441,481.08	\$ 858.91	\$ 4.80	\$ 3,994,942.83	\$ 7,772.26	\$ 4,436,423.91	\$ 8,631.17
Northern HS	415	121,803	\$ 568,822.97	\$ 1,371.48	\$ 4.67	\$ 4,594,729.35	\$ 11,078.31	\$ 5,163,552.32	\$ 12,449.79
Southern HS	715	177,715	\$ 607,618.61	\$ 849.82	\$ 3.42	\$ 5,657,438.11	\$ 7,912.50	\$ 6,265,056.72	\$ 8,762.32
	3,810	738,417	\$ 3,704,748.64	\$ 972.44	\$ 5.02	\$ 31,013,033.95	\$ 8,140.44	\$ 34,718,760.05	\$ 9,113.13
Average, All ES	1,766	255,319	\$ 1,626,214.95	\$ 920.85	\$ 6.37	\$ 13,151,775.96	\$ 7,447.21	\$ 14,777,990.91	\$ 8,368.06
Average, All MS	871	176,008	\$ 855,370.57	\$ 982.06	\$ 4.86	\$ 7,036,719.86	\$ 8,078.90	\$ 7,892,090.43	\$ 9,060.95
Swan Meadow School	43	7,572	\$ 46,721.54	\$ 1,086.55	\$ 6.17	\$ 572,370.67	\$ 13,310.95	\$ 619,092.21	\$ 14,397.49
Average, Northern ES	754	141,595	\$ 840,000.90	\$ 1,114.06	\$ 5.93	\$ 5,873,226.26	\$ 7,789.42	\$ 6,713,227.16	\$ 8,903.48
Average, Southern ES	1,012	113,724	\$ 786,214.05	\$ 776.89	\$ 6.91	\$ 7,278,549.70	\$ 7,192.24	\$ 8,064,763.75	\$ 7,969.13
Swan Meadow School	43	7,572	46,722	1,086.55	6.17	\$ 572,370.67	\$ 13,310.95	\$ 619,092.21	\$ 14,397.49

Capital Deficiencies and Costs

In addition to the operational cost of operating the Swan Meadow School, it is necessary to consider the capital costs of maintaining the facility in good order. The Department of Facilities identified a number of deficiencies that need correction at the Swan Meadow School. The costs shown are for construction only as of February 2018, without project development costs, contingencies, or construction cost escalation:

Deficiency	Estimated Construction Cost (February 2012)
Repave parking lot and driveway	\$30,000
Install French drain around foundation	\$19,800
Replace boilers	\$96,000
Replace DHW system	\$19,000
Replace interior doors	<u>\$18,000</u>
Total:	\$182,800

With project development costs and construction escalation, it is estimated that correction of these deficiencies would total about \$250,000.

The following additional space and building system deficiencies have been identified at the school:

Building deficiencies:

- Roof replacement. The sloped roof is covered with residential quality asphalt or fiberglass shingles that are in need of replacement.
- ADA accessibility is needed for the basement multipurpose room.
- At least one ADA accessible toilet should be installed.
- A security vestibule is needed. Because of the configuration of the entry area, the vestibule would likely be constructed as an addition into the parking area, which is very small.

Instructional space deficiencies:

- The Media Center space is used for instruction. It lacks partitions to ensure acoustic separation for mathematics instruction (shelving provides a visual separation at this time).
- There are no acoustically separated spaces that can serve as resource rooms for one-on-one or small group instruction for children with special needs.
- Multipurpose Room: This small lower-level space is used for food service, physical education, music and art instruction, and storage. The space is not ADA accessible. It lacks daylighting for art instruction; has a low ceiling height that limits physical education activities; has no partitions to separate the storage area from the area used by students; and has no food storage facilities or area to store the tables when not in use.
- Administrative area: There are no partitions to provide private space for meetings with parents and children, secured storage for records, or conference space.

Under a view that all students in Garrett County should have access to equivalent educational opportunities, which includes the support provided by appropriate instructional facilities, the Swan Meadow School facility is in need of significant investment. The minimum cost to correct the deferred maintenance items identified by the Department of Facilities, to install the security vestibule, to address the most significant ADA issues, and to create some acoustically separated spaces for conferences, meetings, and small-group instruction is estimated to exceed \$400,000.

A price cannot be placed on the cultural value of the Swan Meadow School. However, the cost-per-student to educate the students clearly exceeds the norm, and the uncertainty about meeting current and future MSDE educational requirements is likely to persist. Except for highly specialized special education and alternative education schools, in Maryland only the unique Ewell Elementary School on Smith Island in Somerset County is smaller than the Swan Meadow School.

The Board of Education is therefore faced with a difficult decision: whether to make a commitment to maintain the Swan Meadow School and invest the funds needed to achieve minimum facility adequacy; or to close the school, with the potential loss of students from the school system.

Because the potential redistricting of students, the reconfiguration of grade bands, and school closures are tied to the scope of the proposed Southern Middle/Broad Ford Elementary Project, the SFC recommends that decisions on the future of the Swan Meadow School should be deferred until decisions are made by the Board of Education on these matters in early 2021.

THE PLANNING PROCESS

Overview

The Strategic Facilities Plan process was carried out in five overlapping phases:

- A. Information Gathering/Research
- B. Community Engagement: Listening Sessions
- C. Planning Objectives and Options
- D. Community Engagement: Feedback Sessions on Preliminary Recommendations
- E. Strategic Plan Recommendations and Report

The Strategic Facilities Committee met in a variety of formats to conduct these phases: direct meetings and workshops as a whole, meetings of individual research committees, community engagement events, and teleconferences. A complete list of the events in the planning process is provided in Appendix 4.

A. Information Gathering/Research

Following an introductory organizational meeting in early April, the SFC conducted a one-day information gathering workshop to gain a shared understanding of the conditions and challenges that face Garrett County Public Schools. Presentations were given by the following school board, County, and SFC members:

Student Enrollments: Historical and projected	<i>Dr. Philip Lauver, Supervisor of Pupil Services, GCPS</i>
Educational programs: Grade configurations, locations, special programs (special education, alternative education, career and technology education, etc.)	<i>Ms. Barbara Baker, Superintendent, GCPS</i>
Facilities: Number, age, condition; history of capital expenditures and needs	<i>Mr. Richard Wesolowski, then-Director of Transportation, GCPS (standing in for Mr. William Swift, then-Director of Facilities)</i>
The Cost of Ownership: Capital expenditure guidelines	<i>Dr. David Lever, Facilitator</i>
County demographics and housing	<i>Ms. Deborah Carpenter, County Director of Planning and Land Management</i>
County finances and resources; economic development goals, workforce needs	<i>Mr. Kevin Null, County Administrator</i>
School System Finances: Operating and capital budgets; State and local funding sources	<i>Ms. Alison Sweitzer, Director of Finance, GCPS</i>
School System Transportation	<i>Mr. Richard Wesolowski, then-Director of Transportation, GCPS</i>

The information provided by the participants, in combination with research and data gathering, is outlined in the Background section of this report.

Additional research was conducted by four subcommittees of the SFC on topics that were agreed to by the Committee as a whole:

- Alternative Education (Disruptive Behaviors)
- Grade band re-configuration
- Community Schools
- Single High School

The reports of the four sub-committees are provided in Supplement 1 of the Report. Principle findings are summarized as follows:

Alternative Education (Disruptive Behaviors). The subcommittee undertook a walk-through of current programs (STARS), conducted teacher/staff surveys, and reviewed Board of Education suspension data, medical research, and articles. The sub-committee also explored best practices from Maryland and other parts of the country.

- Student behaviors are increasing in intensity and are disruptive to the learning environment at all levels (elementary, middle, high). The situation comes in part from lack of support staff and a lack of support from the central office, as well as factors outside of the school environment.
- Teachers and administrators may not be trained for the type of behavioral/mental needs that students are presenting in the schools today.
- There is a need for trauma sensitive schools with more intensive resources. Poverty, stress on parents, lack of preschool preparation, and the school environment itself can contribute to children’s stress.
- Best practice recommendations include preschool and early education opportunities, wraparound services to support families, teacher training, a safe and predictable school environment, and the use of restorative practices as an alternative to disciplinary practices.
- Research suggests that an alternative program is more beneficial in addressing student needs than an alternative facility.

Grade Band Research Subcommittee. The subcommittee sought informal input from assistant superintendents throughout Maryland and undertook a review of published articles.

- The research literature indicates that there is no particular grade configuration that conclusively improves student learning, as compared to other grade configurations. Individual studies found benefits for particular groups of students, for example a “ ‘separate middle grades program has a greater impact on students from high SES settings than it does for students from low SES settings’ ”.²⁸
- “ ‘...reorganizing grades is merely a shifting of students, teachers and programs from one site to another. Research shows that there is greater impact on student learning when the emphasis is not on location of the students but on the educational experience students receive.’ ”²⁹

Community School Research Subcommittee. The subcommittee undertook a thorough review of the literature as applicable to the circumstances of Garrett County.

²⁸ Paglin & Fager, 1997; quoted in report of the Grade Band Research Subcommittee, June-July, 2019; See Supplement 1.

²⁹ EPI (Education Partnerships, Inc.), “Research Into Practice on Grade Configuration;” quoted in *ibid*.

- Community schools embedded in the local community are well positioned to employ place-based learning strategies: integrated student supports, expanded learning time and opportunities, family and community engagement, and collaborative leadership and practice.
- Community school practices “have a positive effect on student achievement (especially mathematics), student behavior (attendance and discipline referrals), and student attitudes.”³⁰
- Community schools can help to close economic achievement gaps and promote the practices that are found in high-quality schools.

Single High School Subcommittee. The subcommittee reviewed the formal research on the advantages and disadvantages of consolidating high schools, and of including the Career and Technology Education (CTE) program as a component of a comprehensive high school environment. It considered the findings of the earlier RISE research. Subcommittee findings include:

- Factors to be considered in consolidation include, but are not limited to, facility maintenance and operating costs, capital improvement projects, course offerings, class sizes, community impact, and transportation (including analysis of roads, current bus routes, and budgetary costs).
- The literature is inconclusive as to whether consolidation makes a real and measurable difference in the areas of financial savings and student achievement for the school district.
- Potential liabilities associated with consolidated schools include less attention to individual students, longer bus rides, and fewer opportunities to participate in extracurricular activities; transportation costs are reported to increase.
- However, the RISE study found that a single high school could increase instructional and extra-curricular offerings, including foreign languages, music, Project Lead the Way (PLTW), and CTE; increased extra-curricular opportunities could include sports and theater.
- Cost savings could potentially be achieved in textbook purchases, service contracts, equipment, facility operational costs, and transportation.

The SFC members toured Northern Middle School on May 7 and Southern Middle School on May 9, prior to the community listening session scheduled for those evenings. EFP visited all 13 instructional facilities and discussed the facility conditions with the principals, the building managers, and members of the central office staff. In addition, EFP reviewed the most recent Educational Facilities Master Plan (EFMP), the State maintenance inspection reports, prior planning studies, and other information provided by the school system and by the local government.

In addition to the research and the community engagement events, throughout the planning process valuable data was provided to the Committee by the staff of Garrett County Public Schools on a variety of matters, including finance and costs of operations, deferred maintenance, unscheduled and emergency work orders, and class sizes.

B. Community Engagement: Listening Sessions

In order to gain an understanding of community preferences, and for the community to meet the SFC members directly, three listening sessions were held in mid-May in the north, central, and southern parts of the county. These meetings were well-publicized through website notifications,

³⁰ Community Schools Research Report, Supplement 1.

announcements in newspapers and over radio stations, postings in the schools, and flyers sent home with students.

Each of the three sessions was preceded by a brief presentation by EFP on conditions that affect the public school facilities in the county: enrollment projections and related demographic projections, facility utilization, and the age of the facilities. This information, updated with more recent data, is included in the Background section of this report.

At each meeting, the SFC members introduced themselves to the public and provided brief information on their affiliations and their interest in participating in the planning process. Overall community turnout was excellent, with 74 attendees and a total of 31 separate speakers (a number of whom spoke more than once). The listening sessions were recorded for the benefit of those who could not attend. A summary document was developed and provided a basis for identifying the most important concerns of the community:

- A total of 12 separate attendees spoke in opposition to closure or consolidation in some form, offering 23 comments:
 - Seven (7) comments in opposition to consolidation in general;
 - Four (4) comments in opposition to grade realignment;
 - Three (3) comments in opposition to elementary school consolidation;
 - Seven (7) comments in opposition to consolidation of the middle and high schools (with emphasis on the problem of mixing different age groups of students);
 - Two (2) comments in opposition to establishing a single high school.
- Five comments were offered in support of consolidation:
 - Two (2) comments in favor of consolidation in general;
 - Three (3) comments in favor of at a minimum investigating the possibility of a single high school.

19 written cards were also submitted at the three meetings. The large majority of these were written by attendees who also delivered verbal comments, and the written opinions offered did not differ significantly from the verbal comments.

In addition to the community listening sessions, the SFC established an email address at sfc@garrettcountyschool.org to allow the public to offer comments and suggestions online. Many statements reinforced the observations made by the attendees at the community listening sessions, particularly with respect to the detriments of redistricting students or consolidating schools: the reduction of community involvement, the problem of mixing students of different age groups, the disadvantages of larger schools and larger class sizes, the transportation and scheduling burdens on students and parents.

A summary of the concerns raised by the community members is found in Appendix 5.

C. Planning Objectives and Options

This phase of work had three components: clarification of planning objectives, analysis of the facilities, and development of planning options.

C.1 Planning Objectives

In order to evaluate and prioritize multiple planning options, the SFC needed to clarify the goals that emerged through the planning process. The Committee's goals were articulated largely through extensive discussions held during the Planning Objectives and Planning Options workshops in June and in subsequent conferences.

Early on, the Committee recognized that the complex issues that the school system faces will not be resolved through data alone; rather, the values of the Committee members would be key to development of the recommendations. Thus the SFC goals were oriented by two fundamental values that informed every discussion: *educational excellence* and *equity*. Appreciation for the value of community schools also informed the work of the Committee.

From extensive discussion, four practical goals emerged:

GOAL: Spend limited capital dollars to:

- A) Address the largest number of the most critical facility deficiencies*
- B) Improve the learning environment for the largest number of students*
- C) Correct inequities in the quality of facilities*
- D) Improve the efficiency of operations*

The task was to develop planning options that would maximize all four goals. The Committee recognized that the individual goals might well be in conflict with one another: for example, addressing the largest number of the most critical deficiencies would suggest focusing a large proportion of resources onto only a few schools with exceptionally extensive facility deficiencies, a strategy which would not improve the learning environment for the largest number of students.

C.2 Analysis: Educational Adequacy and Building Condition

The SFC undertook an analysis of the educational adequacy of each instructional building in the system. The Committee first developed a comprehensive list of the educational facilities that every instructional campus requires in order to support its educational program, including outdoor facilities. It evaluated the educational adequacy of each of the 12 instructional buildings along two dimensions, Condition and Urgency:

- Condition refers to whether the required educational facility is present or not, and if it is, whether its condition is Adequate or Better (1 point, green), Needs Improvement (2 points, yellow), or Inadequate (3 points, red).
- Urgency refers to the importance of the educational facility in relation to a number of critical factors, including safety/security (5 points), health (5 points), education (mandated, 5 points; best practice, 3 points; desirable, 1 point), community impact (3 points), and building code mandate (2 points).

Under Conditions, all Inadequate (Red) situations were considered to be critical. The Committee used the product of the Condition and Urgency points to identify the facilities with the largest number of educational deficiencies and the most urgent deficiencies. This method is explained in greater detail in Appendix 2. Highlights of the resulting analysis are shown in the following charts:

Table 6: Largest Number of Critical Deficiencies

Goal A: Address the largest number of the most critical facility deficiencies

A.1 Five categories with the most <i>total</i> points				
	Total points			
Security	160			
Parking lots/bus loops	125			
Before and after school	120			
Community space	120			
Storage	120			
A.2 Five categories with the most <i>red</i> points				
	Total Red Points	No. of Schools w/ Red Points	Total Red Points - NORTH	Total Red Points - SOUTH
Security	150	10	75	75
Before and after school	120	10	60	60
Community space	108	9	36	72
Parking lots/bus loops	60	4	15	45
Day care	60	5	12	48
			198	300
A.3 Categories with incidence in <i>4 or more</i> schools				
	No. of Schools	No. in NORTH	No. in SOUTH	
Security	10	5	5	
Before and after school	10	5	5	
Community space	9	3	6	
Day care	5	1	4	
Parking lots/bus loops	4	1	3	

- Security and Before-and-after-school have among the highest number of total points; occur in the largest number of schools; and accumulate the largest number of critical points.
- Parking lots/bus loops and Community space are deficient in four or more schools, and accumulate a large number of critical points.
- The assessment identified four schools with exceptionally extensive educational facility deficiencies: Broad Ford Elementary, Crellin Elementary, Southern Middle, and the Swan Meadow School. Crellin Elementary forms the subject of Recommendation V.C.b.1. The other three schools are discussed in the Special Conditions section of this report.

Table 7: Deficiencies Affecting the Largest Number of Students; Facility Deficiencies

Goal B: Improve the learning environment for the largest number of students

Goal C: Correct inequities in the quality of facilities

	FTE	NO. OF RED DEFICIENCIES	SUM OF RED DEFICIENCY POINTS	RED DEFICIENCY POINTS/ FTE
Swan Meadow School	50	21	279	5.58
Route 40 ES	129	4	51	0.40
Crellin ES	143	17	222	1.55
Friendsville ES	147	3	39	0.27
Grantsville ES	191	2	27	0.14
Accident ES	259	4	51	0.20
Yough Glade ES	323	6	75	0.23
Northern MS	349	1	12	0.03
Northern HS	439	4	51	0.12
Southern MS	531	6	78	0.15
Broad Ford ES	566	6	87	0.15
Southern HS	715	4	45	0.06

- Southern Middle School and Broad Ford Elementary School serve a total of 29% of the students in the school system, and both have very extensive deficiencies in need of correction.
- However, there are widespread deficiencies throughout the school system that affect many elementary students: lack of space for Head Start, open space classrooms, and lack of space to address disruptive behaviors
- The total critical deficiencies vary greatly among the schools, for example:
 - *Grantsville Elementary* has two critical items and a total of 27 critical points
 - *Crellin Elementary* has 17 critical items and a total of 222 critical points;
 - *Swan Meadow School* has 21 critical items and a total of 279 critical points
- The burden of deferred maintenance also varies greatly among the schools:³¹
 - *Accident Elementary School*: \$212,000, including minor HVAC, pavement and parking lot upgrades, exterior concrete work, and digital video recorder.
 - *Southern Middle School*: \$2,935,150, including exterior wall repairs, new office suite and entrance, exterior fire alarm devices, HVAC and electrical upgrades, gym renovation, and digital video recorder; excludes cost to renovate the entire facility.

This information on educational adequacy was joined to data on the physical condition of the facilities and the learning environment: deferred maintenance, age of facility, and class size. An important conclusion of this study is that along a number of parameters, the schools in the southern region of the county experience more deficiencies than those in the northern region (Table 8):

³¹ Based on Department of Facilities assessment, February 2018, now being updated.

Table 8: Educational Adequacy and Building Condition

FACILITIES - EDUCATIONAL DEFICIENCIES				DEFERRED MAINTENANCE				BUILDING CONDITIONS				UNSCHEDULED COSTS				CLASSROOM CONDITIONS				FACILITY & EDUCATIONAL OPERATIONS DIRECT AND INDIRECT CHARGES			
NO. OF RED ITEMS	SUM OF RED POINTS	RED POINTS/10,000 SF	RED POINTS/FTE (x 100)	TOTAL DM (w/o renovation)	COST/SF	COST/FTE	FTE (9/30/18 official)	UTILIZATION (9/30/18 FTE)	AREA (SF)	AVG. AGE OF BUILDING SQUARE FOOTAGE (unrenovated)	YTD 7/5/19	COST/SF	MEAN CLASS SIZE, 2019 SCHOOL YEAR (2)	LARGEST STUDENT: TEACHER RATIO (elem. only) (3)	COST/SF FY 2019 5/2/19	FACILITY OPERATIONS COST/STUDENT FY 2019 5/2/19	DIRECT SCHOOL CHARGES COST/STUDENT * Based on 9/17 student enrollments	PLANT OPS & MAINTENANCE IN DIRECT SCHOOL CHARGES					
																			Tot.	Avg.	Tot.	Avg.	Tot.
North:																							
4	51	14.6	19.7	\$ 212,000	\$ 6.09	\$ 819	259	79.2%	34,815	36.0	\$ 5,893	\$ 0.17	18.13	20.50	\$ 5.39	\$ 714	\$ 9,619.27	\$ 732.37					
3	39	12.4	26.5	\$ 617,520	\$ 19.67	\$ 4,201	147	50.0%	31,388	43.0	\$ 25,149	\$ 0.80	19.57	26.00	\$ 6.57	\$ 1,412	\$ 8,439.20	\$ 1,509.10					
2	27	5.4	14.1	\$ 228,830	\$ 4.59	\$ 1,198	191	65.0%	49,862	30.7	\$ 8,678	\$ 0.17	15.74	26.00	\$ 4.46	\$ 1,096	\$ 8,419.03	\$ 1,158.43					
4	51	20.0	39.5	\$ 534,250	\$ 20.93	\$ 4,141	129	67.9%	25,530	16.0	\$ 15,991	\$ 0.63	16.35	24.00	\$ 6.79	\$ 1,239	\$ 8,752.10	\$ 1,349.13					
1	12	1.4	3.4	\$ 20,250	\$ 0.24	\$ 58	349	47.0%	84,008	10.0	\$ 1,130	\$ 0.01	21.40		\$ 4.76	\$ 1,120	\$ 9,679.74	\$ 1,159.35					
4	51	4.2	11.6	\$ 2,310,205	\$ 18.97	\$ 5,262	439	48.6%	121,803	29.7	\$ 7,191	\$ 0.06	18.17		\$ 5.51	\$ 1,620	\$ 12,449.79	\$ 1,371.48					
SUMMARY	18	6.6	15.3	\$ 3,923,055	\$ 11.29	\$ 2,591	1,514	55.1%	347,406	27.6	\$ 64,032	\$ 0.18	18.23	24.13	\$ 5.58	\$ 1,200	\$ 9,559.86	\$ 1,215.31					
Tot.	Tot.	Avg.	Avg.	Tot.	Avg.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.					
South:																							
6	87	13.5	15.4	\$ 1,909,840	\$ 29.67	\$ 3,374	566	111.9%	64,360	42.5	\$ 32,380	\$ 0.50	20.47	26.33	\$ 4.65	\$ 544	\$ 7,084.82	\$ 595.52					
17	222	17.60	155.2	\$ 324,400	\$ 25.72	\$ 2,769	143	104.4%	12,614	46.1	\$ 2,107	\$ 0.17	22.57	32.00	\$ 11.15	\$ 1,041	\$ 8,464.32	\$ 1,267.59					
6	75	20.4	23.2	\$ 1,324,000	\$ 36.03	\$ 4,099	323	96.7%	36,750	21.0	\$ 2,806	\$ 0.08	19.64	28.00	\$ 7.71	\$ 864	\$ 9,249.68	\$ 897.32					
21	279	368.5	558.0	\$ 182,800	\$ 24.14	\$ 3,656	50	54.9%	7,572	34.1	\$ -	\$ -	18.15	NA	\$ 6.40	\$ 1,127	\$ 14,397.49	\$ 1,086.55					
6	78	8.5	14.7	\$ 2,995,150	\$ 31.90	\$ 5,528	531	64.1%	92,000	42.0	\$ 17,063	\$ 0.19	20.17		\$ 4.53	\$ 811	\$ 8,631.17	\$ 858.91					
4	45	2.5	6.3	\$ 4,009,752	\$ 22.56	\$ 5,608	715	49.3%	177,715	30.6	\$ 28,530	\$ 0.16	20.52		\$ 3.71	\$ 926	\$ 8,762.32	\$ 849.82					
SUMMARY	60	20.1	33.8	\$ 10,685,942	\$ 27.33	\$ 4,590	2,328	69.6%	391,011	36.0	\$ 82,886	\$ 0.21	20.25	28.78	\$ 6.36	\$ 886	\$ 9,431.63	\$ 924.28					
Tot.	Tot.	Avg.	Avg.	Tot.	Avg.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.	Tot.	Avg.					

Goal D: Improve the efficiency of operations:

- Excess operational cost due to under-utilization of facilities are calculated at approximately \$2.2 million/year (based on an operational cost of \$8/sf/yr).³²

C.3 Planning Options

Based on the analysis, from observations made on school tours, and from discussions with school-based and central office staff, EFP developed a comprehensive list of planning options for the Committee to consider. The preliminary list was deliberately intended to be inclusive of all planning possibilities, even those that were likely to be rejected early because of their infeasibility, the likelihood of opposition to their implementation, their cost, or other reasons. The purpose was threefold:

- To avoid overlooking any option that might be promising or that might provide insights that could inform other options;
- To understand clearly the reasons why certain options were not feasible, not acceptable to the community, or simply without educational or operational merit; and
- To strengthen the reasoning behind those options that were accepted for further study, and which would eventually become part of the recommendations of the committee.

To simplify the discussion, the planning options were shown under three broad categories, each with subcategories: options that would be applied systemwide, options that would be applied only in the southern region, and options that would be applied only in the northern region. Many of the subcategories also included sub-options, for a total of 19 separate approaches. The list of preliminary planning options is provided in Appendix 6 for completeness; these options have been superseded by the Recommendations beginning on page 50 of this report.

The discussion that developed over the comprehensive list of planning options set the stage to define the Preliminary Planning Recommendations and then the Final Planning Recommendations, described below. Preliminary Planning Recommendations were articulated in discussions at a meeting on July 29. Interim discussions helped to clarify the Recommendations, which were then considered in detail at a workshop on August 30. An important outcome of this meeting was a decision by the Committee not to develop the FY 2021 Capital Improvement Program (CIP) in detail, but to ask the Board of Education to charge the Superintendent with developing the CIP request to be submitted to the IAC on October 4, 2019.

D. Community Engagement: Feedback on Preliminary Planning Recommendations

The Preliminary Planning Recommendations were brought to the Board of Education for discussion at the meeting of September 10, 2010. In the week following this meeting, the SFC sponsored three community engagement sessions to receive feedback on the Preliminary Planning Recommendations. As with the community engagement sessions in the spring, each session in September was opened with a presentation by EFP on background factors, followed by brief descriptions of the Recommendations (the presentation differed slightly from that given to the Board: additional explanatory material was added, and a few of the analysis slides were deleted to avoid creating a presentation of excessive length).

³² Garrett County Public Schools, Department of Finance, Facilities Analysis, June 18, 2019.

A total of 36 community members attended these meetings, including some who attended more than one meeting. 20 attendees offered verbal comments (some speaking more than once) and eight written statements were submitted. Among the concerns expressed by community members were:

- How the program will be funded, including concerns about additional taxes following a recent increase.
- Why the school system would support a Head Start program in the elementary schools when it has difficulty taking care of its core facilities and programs.
- The scope and timing of major projects, including adding square footage in the southern area while capacity is available at Southern High School.
- Using available capacity at Friendsville Elementary School.
- The future of the Swan Meadow School.
- Potential closure of community schools.
- Potential to re-open the Dennett Road facility as an elementary school.
- Suggestions regarding disruptive behavior, and concerns that the school system is taking on tasks that properly belong to parents and families, and that it is not exercising sufficient disciplinary control over students.
- The difficulty of establishing businesses in Garrett County due to workforce and housing conditions.
- The cost of a single high school, and the impact it will have on the communities.
- Concerns at one meeting that so few SFC members and Board of Education members were present.

While many valid and important community matters were raised at these meetings, the Committee members believe that many will be resolved during development of the individual projects and programs. Others, such as those concerning Head Start, will depend on Board of Education policy decisions and especially on the decisions made with respect to the Southern Middle/Broad Ford Elementary Project (Recommendation V.A). Still other community concerns are related to the role that the community and educators will have in the decision-making process.

E. Strategic Plan Recommendations and Report

The Final Recommendations presented in this Report differ in certain respects from the Preliminary Recommendations presented to the Board of Education on September 10, 2019. Three factors contributed to these changes:

1. The community feedback sessions of September 17, 18 and 19, described above;
2. The development of the detailed FY 2021 Capital Improvement Program by the Superintendent and staff; and
3. Discussion between the Board of Education and the Board of County Commissioners regarding the funding that will be available for capital improvements.

Concurrent with the development of the Preliminary and Final Recommendations, the Superintendent and school system staff formulated the FY 2021 CIP request for approval of the Board of Education on October 8 and submission to the IAC. Development of the CIP involved detailed discussions about

project timelines in relation to the capacity of the staff to manage multiple projects. These discussions, as well as extensive analysis by EFP and discussion among SFC members in two teleconference meetings in September and October, helped to clarify the inter-related set of decisions that surrounds the Southern Middle/Broad Ford Elementary Project (see “Special Considerations” Section).

Another crucial factor was an improved understanding of the position of the Board of County Commissioners (BCC). At a teleconference meeting on October 6, 2019, members of the SFC expressed concern about proceeding with the staff-intensive development of educational specifications for the Southern Middle/Broad Ford Elementary Project, and about requesting and then expending funds for the feasibility study for this project, in the absence of an understanding that the BCC would give serious consideration to the project at the crucial point in early 2021 when the Board determined the best scope for the project.

Informal discussion was held on October 17, 2019, among the Board President, the members of the BCC, and EFP, which clarified the inter-dependency between the SFC recommendations and the potential capital budget. This meeting led to the SFC’s Final Recommendations regarding the educational specification and the feasibility study, indicating that the Board should proceed with these actions when the BCC provides the overall funding envelop within which the CIP can be developed. At this writing, negotiations regarding sharing of costs are in process between the Board of Education and the Board of County Commissioners.

The Final Recommendations are presented in detail in the next Section of this report.

STRATEGIC FACILITY PLAN RECOMMENDATIONS

General

The Strategic Facilities Committee developed a set of planning recommendations that addresses the breadth of facility matters that affect the public school facilities in Garrett County. A number of the recommendations have a degree of urgency, either because they reflect needed instructional or support programs, or because of critical building deficiencies that must be corrected in order to ensure that the schools continue to operate properly and safely.

Reflecting the wide range of facility needs that require resolution, the recommendations will generate projects of widely varying scopes and costs. The recommendations concern specific projects and project categories, as well as a procedure to arrive at well-informed decisions regarding the single largest undertaking, the Southern Middle/Broad Ford Elementary (SM/BFES) Project. Multiple other decisions will be tied into or will follow from the decision on the scope of this project in early 2021: redistricting and/or grade-band reconfiguration, the location of Head Start programs, open space enclosures, building system upgrades and renovations, and capital work at several schools that have exceptional numbers of deficiencies. The interaction among these decisions is described in detail in "Special Considerations." Important decisions on funding will also be part of the discussion leading up to the 2021 decision on the scope of the project.

The majority of the recommendations that are presented here reflect the consensus of the SFC membership. Where members had reservations about a particular recommendation, or the way that the recommendation was presented, every effort was made to modify the recommendations to achieve consensus. For certain issues where consensus was not possible, the report reflects the vote tally of the individual SFC members. The Committee voted unanimously to remove a recommendation to revise Board Policy 940, School Closings; consequently, this Recommendation is not shown in the report. In addition, some members voiced reservations about recommendations that could potentially lead to consolidation, redistricting, or school closures:

It is a concern to Jennifer Paugh and Crystal Roberson-Boal that a community impact analysis has not been completed for the recommendation of a consolidated high school and the Broadford/SMS project. It further concerns us that this 2 in 1 concept school could potentially result in closures, consolidations, grade banding, and redistricting. It was the majority comments of those attending the listening sessions that community schools be valued.

The recommendations are actionable: the short term projects can be put into effect immediately through the FY 2021 and subsequent annual Capital Improvement Programs (CIP), while the major Southern Middle/Broad Ford Elementary Project will require development of an educational specification and a feasibility study, both actions that can be initiated in the balance in FY 2020 and in the first part of FY 2021. A number of these project categories can be approached incrementally, affording the Board of Education the flexibility to adjust the annual program to respond to available funding and the changing needs of the students and the community. However, the single largest project in the program, the Southern Middle/Broad Ford Elementary Project, cannot be approached incrementally. The recommendation regarding a single high school can also be initiated by establishing a committee to examine the full implications of this concept. The Special Considerations section and Recommendation V.A below provide a full discussion of this project. Exhibit 1 shows a timeline for decisions regarding the major SM/BFES Project and its follow-on actions.

The recommendations will require a commitment of capital funding, and therefore development of capital funding sources. For this reason, the Committee believes that an open discussion should be

held on all methods for increasing funding, including the property tax and the avoidance of operating expenditures through closure of one or more schools. The amount of funding that will be required and its timing are related to the decisions on the scope of the Southern Middle/Broad Ford Elementary Project. Recommendations on funding are provided in VI.1 to VI.5.

For each Recommendation that was presented to the Board of Education as a Preliminary Recommendation on September 10, 2019, the numbering of the Recommendation is indicated by “Former Recommendation XX”. New Recommendations are shown as “New Recommendation”.

Notes on the capital program and capital projects:

- *Prioritization.* The project categories listed below are *not* shown in priority order with respect to annual funding requests. The priorities in each budget year will need to be developed separately by the Superintendent as recommendations to the Board of Education, including the specific projects in the FY 2021 Capital Improvement Program (Recommendation III).
- *Project Management.* A critical factor to be considered in the development of the recommendations is the ability of the school system to manage a substantial number of concurrent projects. Staff capacity will affect planning, procurement at several stages, construction, and operations for the occupied buildings, as well as financial accountability at every stage of the program. The current capacity of some functions, for example project management, can be readily augmented through contractual services. For other functions, for example financial accounting and procurement, given the long-term need of the school system for capital improvements and the applicability of skills to tasks other than capital projects, the Board may wish to enhance the permanent central staff of the school system.
- *Availability of Space.* For the Disruptive Behavior (Recommendation II.B) and Head Start (Recommendation V.C.a) programs, the availability of space in the southern area elementary schools will be a constraining factor. The implementation of these programs cannot take place until space in the southern region elementary schools becomes available; consequently, the programs must be considered in relation to the Redistricting described under Recommendation V.B. In every case, the principal’s knowledge of the school and community will be vital in making decisions as to the location, size, design, and access to these spaces. The schools in the northern area appear to have the capacity for these programmatic spaces.
- *Cost.* See Supplement 2 for a full description of the assumptions used to develop costs, followed by the cost calculations for each of the project categories.
- *Six-Year Capital Plan.* Exhibit 2 provides a model for a Six-Year Capital Plan that aligns with the Recommendations in this report. It should be understood that such a model is subject to revision on at least an annual basis, as new needs emerge, student enrollments change, funding is allocated, and project scopes are more precisely defined.

Recommendations

I. Joint Capital Planning Group (New Recommendation):

Recommendation: Establish a joint working group composed of staff of the Board of Education and the County Government that will meet regularly to:

- a) Coordinate the capital improvement program as a whole as well as individual projects;
- b) Receive input from all community, business, nonprofit and other stakeholders, as appropriate for specific types of capital projects and project categories;

- c) Identify and resolve obstacles to the smooth implementation of projects;
- d) Report back to the respective decision bodies on the status of projects and other matters of concern;
- e) Develop funding models and investigate funding and financing sources; and
- f) Investigate and resolve all matters of concern.

Action:

Motion: To approve Recommendation I (New Recommendation), including additional language regarding input from stakeholders

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved

Discussion: The development of a complex, long-term capital program requires a high degree of cooperation between governing bodies and their staff. The purpose of the proposed Joint Capital Planning Group is to anticipate problems, keep all parties informed, and otherwise work together for the smooth delivery of the program. Working groups of this type in several Maryland jurisdictions have been effective at improving staff-to-staff communications and cooperation, leading to smoother actions by decision-makers.

The establishment of such a working group in no way infringes on the authority of either the Board of Education or the Board of County Commissioners to make independent decisions on matters within their respective authorities, nor to act independently on other matters when deemed in the best interest of their constituencies.

II. Capital Improvement Projects

II.A Security (Former Preliminary Recommendation II.A, 9-10-19)

Recommendation: Implement up to five Security Vestibule projects in the FY 2021 CIP, as identified and prioritized by the Superintendent and staff. Undertake additional projects in the FY 2022 CIP. Investigate the feasibility and cost of installing bullet-proof glass as a substitute for tempered glass.

Defer final decisions on the scope of the Security Vestibule projects for Southern Middle School and Broad Ford Elementary School until the Board decision in early 2021 on the scope, size, cost and schedule of the Southern Middle/Broad Ford Elementary Project (see Recommendation V.A and Exhibit 1). (However, funds may be applied for in FY 2022 (Fall 2020) with an understanding that the requests may be withdrawn, depending on the outcome of the Board's decision in early 2021.)

Action:

Motion: To approve Recommendation II.A (former Preliminary Recommendation II.A)

Date of Action: October 7, 2019

Vote: Unanimous in favor

Decision: Motion approved

Discussion: The SFC recommends installation of 10 security vestibules, all in schools that do not currently have them, over a two year period. In light of recent school events, there is an urgent need to make the school building as secure as possible while still meeting the obligation to serve as an educational institution and as an accessible and welcoming community asset. A security vestibule

allows school staff and administrators to control and monitor the entry of visitors into the school building.

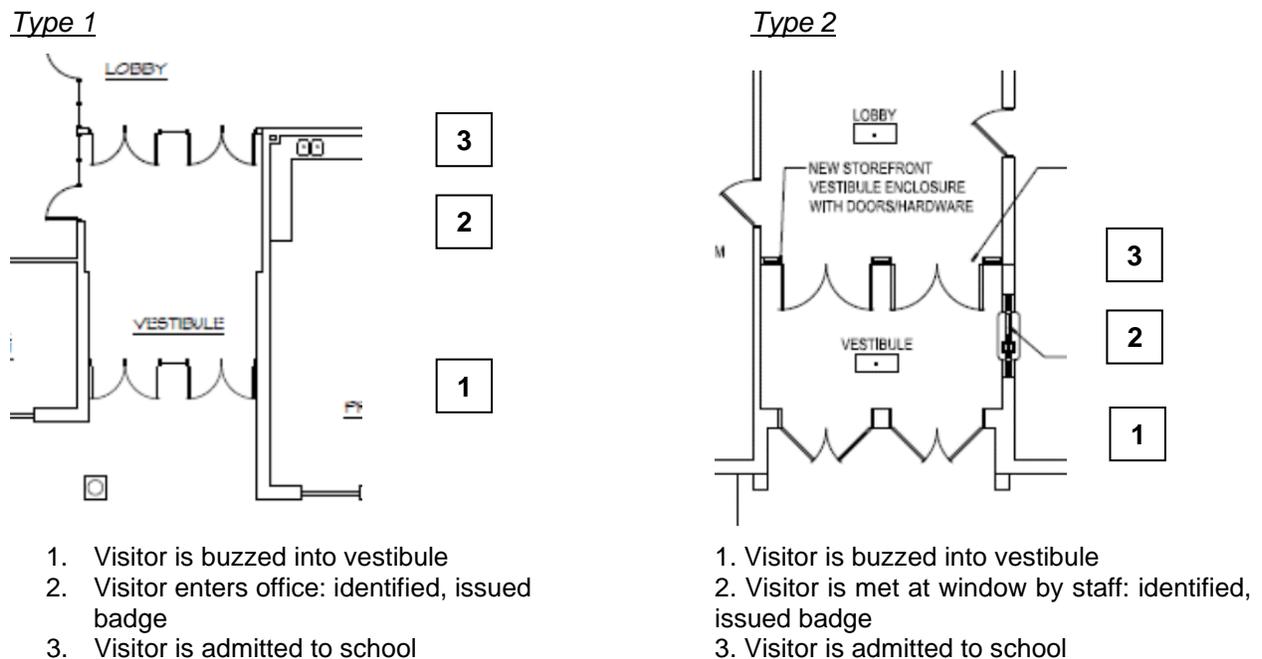
The vestibules in most cases will use the existing exterior doors but will add an additional set of interior doors. In some cases, it will be advantageous to replace the exterior doors as part of the project. The door installations must be coordinated with each school's security and communication systems, and must be fully compliant with the requirements of the fire code. Both sets of doors are kept locked except during school arrival and departure times. These installations, which have become standard features in all new designs and renovations of school facilities, require all visitors outside of the morning arrival and afternoon departure times to be monitored through a card reader system (during the arrival and departure times, staff members are present at the doors to monitor visitors). Only 10 schools are indicated, because a security vestibule was included in the scope of the Northern Middle School renovation/expansion project completed in 2009, and a security vestibule was installed in Southern High School in summer 2019, along with other renovations to the front office area.

The vestibules are of two types:

- Type 1: For schools where the administration area is adjacent to the entry, the security vestibule requires visitors to pass in front of the reception desk to receive their badge before entering the school.
- Type 2: For schools where the administration area is distant from the entry, the security vestibule involves a teller-type window where the identification check is conducted and the visitor's badge is issued before the visitor is admitted to the rest of the school.

Examples of recent Security Vestibule Installations in Maryland schools (not to scale):

Figure 7: Security Vestibule Types



The total number of projects recommended by the SFC includes security vestibules for Southern Middle School and Broad Ford Elementary School. Both schools are addressed through the major project described in Recommendation V.A below, which would include security vestibules in the scope of work. However, the urgency of addressing security is so great that the projects at these schools

should not depend on the very lengthy timeframe that will be needed for planning, design and construction of the new Southern Middle/Broad Ford Elementary facility. Therefore, the SFC recommends that decisions regarding the installation of the security vestibules at these schools should be made concurrent with the decision on the scope, cost, and schedule for the Southern Middle/Broad Ford Elementary Project. If the decision is made to retain and expand the middle school facility and demolish the elementary school, it will be necessary:

- To master plan the security vestibule in the Southern Middle facility so that it does not interfere with the future renovation (which will likely include relocation of the administration area for one or both schools to the front of the current facility); and
- To determine how the existing Broad Ford Elementary facility can be made secure pending the demolition of the facility and opening of the newly renovated/expanded Southern Middle facility.

For all schools, implementation will involve an evaluation of the physical arrangement of each school; development of design requirements by the Board of Education; architectural/engineering design; construction; and staff training. In addition to funding through the local capital budget, the projects may be funded through the State Public School Construction Program Capital Improvement Program (CIP) or the Safe School Grant Program (SSGP).

Estimated Cost:	Project Development	Construction	Total
State:	NA	\$408,000	\$408,000
Local:	\$153,000	\$510,000	\$663,000
Total:	\$153,000	\$918,000	\$1,071,000

Basis of Cost: Current experience in other school systems: \$70,000/vestibule, construction only. Costs may vary widely depending on the existing plan of the school, the location of the administration area, and unforeseen conditions.

Suggested Implementation Schedule: FY 2021 – FY 2022

II.B Disruptive Behavior (Former Preliminary Recommendation II.B, 9-10-19):

Recommendation: In consultation with principals and staff at the receiving schools, undertake projects through the operating budget to build or fit up spaces where needed.

Action:

Motion: To approve Recommendation II.B (former Preliminary Recommendation II.B)

- Date of Action:* October 7, 2019
- Vote:* Unanimous in favor
- Decision:* Motion approved

Discussion: With the growing incidence of disruptive behaviors in schools, calming rooms allow the needs of disruptive students to be attended to while the educational process for other students continues uninterrupted. The goal is to enable the disruptive student to return to the regular classroom as quickly as possible, and not to seclude the student or in any way diminish his or her access to educational opportunities. While physical space for this function is critical, by itself it cannot address the complex needs of disruptive students; it is therefore essential that the Board of Education continue

the effort that has already begun to increase the number of staff members and to provide training to teachers and administrators in methods to address disruptive behaviors.

Training teachers and administrators in the proper use of spaces provided for student calming is critical. In accordance with the requirements of COMAR 13A.08.04 and Board of Education Policy JKE "Student Behavior Intervention," the space must be monitored and must not involve physical restraint or seclusion, except as needed under emergency conditions. Policy JKE states: "School personnel shall only use exclusion, restraint, or seclusion after less restrictive or alternative approaches have been considered and attempted or determined to be inappropriate."

A number of members of the community and of the SFC have expressed concern as to whether discipline procedures are being enforced, so that students understand that there are consequences for their actions. The policies and procedures regarding discipline are complicated by the fact that many children now present evidence of trauma, in particular associated with the higher incidence of drug dependence in the households they come from. For a variety of reasons, many of these children do not have an Individualized Education Program (IEP) and are not eligible for special accommodations. The disruptive behaviors of these children, which can be manifestations of deep-seated psychological and emotional conditions, must be distinguished from the occasional disruptive behaviors associated with children of normal physical and emotional development.

The specific location and design of each space in this program will depend on the age and number of the students and on the existing configuration of the school, and must be developed in conjunction with the principal and the staff of the school. It is possible that not all schools will require such spaces. The spaces will be acoustically isolated from adjacent spaces when possible in order to reduce distraction, and will typically involve installation of an internal, supervised calming space to allow students to de-escalate without harm to themselves or others. Special attention should be given to door and cabinet hardware, to furniture and equipment, and to other classroom features that might pose hazards during episodes of escalated behavior.

Prioritization of the projects will be based on need and the feasibility of assigning space to the program. A likely scenario is to begin implementation with the elementary schools as space becomes available and then proceed to the middle and the high schools. Since Broad Ford Elementary School has a dedicated space for the STARS program, and Grantsville Elementary School is scheduled to receive a STARS program in the 2019-2020 school year, a maximum of 10 schools remain to be improved.

The program will be funded solely with local operating funds. Since the location and number of classrooms will be determined annually, this category does not appear in the Six-Year Capital Funding Model (Exhibit 2).

Additional Comments:

Ms. Paugh: Crystal [Boal] and I feel that GCPS need to expand on our Code of Conduct to fit Garrett County Students and not follow the lead from other districts. Our Code of Conduct should not follow Baltimore City. We should not only be using positive reinforcement to reinforce good behavior, but we also need to use negative reinforcement to discourage bad behavior. There must be consequences to change repetitive bad choices. It our responsibility as a community, parents, administration and teachers to teach and set boundaries in order to develop our amazing students into successful and productive members of society.

Estimated Cost Per Classroom	Project Development	Construction	Total
State:	NA	NA	NA
Local:	\$9,000	\$53,000	\$62,000
Total:	\$9,000	\$53,000	\$62,000
Basis of Cost:	Facilities Department experience with similar projects; \$42/sf		
Suggested Implementation Schedule: 2 classrooms/year, maximum 10 rooms total, FY 2021-FY 2025			

II.C Building Systems (Former Preliminary Recommendation II.D, 9-10-19):

Recommendation: Undertake projects as identified and prioritized by the Superintendent and staff, with the Building Envelope project at Southern High School to be requested in the FY 2021 Capital Improvement Program.

Further projects, as determined by the Superintendent and staff, may include Northern High School (Boiler and Pavement, suggested FY 2022), Yough Glades Elementary School (Parking Lot/Pavement, suggested FY 2023), and Grantsville Elementary School (Electrical, suggested FY 2026).

Remove Friendsville Ceiling (formerly FY 2024) from the Capital Program and complete the project using operating funds, and undertake the Route 40 Boiler replacement project in FY 2024 (suggested) instead of FY 2025.

Undertake no major building system project in FY 2025 to avoid conflict with the suggested funding schedule for the Southern Middle/Broad Ford Elementary Project.

Action:

Motion: To approve Recommendation II.C (former Preliminary Recommendation II.D)

- Date of Action:* October 7, 2019
- Vote:* Unanimous in favor
- Decision:* Motion approved

Discussion: These projects are required due to the age of the building systems in many schools. The projects have been identified and prioritized by the Department of Facilities (February 2018). Both the list of projects and their scopes must be updated periodically to account for emergent conditions, the continuing aging of the systems, and other factors that affect the schools. Implementation of these projects will improve the health, safety, and effectiveness of the learning environment, reduce operating and maintenance costs, improve the efficiency and effectiveness of the maintenance personnel, and extend the useful life of the buildings. Smaller projects will continue to be carried out at all of the schools using funds from the operating budget, as in the past. The projects are as follows:

School and Project (with suggested funding year)	Estimated Total Project Cost
Grantsville Elementary School – Electrical Switchgear Replacement (FY 2026)	\$391,000
Northern High School – Boiler Replacement (FY 2022)	\$1,013,000
Northern High School – Pavement/Parking Lot Replacement (FY 2022)	\$723,000

Route 40 Elementary School – Boiler Replacement (FY 2024)	\$836,000
Southern High School – Front Building Envelope Upgrades and Repairs (FY 2021)	\$3,082,000
Yough Glades Elementary – Pavement/Parking Lot Replacement (FY 2023)	<u>\$2,061,000</u>
Total:	\$8,106,000

NOTES:

- Costs are escalated to the fiscal year in which the project is anticipated to proceed.
- The Broad Ford Elementary Roof Replacement project is estimated to cost \$2.5 million (if constructed in the summer of 2020). This project will only proceed as a building system replacement if, as a result of the feasibility study for the Southern Middle/Broad Ford Elementary Project described in Recommendation V.A below, the existing Broad Ford Elementary School remains in use.
- The Ceiling Replacement project at Friendsville Elementary School is about two-thirds complete, and will be completed using operating budget funds. This project is therefore not included in the list of capital Building System projects.

The projects will be funded under the State Systemic Renovation category.

Additional Comments:

Ms. Paugh: This recommendation [i.e., “Undertake no major building system in FY 2025 etc.”] assumes the [SM/BFES] project is approved.

Estimated Cost:	Project Development	Construction	Total
State:	NA	\$3,499,000	\$3,499,000
Local:	\$811,000	\$3,796,000	\$4,607,000
Total:	\$811,000	\$7,295,000	\$8,106,000

Basis of Cost: Facilities Department February 2018 estimates, with sitework, contingencies, and construction cost escalation added. These totals do not include the Broad Ford Elementary roof replacement or the Friendsville Elementary ceiling replacement projects.

Suggested Implementation Schedule: 1 to 2 projects/year, 5 schools total, FY 2021-FY 2026

II.D Open Space Classrooms (Former Preliminary Recommendation II.E, 9-10-19):

Recommendation. Enclose open space classrooms to create conventional instructional spaces, but defer construction of the first open space classroom project at Grantsville and Friendsville Elementary Schools to FY 2022. Planning approval should be requested in FY 2021.

Action:

Motion: To approve Recommendation II.D (former Preliminary Recommendation II.E)

Date of Action: October 7, 2019
Vote: Unanimous in favor
Decision: Motion approved

Discussion: The open space classroom, a design concept that was popular in the 1960s and 1970s, has acoustic and spatial characteristics that are detrimental to student achievement. Where

classrooms have been enclosed, it has been reported that student achievement and behavior have improved and teacher satisfaction has increased. These projects typically involve installation of permanent partitions that incorporate the acoustic properties of new construction, along with reconfiguration of the mechanical, lighting, electrical, and data systems. Ensuring that safe egress is maintained from every space is a major design consideration.

Although the total number of open space pods in the school system is greater than the number indicated below, the program in the Six-Year Capital Funding Model (Exhibit 2) is limited to four fiscal years in order to reserve local and State funding capacity for the large Southern Middle School/Broad Ford Elementary School project described in V.A.

Implementation will involve development of educational specifications and design guidelines for each school, an architectural/engineering design specific to the school, and construction. The projects will be categorized as Open Space Pod Enclosures for purposes of State funding.

Enclosing the open space pods at Broad Ford Elementary School and correcting the poorly enclosed former open spaces at Southern Middle School will be included in the scope of the project described under Recommendation V.A. If as a result of the feasibility study for the SM/BFES Project the Broad Ford Elementary School remains in use, enclosure of the open space pods at Broad Ford Elementary School should either be incorporated into the scope of a partial renovation or should proceed under the Open Space Classroom program, and the total number of open space enclosure projects should be expanded at the other schools.

Estimated Cost:	Project Development	Construction	Total
Per 2-Classroom Pod:			
State:	NA	\$309,000	\$309,000
Local:	\$109,000	\$309,000	\$418,000
Total:	\$109,000	\$618,000	\$727,000
Program:			
State:	NA	\$2,438,000	\$2,438,000
Local:	\$963,000	\$3,019,000	\$3,982,000
Total:	\$963,000	\$5,457,000	\$6,420,000

Basis of Cost: Partial renovation at \$225.00/sf

Suggested Implementation Schedule: Two 2-classroom pod projects/year, eight pods total at Grantsville Elementary and Friendsville Elementary Schools, FY 2022-FY 2025

III. Fiscal Year 2021 Capital Improvement Program (Former Preliminary Recommendation "Fiscal Year 2021 Capital Improvement Program," 9-10-19):

Resolution: The SFC recommends that the Board charge the Superintendent to develop a request for FY 2021 State and local funding that will include the following categories of work, with the number of projects in each category and the location of the projects to be identified by the Superintendent based on availability of space, discussions with stakeholders, staff capacity to manage projects, and the potential availability of funding from various sources.

- *Security Vestibules*: Up to five projects, as determined by the Superintendent; request Local design funding and State and Local capital funding through the Safe Schools Grant Program (SSGP) (see Recommendation II.A).
- *Disruptive Behavior Space*: As determined by the Superintendent; request Local operational funding for construction (see Recommendation II.B).
- *Building Systems*: Southern High School Building Envelope; request Local design funding and State and Local capital funding through the Capital Improvement Program (CIP) (see Recommendation II.C).
- *Open Space Classrooms*: Grantsville Elementary School; request State Planning Approval through the CIP and Local design funding (see Recommendation II.D).
- *Southern Middle/Broad Ford Elementary Project*; pending discussion with Board of County Commissioners, request Local funding for feasibility study (See Recommendation V.A).

Action: The SFC developed this resolution at the August 30, 2019 meeting. As the Superintendent and staff have proceeded to develop the FY 2021 request, the SFC did not take separate action on the resolution. It is noted, however, that the Board of Education on October 8, 2019 approved two projects, the Southern High School Building Envelope and the feasibility study for the Southern Middle/Broad Ford Elementary Project.

Motion: To approve Recommendation III (former Preliminary Recommendation “Fiscal Year 2021 Capital Improvement Program”)

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved

Discussion: The SFC recognizes that there are extensive needs for capital funds in Garrett County’s public school buildings, and that State funds through the Public School Construction Program have not been sought in some years due to lack of local fiscal participation. In the ten fiscal years 2011 through 2020, GCPS has sought State funds in only six years; the school system has been approved for funding in four of those years, and at amounts far less than requested because a number of projects, including the renovation of Southern Middle School, were not supported by the local government.

Applications for funding to the PSCP were due on October 4 of this year. In light of the extensive facility needs in the school system and in order not to miss this funding cycle, the SFC adopted the above resolution.

IV. Single High School (Former Preliminary Recommendation IV, 9-10-19):

Recommendation: The Strategic Facilities Committee takes no position on the merits of a single high school, but recommends that the Board initiate a process for a full, public examination of the concept by establishing a committee or work group to study the educational, administrative, financial, locational, transportation, and community implications of the concept. The composition of the committee or work group should reflect the same community diversity as the Strategic Facilities Committee.

Action:

Motion: To approve Recommendation IV (former Preliminary Recommendation IV)

Date of Action: October 7, 2019

Vote:

In favor: 7

Mr. Browning
Ms. DeVore
Mr. Null
Ms. Rodeheaver
Dr. Sorber
Mr. Wesolowski
Mr. Yoder

Opposed: 3

Ms. Boal
Mr. Kaufman
Ms. Paugh

Decision: Motion approved

Discussion: A subcommittee of the SFC investigated the advantages and disadvantages of a single high school. The preliminary conclusion of the subcommittee is that a single high school would expand educational opportunities for the students of Garrett County. It is unclear, however, if consolidation would result in operational cost savings: the broader literature on consolidation of school districts and schools is inconclusive on this point, while earlier information provided for the RISE Plan indicated that there could be some operational savings resulting from single purchase of textbooks, reduced staffing, and more efficient bus transportation.

While the SFC neither recommends for or against a single high school, a majority of the members believe that a full, public examination of the issues will help to resolve this complex matter. There is no question that a single high school would be a very complex and expensive capital undertaking. At today's cost, a high school without a CTE component for approximately 1,200 students would require about 136,000 square feet and would cost approximately \$55 million to build; total project costs would be approximately \$64 million (exclusive of furniture, furnishings and equipment, FF&E). If it is assumed that it would take approximately a decade to plan for, design, and construct such a high school, construction cost escalation would bring the total cost to more than \$80 million.

It is noted that this Recommendation was not supported by the entire Committee: of the ten members who participated in the decision meeting of October 7, 2019, seven (7) voted in favor and three (3) voted against the motion. It is expected that the concerns of those who voted against the motion will be fully addressed in the process of developing the educational specification and the design for the school, should the Board of Education make the determination to proceed with the project.

A significant factor in the decision will be the future disposition of the two existing high school buildings. Unless a use is found for them within the school system, they will be transferred to the County government, which will be responsible for their maintenance until they find a new use, are disposed of through sale or lease, or are demolished. Another factor to consider is the amount of debt that will be owed to the State of Maryland for capital projects carried out at the two high schools within 15 years prior to the date when they are no longer used for educational purposes. There is a risk that the process of investigating the single high school concept could inhibit undertaking needed improvements in these facilities in the meantime because of the debt-repayment issue. To avoid this, the Board and local government should consider the use of local operating funds in order to avoid the repayment obligation on the use of State funds.

Given the large capital expenditure and the complex issues involved in a single high school, the SFC recommends that the committee responsible for investigating the matter reflect the same diversity of community composition as the Strategic Facilities Committee itself. The high school committee would be responsible for the following process:

- Developing an educational specification;
- Investigating the advantages and disadvantages of incorporating the CTE program within the comprehensive high school, versus treating it as a stand-alone program and facility;
- Locating a site;
- Investigating potential partnerships with Garrett College, local businesses, nonprofits, and others;
- Investigating sources of capital funds outside of State and local government revenues;
- Developing a professional feasibility study through a consultant to examine alternative sites and scopes;
- Developing project schedules and cost projections;
- Investigating potential future uses for the existing high school facilities;
- Bringing final recommendations to the Board of Education, which if approved would lead to implementation (funding, design, construction, occupancy)

There would be a number of critical decision points during this lengthy process that would involve expenditure of funds, the most prominent being development of a feasibility study, development of the architectural/engineering design, and award of contract for construction. A suggested timeline for these actions would be approximately as follows:

Establish committee and develop the educational specification:	FY 2021-2022
Feasibility study and determine site location:	FY 2023
Recommendations to Board of Education, State and local funding approvals:	FY 2024
Design:	FY 2025-2026
Construction:	FY 2027-2028
Occupancy:	2029-2030 School Year

Additional Comments:

Ms. Paugh: Due to the high projected cost of this project and the financial constraints of our county government at this time, it is Crystal [Boal] and my opinion that this recommendation serves no purpose. It would require an exorbitant amount of resources, time and effort for a project plan that can not be executed.

Also see Comment at beginning of this Section.

Note: No cost analysis is provided for this option because the parameters of educational program, inclusion of CTE programming, site, and other factors are unknown pending the work of the recommended committee.

V Southern Middle School/Broad Ford Elementary Project and Related Actions

V.A Southern Middle School/Broad Ford Elementary Project (Former Preliminary Recommendation II.F, 9-10-19):

Recommendation: Pending provision by the Board of County Commissioners of a maximum budget figure for the Garrett County Public Schools capital program:

- a) Develop an educational specification for the Southern Middle/Broad Ford Elementary Project in the first half of calendar 2020 for Board of Education consideration in late summer 2020; and
- b) Engage a third party to develop a feasibility study in the second half of calendar 2020 (FY 2021) that will outline options for the scope, size, cost and schedule of the project.

The third party will work within the educational specification parameters approved by the Board of Education and the budget parameters established jointly with the Board of County Commissioners. The feasibility study should provide information on options to the Board of Education by December 2020.

Additional Comments and Suggestions:

The educational specification should be developed by a committee appointed by the Board and consisting at a minimum of educators, administrators, educational specialists, central office instructional and operations staff, and members of the community.

It is estimated that the feasibility study will cost in the range of \$100,000 to \$140,000. This figure is based on discussion with school system facility planners who have undertaken feasibility studies of similar complexity, e.g. Dorchester County Public Schools and Wicomico County Public Schools.

The Committee suggests that the feasibility study group, working within the budget parameters provided by the Board of County Commissioners, should consider at a minimum the following options:

1. Retain both buildings, and undertake the scope of renovation work outlined by the Department of Facilities in February 2018 (revised and updated as required).
2. Retain and renovate the Southern Middle School facility, and expand it to house the combined, but separate, populations of both schools; demolition of the existing Broad Ford Elementary School will follow occupancy of the renovated and expanded facility. A range of renovation options should be considered, including the partial renovation scope identified by the Department of Facilities in February 2018 and the full renovation design previously developed by the Board, both revised and updated as required.
3. Replace both facilities in a single facility on the current site or on other Board of Education property.

The educational specification committee or the Board may also recommend other options for consideration. For each option, the Committee suggests that the scope of the work should be defined for the following enrollment options at a minimum (based on the approved September 30, 2020 student enrollments):

- a. Projection of the student enrollments of Southern Middle School and Broad Ford Elementary School, without modification by redistricting or grade band reconfiguration;
- b. Enrollment projections for both schools if the Board reassigns students from southern area schools to northern area schools, without grade band reconfiguration;

- c. Enrollment projections for both schools if the Board reassigns 8th grade students to Southern High School and 5th grade students in the southern area elementary schools to Southern Middle School, without redistricting; and
- d. Enrollment projections for both schools if the Board both redistricts students from southern area schools to northern area schools, and reassigns students in accordance with the grade band changes described in option c. above.

The feasibility study should take account of the improvements made in recent years to the Southern Middle School facility, and of the prior design for renovation of the facility.

Action:

Motion: To approve Recommendation V.A (former Preliminary Recommendation II.F)

Date of Action: November 13, 2019

Vote:

In favor: 10

- Mr. Browning
- Ms. DeVore
- Mr. Kaufman
- Ms. Miller
- Mr. Null
- Ms. Rodeheaver
- Dr. Sorber
- Mr. Swift
- Mr. Wesolowski
- Mr. Yoder

Opposed: 2

- Ms. Boal
- Ms. Paugh

Decision: Motion approved.

Discussion: See the Special Considerations Section for a complete discussion on this project.

Additional Comments:

Ms. Paugh: Until funding sources increase there is no need to move forward with this recommendation. Our county government can not afford to support this project and a large amount or number of resources would be wasted on fulfilling this recommendation. Crystal [Boal] and I would like to make it clear we opposed this recommendation as it could result in school closings, consolidation, redistricting and grade banding. After doing some due diligence on other pre-k through 8th grade models, we found the average student population was about 500 students total enrollment and students of all ages intermingled throughout the day. We found no models that represent a school with enrollment of over 1000 students. We need to protect our students and keep them within the age range.

Estimated Cost, Renovation/Addition Option	Project Development	Construction	Total
State:	NA	\$12,037,000	\$12,037,000
Local:	\$4,617,000	\$14,126,000	\$18,743,000

Total: \$4,617,000 \$26,163,000 \$30,780,000

Basis of Cost: Partial renovation based on Facilities Department costs, with new construction at \$329.00/sf (FY 2021 escalated forward)

Suggested Implementation Schedule: Educational Specification: Late FY 2020
Feasibility Study/Planning: Early FY 2021
Board of Education decision on scope and budget: Early 2021
Design: FY 2023, FY 2024
Construction: FY 2025, FY 2025
Occupancy: FY 2026

The following four actions (V.B, V.C.a, V.C.b, and V.D) were approved in a single vote:

V.B Redistricting and/or Grade Reconfiguration (Former Preliminary Recommendation I, 9-10-19):

Recommendation: Defer action on redistricting and/or grade reconfiguration until the Board decision in early 2021 on the scope, size, cost and schedule of the Southern Middle/Broad Ford Elementary Project. See Exhibit 1.

Action: See below

Discussion: Figure 6 and Map 2 show that there is an imbalance in the utilization of schools in Garrett County, with available capacity in the northern area elementary schools and a number of the schools in the southern area at or approaching over-capacity. Redistricting has merit to be considered, since it would better balance utilizations between the southern area and northern area schools and would relieve over-crowding at three southern area elementary schools. Grade band re-configuration should also be considered, because it will take advantage of under-utilized capacity at Southern High School.

However, the SFC recognizes that neither redistricting nor grade reconfiguration should ever be undertaken without consideration of the effects they will have on educational programs and on the quality of student and family life. Few actions by a board of education have more impact on the patterns of daily life, on the social life of children, and on their development than reassigning students to a new school. The SFC heard the concerns of many parents and community members; many of these expressed distress at the prospect of seeing their children reassigned from their current school, or the school that they expect them to attend later in their public school career.

Redistricting and grade band reconfiguration, or a combination of these approaches, may be undertaken by school systems for a variety of reasons: to ensure equity in the delivery of educational programs, to reduce over-crowding by utilizing available capacity, to address racial or social disparities within the school system, to improve the efficiency of operations, or to provide the enrollment when a new school opens. Examples of each of these may be found within Maryland's school systems. When a school system undertakes either redistricting or grade reconfiguration, the positive effects should be highlighted and efforts should be made to use a portion of the savings to mitigate the negative effects as much as possible. As an example, if the longest ride times for some students were to increase beyond tolerable limits due to redistricting, the addition of a new bus route could be considered as a way to resolve the problem.

Redistricting Scenarios

Studies conducted by EFP in collaboration with the GCPD Department of Transportation have developed two redistricting scenarios that would utilize available capacity in the northern area elementary schools in order to balance enrollments and relieve over-crowding in the southern area elementary schools, without grade band reconfiguration or the construction of additions.

The SFC does not endorse or recommend these scenarios; they were developed as models with the sole intention of testing the feasibility of the concept. While the studies show that the redistrictings described below are feasible, precise new attendance areas are not proposed by the SFC. Rather, if the concept is approved by the Board of Education in conjunction with the feasibility study for the Southern Middle/Broad Ford Elementary Project, the Director of Transportation will identify the exact areas to be brought forward for approval by the Board and the community.

- Scenario 1 would involve redistricting approximately 67 students from the southern area elementary schools to the northern area elementary schools. This simple reassignment would not involve reassignments among either the northern or the southern schools. While this approach will provide greater relief to Broad Ford Elementary School, it will not relieve over-crowding at Crellin Elementary or Yough Glades Elementary, and was therefore not studied further.
- Scenario 2 would involve the above redistricting from south to north, but in addition would involve some redistricting among the southern area schools to take advantage of the new capacity generated by reassigning students to the north, and very modest reassignments in the north to balance enrollments. Additional capacity would remain in the north for further redistricting, if needed.

Scenario 2 will reduce the maximum utilization of the school that is projected to be most over-crowded, Crellin Elementary School, from 119.8% in 2023 to 102.2%, a reduction of 17.6%. While 102% still represents over-crowding, it is a level of utilization that most school administrators find acceptable. To achieve further reductions in utilization at Crellin Elementary will require some of the interventions that are outlined under “Future Actions” in this section.

This Scenario 2 result can be achieved without grade band reconfiguration and without additions to any of the receiving schools. The redistrictings studied in this model include:

- a. Reassign approximately 60 students from Broad Ford Elementary School to Accident Elementary School, and approximately 7 students from Broad Ford Elementary School to Grantsville Elementary School.
- b. Reassign approximately:
 - i. 20 students from Yough Glades Elementary School to Broad Ford Elementary School;
 - ii. 24 students from Crellin Elementary School to Broad Ford Elementary School;
 - iii. 9 students from Accident Elementary to Grantsville Elementary School

In order to maintain the alignment of elementary, middle, and high school attendance areas, these redistrictings of elementary school students would be accompanied by the following secondary school reassignments:

- c. Reassign approximately 35 students from Southern Middle School to Northern Middle School.
- d. Reassign approximately 54 students from Southern High School to Northern High School.

The changes outlined here will result in the following approximate adjustments in utilization of the schools.

Table 9. Impact of Redistricting Scenario 2 on School Utilization³³

School	SRC (revised Spring 2019)	2018-2019		2023-2024 School Year Without Redistricting		2023-2024 School Year With Scenario 2 Redistricting	
		Actual PK-12 Enroll- ment (FTE)	% Utiliza- tion	Projected PK-12 Enroll- ment (FTE)	% Utiliza- tion	Projected PK-12 Enroll- ment (FTE)	% Utiliza- tion
Accident ES	327	259	79.2%	274	83.8%	325	99.4%
Broad Ford ES	506	566	111.9%	513	101.5%	490	96.8%
Crellin ES	137	143	104.4%	164	119.8%	140	102.2%
Friendsville ES	294	147	50.0%	137	46.5%	137	46.6%
Grantsville ES	294	191	65.0%	227	77.3%	243	82.7%
Route 40 ES	190	129	67.9%	139	73.3%	139	73.2%
Swan Meadow School	91	50	72.5%	60	65.9%	60	65.9%
Yough Glades ES	334	323	96.7%	336	100.5%	316	94.6%
Northern MS	742	349	47.0%	337	45.4%	372	50.1%
Southern MS	828	531	64.1%	469	56.7%	434	52.4%
Northern Garrett HS	903	439	48.6%	481	53.3%	535	59.2%
Southern Garrett HS	1450	715	49.3%	695	47.9%	624	44.2%
Totals	6,096	3,842	63.0%	3,833	62.9%	3,833	62.9%

This redistricting option does require exchanges of students both in and out of the attendance areas for Broad Ford and Accident Elementary schools. This is necessary to meet capacity criteria and to avoid unreasonable transportation assignments. It should be noted that if the proposed reassignments are combined with grade band re-configuration, the 2023 utilization figures for many schools will

³³ The State Rated Capacity for the Swan Meadow School is unresolved at this writing. Although GCPS has reported that the SRC was recalculated at 91 in April 2019, it is currently shown as 69 in the IAC Facilities Inventory Database. The projected 2023 and 2028 enrollments for Swan Meadow School are based on the current 2019-2020 enrollment, as of November 2019.

improve. This situation is further discussed in relation to the Southern Middle/Broad Ford Elementary School Project in the “Special Considerations” section and in Recommendation V.A.

These reassignments are modelled to go into effect prior to the 2024-2025 school year, the year that the Southern Middle/Broad Ford Elementary Project begins construction. However, preliminary decisions would need to be made following the February 2021 Board of Education decision on the scope of the Southern Middle/Broad Ford Elementary Project in order to define the scope of work that will be undertaken by the architectural/engineering team for the project.

Estimated Costs of Redistricting and/or Grade Band Reconfiguration:

It is not expected that the changes in student assignments outlined in Scenario 2 will require additional transportation staffing. Changes to bus routes will be required, but within the currently anticipated transportation budget. However, if the student reassignments are phased, there may be a need for double bus routes in some situations, resulting in higher costs until the full redistricting is complete. Also, as noted above, additional routes may be needed to prevent bus ride times from becoming excessively long for some students; this can only be determined when the actual student assignments are confirmed.

Minor renovations may be required in some spaces at the receiving schools to accommodate the additional students that result from redistricting under Scenario 2. These spaces would be identified following Board approval of the redistricting actions, and at that time the renovation costs would be estimated. Some of the costs may be eligible for funding under the State of Maryland Aging Schools Program (ASP) or may be carried out in conjunction with other capital projects that are outlined in this report.

Scenario 2 does not involve grade band reconfiguration. If the Board of Education does undertake grade band reconfiguration in the southern area schools, involving reassigning 8th grade to Southern High School and 5th grade from the elementary schools to Southern Middle School, then some renovation work will be required at Southern High School to make classrooms ready and to ensure the separation of the 8th graders from the older students. No estimate has been developed at this time for these modifications to the high school.

Future Actions:

Since enrollments tend to fluctuate and are unpredictable, the Committee recommends that the Board re-examine the enrollments and the school utilizations annually. For major projects (renovations, replacement schools, additions) the State will require justification of the projected enrollments as conditions for approval of planning and funding, and the projected 7th year enrollments will affect the total amount of State funding that is approved.

If future enrollments indicate that over-crowding will occur in some schools, the following actions may be considered:

- a. Further redistrict from elementary schools in the southern area to elementary schools in the northern area (with potential redistricting among the schools in the south and north to balance enrollments, including use of excess capacity at Friendsville Elementary School);
- b. Examine the out-of-area transfer policy (which partially accounts for the over-crowding at Crellin Elementary School); and/or
- c. Build additions for capacity at Crellin Elementary School, in addition to the additions for programmatic purposes that may be carried out under Recommendation V.C.b.1.

Relation to Southern Middle School/Broad Ford Elementary School Project (V.A)

Redistricting Scenario 2 will reduce the combined total enrollment of Southern Middle School and Broad Ford Elementary by approximately 58 students in the 2023-2024 school year. This reduction will in turn reduce the needed size and capacity of the proposed Southern Middle/Broad Ford Elementary renovation/addition project described in Recommendation V.A.

Other combinations of redistricting and grade band re-configuration are possible, resulting in even further reductions in the size of the proposed facility. For example, the least-cost option for the Southern Middle/Broad Ford Elementary School renovation/addition project shown in Table 4 calls for utilizing available capacity at Southern High School to establish an 8th grade academy, and reassignment of 5th graders from the elementary schools to Southern Middle School. In combination, these actions would reduce the total enrollment of the Southern Middle/Broad Ford Elementary Project by up to 140 students, representing a very substantial reduction in size and therefore cost of the facility. This financial benefit must be weighed against the educational and community impacts of such a major change of the grade band configuration.

V.C Capital Projects

The potential to carry out the following project categories depends on space becoming available in the southern area elementary schools, which in turn will depend on the decisions on redistricting and/or grade band reconfiguration that the Board will make to establish the scope of the Southern Middle/Broad Ford Elementary Project. According to the timeline suggested by the SFC, this decision will take place in early 2021, after completion of the educational specification and the feasibility study. The SFC therefore recommends deferral of these items until that decision is taken.

V.C.a Head Start

Recommendation: Defer action on relocating Head Start from the Dennett Road facility to the southern area elementary schools until a decision is made in early 2021 on redistricting and/or grade reconfiguration in relation to the scope of the Southern Middle/Broad Ford Elementary Project. See Exhibit 1.

At that time, in consultation with principals and staff, determine the needs at specific schools, and undertake projects funded through a combination of State and local grant funds (e.g. Community Action Committee access to Head Start monies).

Action: See below

Discussion: The Head Start program has been reported to be effective in preparing children for entry into kindergarten. It is particularly beneficial for children from disadvantaged backgrounds, and is found to work best when the program is co-located in the school that the children will eventually attend as students, allowing coordination among instructors and facilitating the child's transition into the classroom environment.

This program will relocate Head Start from the Dennett Road facility to elementary schools in the southern region where the program is now lacking, largely involving renovation of existing spaces. The number of spaces needed and their sizes are based on information provided by the Garrett County Community Action Committee (CAC). The specific sequence of Head Start projects will be based both on community needs and the availability of existing space in the schools. As with other facility

decisions, the involvement of the principals and staff are essential in determining the programs that are appropriate in each school as well as the spaces they should occupy.

The relocation of the Head Start program to the schools, which has merit on its own account, will also free space in the Dennett Road facility, which can be considered as one potential site for relocation of the Board of Education offices.

The Head Start program will be funded solely from local sources, which may include contributions by the Head Start program (although there is precedent for the State to fund Head Start projects under the community use provisions of the Public School Construction Program, with the local contribution from a non-profit organization rather than the local government). The double set of figures below for individual classroom costs reflects the different sizes of the required spaces: according to CAC, Head Start classrooms will require 780 net square feet of space and Early Head Start classrooms will require 525 net square feet.

As noted, the relocation of the Head Start program to any elementary school should only be made with the full participation of the principal and staff of the receiving school. In some situations, other priorities for the use of space may take precedence, for example the restoration of academic programs in spaces that were converted to regular classroom use when enrollments increased due to school closures in the early 2010s.

Estimated Cost:	Project Development	Construction	Total
Per Classroom:			
State:	NA	NA	NA
Local:	\$7,000/\$10,000	\$40,000/\$58,000	\$47,000/\$68,000
Total:	\$7,000/\$10,000	\$40,000/\$58,000	\$47,000/\$68,000
Program:			
State:	NA	NA	NA
Local:	\$90,000	\$521,000	\$611,000
Total:	\$90,000	\$521,000	\$611,000

Basis of Cost: Modest renovation, including some mechanical and plumbing work; \$50/sf

Suggested Implementation Schedule: 1 to 2 classrooms/year, 9 classrooms total (six Head Start classrooms, three Early Head Start classrooms), schedule TBD pending Board decision.

V.C.b Schools with Multiple Educational Space and Building Deficiencies

Recommendation: Defer decisions on the scope of projects for Crellin Elementary School and the Swan Meadow School until a decision is made in early 2021 on redistricting and/or grade reconfiguration in relation to the scope of the Southern Middle/Broad Ford Elementary Project. See “Special Considerations” section and Exhibit 1.

Action: See below

Discussion: Through analysis of the educational adequacy of the instructional facilities in the school system, it was found that Crellin Elementary School and Swan Meadow School have exceptionally large numbers of deficiencies in their instructional and support spaces. Moreover, each of these

schools has a number of building system deficiencies. The small size of both schools allows deficiencies to be accommodated that would be major hindrances in a larger school. Nevertheless, under a view that equity in instructional quality requires equity in supporting factors, including facilities, then both of these facilities require attention.

However, the funding decisions that will support the capital program will also have a bearing on Crellin and Swan Meadow, which must be included with other schools in any discussion about possible school closures. The SFC therefore recommends that decisions on both schools should be deferred until the major decision on the Southern Middle/Broad Ford Elementary Project is made. The SFC timeline (Exhibit 1) suggests that this decision should be taken in early 2021.

- V.C.b.1 Crellin Elementary:** Crellin Elementary lacks programmatic space for Prekindergarten, Music and Art, and Special Education. The addition of a gymnasium would improve the scheduling of the cafeteria and would provide a needed community asset. Projects to correct the multiple system deficiencies can be undertaken while investigating the scope of additions for programmatic and capacity purposes. Classroom additions at this school could relieve future overcrowding at this school and at nearby schools in Oakland, if relief is not achieved through the redistricting outlined in Recommendation V.B. Pending construction of permanent instructional space, four relocatable classroom units that will not be needed at Broad Ford Elementary School can be used to replace the two deficient relocatable classrooms at Crellin and add two additional program spaces.

Renovations and Relocatable Classrooms

Estimated Cost:	Project Development	Construction	Total
State:	NA	\$276,000	\$276,000
Local:	\$130,000	\$600,000	\$730,000
Total:	\$130,000	\$876,000	\$1,006,000

Basis of Cost:

Annual allocation of \$100,000 in construction value (FY 2020, escalated forward), plus allocation for movement and installation of relocatable classrooms.

Implementation Schedule: FY 2022-2026

Additions for Programmatic Purposes

Estimated Cost:	Project Development	Construction	Total
State:	NA	\$1,033,000	\$1,033,000
Local:	\$383,000	\$1,136,000	\$1,519,000
Total:	\$383,000	\$2,169,000	\$2,552,000

Basis of Cost:

State cost of construction, escalated forward, for approximately 4,100 gross square feet of new area.

Suggested Implementation Schedule: TBD pending Board decision re: SM/BFES

- V.C.b.2 Swan Meadow School.** The “Special Considerations” section provides a full description of the Swan Meadow School situation. While the educational space and building

system deficiencies at the school are apparent, the Board must also consider the larger instructional and operational questions that are associated with this unique school before making significant capital investments. The high per-student cost to educate students at this school, combined with the on-going concerns about meeting the State middle school requirements, would suggest that closure would improve the overall operational efficiency of the school system and improve the educational opportunities for the students at the school.

However, these decisions depend on the redistricting/grade band reconfiguration options that will be discussed as part of the Southern Middle/Broad Ford Elementary Project.

Additional Comments:

Ms. Paugh: Although these buildings show multiple educational space and building deficiencies from the outline of the adequacy matrix in an earlier report, Crystal [Boal] and I feel they were not given a true educational value of how these schools actually use their facilities. They may not have a traditional space layout but they do execute in a highly creative and innovative environment in which encourage [sic] the love of learning. We feel need GCPS need[s] to think outside the box and meet the needs of our students. Closures of either one of the schools would be detrimental to these communities and would more than likely lead to a higher rate of home schooling or alternative educational opportunities. There is incorrect information and discrepancies under the Swan Meadow report. Information needs to be correct and current before decisions are made.

V.D Relocate Board of Education Office (Former Preliminary Recommendation III, 9-10-19):

Recommendation. Defer decisions on the relocation of the Board of Education offices until a decision is made in early 2021 on redistricting and/or grade reconfiguration in relation to the scope of the Southern Middle/Broad Ford Elementary Project. See Exhibit 1.

Depending on the decisions taken, the Board of Education could consider relocation of the Board offices to one of several possible locations: the Dennett Road facility after Head Start has been relocated to the elementary schools (Recommendation V.C.a), available space at Southern High School or a school in the northern region, Garrett College, or another location to be determined. The operational and financial implications of each relocation option, and its impact on the community, will need to be studied thoroughly to inform the decision.

Action: See below.

Discussion. The Board of Education currently occupies office space in a County-owned building in downtown Oakland under a triple-net lease agreement. While there is no lease payment, the Board is reported to spend approximately \$67,000 per year on utilities, maintenance, and custodial services. In addition, the Board will be responsible for pending capital improvements at the facility, including replacement of the fire alarm system and of the roof.

As a component of the decisions that will be taken with respect to the Southern Middle/Broad Ford Elementary Project, the SFC recommends that the Board of Education consider relocating the Board office to another location owned by the Board or another public entity when the lease comes due for renewal. The goal of relocation is to reduce the operating cost while avoiding the capital expenses by occupying a facility that is already owned by the Board of Education or in public ownership. It is estimated that at current interest rates, an annual revenue stream of \$67,000 can support approximately \$1 million in 30-year general obligation debt. This would assist in funding a number of the smaller projects. While this does not represent an enormous funding source, there may be other

advantages to the relocation. The reduction of square footage for which the Board is responsible would also send a positive message to the community about efforts to cut expenses. There may be other operational efficiencies as well: for example, it has been stated that relocating the Board Office to Dennett Road would improve the efficiency of communication and meetings by co-locating related Board functions under one roof.

Modifications to the receiving facilities would likely be needed to provide a meeting space for the Board as well as offices for the Superintendent and central office staff. The benefits or detriments of each locational option would need to be evaluated from both a cost basis as well as from an operational viewpoint.

Estimated Cost:	Project Development	Construction	Total
State:	NA	NA	NA
Local:	\$5,000	\$100,000	\$105,000
Total:	\$5,000	\$100,000	\$105,000

Basis of Cost: Facilities Department proposed maximum budget for capital improvements.

Suggested Implementation Schedule: TBD pending Board decision

Combined Action: Recommendations V.B, V.C.a, V.C.b, and V.D.

Motion: To approve Recommendations V.B, V.C.a, V.C.b, and V.D. (former Preliminary Recommendations I, II.C, II.G, and III, respectively).

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved.

V.E. Dennett Road Facility (New Recommendation).

Recommendation: The Board should give consideration to re-opening the Dennett Road facility as an elementary school in order to reduce over-crowding in the southern area elementary schools and potentially make space available for Head Start programs in these schools.

Action:

Motion: To approve Recommendation V.E (New Recommendation)

Date of Action: November 13, 2019

Vote:

In favor: 9

- Ms. Boal
- Mr. Browning
- Mr. Kaufman
- Ms. Miller
- Mr. Null
- Ms. Paugh
- Ms. Rodeheaver
- Dr. Sorber
- Mr. Yoder

Opposed: 3

Ms. DeVore
Mr. Swift
Mr. Wesolowski

Decision: Motion approved

Discussion:

As a component of the reductions in inventory carried out in the early 2010s, the Board of Education closed Dennett Road Elementary School and converted the facility into a combined central office building and location for the Head Start program in the southern region. The latter decision was mandated in part because of the increased enrollments at Broad Ford Elementary and Yough Glades Elementary Schools due to the closure of Bloomington Elementary and Kitzmiller Elementary Schools. Central office functions currently housed at the Dennett Road facility include Maintenance, Information Technologies, and Food and Nutrition Services.

At the community listening sessions in May and the community feedback sessions in September, a number of community members suggested that the Dennett Road facility should be re-opened as an elementary school. This action would provide capacity to relieve current and projected over-utilization at the southern area elementary schools, and would free up space so that a Head Start program could be located in those schools and spaces that were converted to classrooms could be restored to their original function as Music and Art rooms.

However, it would be necessary for the Board to consider a number of factors before re-opening the Dennett Road facility as an elementary school:

- The central office functions that currently occupy the building will need to be re-located. If they are relocated into available space in school buildings, some renovation work will be required at those schools. In addition, these functions now gain efficiencies by being co-located; this advantage would likely disappear if they were dispersed among a number of locations.
- Some capital investment will be needed at the Dennett Road facility to make it suitable for an elementary school instructional program. This capital investment would draw funds away from improvements that are needed at the current schools in the system.
- The Board should consider the impact of adding additional instructional space when there is already a significant amount of unused elementary school capacity which could be accessed through redistricting to relieve over-crowding.
- The Board would also need to consider the impact on the operating budget of opening a new school administrative unit.

Additional Comments:

Ms. DeVore - This recommendation is not feasible and cost prohibitive.

Ms. Paugh – This facility has been renovated multiple times since its closure and has added several Head Start Classrooms. A significant financial investment has been made in this building. Not only would it alleviate overcrowding within our southern elementary schools but it would allow Head Start to be implemented into other elementary schools, which in turn provides additional funding sources.

Note: No costs are provided for this option because it was introduced late in the process and implementation would involve multiple considerations, including renovations at Dennett Road and the costs to relocate existing central office functions from Dennett Road to one or more new facilities which would likely require renovation.

VI. Funding Recommendations (Former Preliminary Recommendations “Funding Recommendations,” 9-10-19):

The following five actions (VI.1, VI.2, VI.3, VI.4, and VI.5) were approved in a single vote:

VI.1 Adjust The State-Local Capital Funding Formula.

Recommendation: Work with the Garrett County delegation to adjust the State-local cost share formula as defined in COMAR 14.36.02.05 (former 23.03.02.05), taking into account the unusual expenditures of the County government that result from its climate, its location and terrain, and its management of one of Maryland’s most important recreation resources, Deep Creek Lake.

Action: See below.

Discussion: The State of Maryland currently participates in 50% of eligible construction costs for capital projects in Garrett County Public Schools. The formula that establishes the State and local shares for capital projects is based on each school system’s share of the Foundation program and considers the system’s share of the guaranteed tax program as well as these factors: the free and reduced price meal student population, the One Maryland status of the jurisdiction, student enrollment growth (if any), and local effort toward school construction (measured by outstanding bond debt and operating budget expenditures) (COMAR 14.39.02.05; former 23.02.03.05).

In the case of Garrett County, the single largest factor that supports the 50% share is the value of real property, which is driven by the value of the county as a site for recreation resorts and retirement homes rather than by employment-creating industries or services. The regulatory formula does not take account of unique circumstances that might increase the operational costs of a school system above normal. In the case of Garrett County, these factors affect transportation and include the geographic size of the county and the dispersal of school facilities at considerable distances, especially in the north; the terrain, where mountainous ridges and deep valleys interrupt the continuity of the road system and create numerous cul-de-sac situations; and the climate, which creates very difficult road conditions under some weather patterns. The climate may also be responsible for higher-than-normal heating costs for the schools, although these may be offset by the fewer number of degree days that require air conditioning.

The Board should analyze the costs of operations in Garrett County and compare them to both statewide averages, the averages for other rural school systems, and the averages for the other school systems in Mountain Maryland. Based on this information, the Board, the Commissioners, and the delegation should work with organizations such as the Maryland Association of Counties (MACo), the Maryland Association of Boards of Education (MABE), and the Public School Superintendents Association of Maryland (PSSAM) to adjust the cost formula to account for school systems that face unique challenges.

V.2 Relocate the Board of Education Offices :

Recommendation: See Recommendation V.D above.

Action: See below.

Discussion: Avoidance of the annual maintenance and operations cost is expected to generate over \$1 million in capital debt capacity. Occupying available space in a school or other Board-owned facility that is already under occupancy may allow the Board to substantially reduce its annual obligation, and any capital projects that are needed will already be subsumed in the capital budget for that facility. Some additional improvements will likely be needed to accommodate the Board meeting space and other Board functions.

However, as noted under Recommendation V.D above, this action should not be taken until decisions have been made on redistricting and/or grade reconfiguration.

V.3 *Investigate Methods to Increase Local Funding for School Construction Projects:*

Recommendation: Based on the feasibility study for the Southern Middle/Broad Ford Elementary Project, discussion in late 2020 and early 2021 should proceed on a range of methods to increase the local contribution to school construction.

Action: See below.

Discussion: The two most significant methods consist of property taxes and savings generated by operational efficiencies. These issues are discussed more fully in the Funding Sources section of this report.

V.4 *Identify Joint Board/County Functions.*

Recommendation: Identify functions that could be conducted jointly in order to improve efficiency and reduce operating costs. Currently, information technologies (IT) are shared between the Board and the County. Additional possibilities might include finance and personnel services.

Action: See below.

Discussion: This option may generate small amounts of savings that can support capital debt for construction projects. However, since improved efficiency is a worthy goal for any organization, the effort to streamline functions should be undertaken for its own sake. The Single High School/CTE Programs subcommittee of the SFC notes one school district that has joined county forces to complete the payroll and accounting services to several agencies.

V.5 *Identify Joint Users of Available School Spaces.*

Recommendation: Collaborate to identify functions that can occupy under-utilized spaces in the northern elementary schools and in Southern High School in order to share operating expenses and capital improvements that benefit both parties, and to reduce the State Rated Capacity of the schools.

Action: See below.

Discussion: Partners in these arrangements can help to defray operating expenses and can also participate in funding capital improvements that benefit both parties. Since the location of many schools is central to neighborhoods and communities, placing social services in these schools also makes them more accessible to the community. Opportunities may also become

available for members of the community or of organizations to mentor students, or for students to expand their education by participating in community programs and events.

Partners who occupy spaces in school may also improve the overall utilization. Per COMAR 14.39.02.04.F (former 23.03.02.04.F), spaces used jointly under a memorandum of understanding or other formal agreement, or that are used exclusively by a government agency or a nonprofit, are not counted in the calculation of State Rated Capacity (SRC). Consequently, such arrangements will improve the overall utilization of the schools and enhance the ability of Garrett County Public Schools to access State funding for capital projects.

Combined Action: Recommendations VI.1, VI.2, VI.3, VI.4, and VI.5.

Motion: To approve Recommendations VI.1, VI.2, VI.3, VI.4, and VI.5 (former Preliminary Recommendations "Funding Recommendations").

Date of Action: November 13, 2019

Vote: Unanimous in favor

Decision: Motion approved

FUNDING SOURCES

The entire capital program outlined in this report is estimated to cost approximately \$50.6 million, with an anticipated participation by the State at \$19.7 million and by the County government at \$30.9 million. These are estimates for planning purposes only, and as noted in Supplement 2, there are many factors that could change the costs as well as the proportion of State and local contributions. The majority of projects are relatively small and will allow a fine-tuned adjustment of the annual capital improvement programs to meet budget limits.

The largest single project is the Southern Middle/Broad Ford Elementary School Project, with a total estimated cost for the renovation/addition option ranging from approximately \$30.8 million to \$38.6 million. The total project cost above is based on the Option 5 scope for the Southern Middle / Broad Ford Elementary project, with an approximate student enrollment of 843 generated through the Scenario 2 redistricting in combination with grade band reconfiguration to use available capacity at Southern High School. Other options for this project, from targeted system upgrades and partial renovations, to complete replacement of both facilities and with varying enrollments, will cover an even greater range. The total size of the facility is based on the 2023-2024 enrollment projections. Should these enrollment projections change, the school may need to be either larger or smaller. As noted under Recommendation V.A, the cost to partially renovate both schools is estimated at approximately \$44 million (if constructed in mid-2024).

State

The State of Maryland has three funding programs that are applicable to public school capital projects in Garrett County. All funds are generated from the sale of tax-exempt General Obligation bonds, a condition that carries with it certain limitations in the use of the proceeds and the timeframe in which the funds must be used.

- Capital Improvement Program (CIP): This program funds major capital projects, including new and replacement schools, full renovations, partial and limited renovations, and systemic renovations which replace or upgrade single building systems. State funds cover eligible costs only, based on a formula that generates the State and local percentages for each school system and is currently adjusted every three years. Garrett County Public Schools State-local share is 50% of eligible project costs. The local government is responsible for the local share of eligible costs and for all non-eligible costs, which include project development costs, construction contingency, and furniture, furnishings and equipment (FF&E). Major projects require separate IAC approvals of planning and funding; simpler projects, including systemic renovations, require only funding approval.

Currently, projects in the CIP are evaluated on a per-project basis, with no pre-set funding limit for each LEA. Because the annual requests by Garrett County Public Schools have been relatively low or even absent since the completion of Northern Middle School in 2009, it is likely that a renewed capital program will be viewed favorably by the Interagency Commission on School Construction, the body which evaluates and approves funding applications. It is anticipated that the annual statewide allocation of funds for the CIP will exceed \$400 million in future years.

An Assessment and Funding Workgroup established under House Bill 1783 is now meeting to develop recommendations on how State school construction funds will be distributed in the future. One possibility under discussion is that some portion of the State funds will be distributed based on a statewide ranking of schools. The ranking order will be established through a point system that will include both building condition and educational adequacy. The

building condition index will be developed through a facilities condition assessment (FCA) that is likely to begin in late 2019 or early 2020. The educational adequacy will be based on the Maryland Public School Facilities Educational Sufficiency Standards that were approved by the IAC in 2018.³⁴ The position of a school in the rank order, including a school in Garrett County, will be determined once the FCA is complete. The matter of allocation will be taken up by the Workgroup, to be recommended to the IAC.

With so much uncertainty at this time about the future of State funding, school planners and capital budget officers find that it is reasonable to develop their funding expectations based on the current IAC rules and regulations.

- *Ageing Schools Program (ASP)*: A program of relatively small grants that are allocated on a formula basis to each LEA. Garrett County Public Schools is eligible for \$38,292 under this program in FY 2020 (out of a State allocation of \$6,108,990 in new revenues). There is no local match requirement.
- *Safe Schools Grant Program (SSGP)*: A small program recently instituted to allow school systems to implement capital projects, security systems, and staff training to improve school safety and security. Garrett County Public Schools was eligible in FY 2019 for \$47,000 under this program for training and other operational purposes, including facility upgrades (out of a State allocation of \$10 million in new revenues); and for \$200,000 for security upgrades (out of an additional \$10 million in new revenues). A local match is not required.³⁵

Local

Local funds are required as a match for project funding provided by the State through the CIP, for expenses in State-funded projects that are not eligible for State funding (COMAR 23.03.02.12), and for projects that are funded entirely with local funds.

- *Paygo*: Direct payment of capital expenses from the operating budget revenues. This is the least expensive method of funding.
- *Debt*: Issuance of municipal bonds to fund capital projects. Bond issuances may be consolidated with those of other jurisdictions to lower transaction costs and achieve improved interest rates. There are two primary revenue sources to support bonds:
 - *Local property taxes*. This is the most common method of supporting debt among public sector organizations.

However, there may be a number of impediments to increasing property taxes in Garrett County at this time. Taxes were recently increased in for the first time in decades, and it may be very difficult to persuade the citizenry that another increase is warranted so quickly after the most recent one. Garrett County is already one of the highest tax districts in the state.

- *Avoided costs that are capitalized as a revenue stream* (as in an energy performance contract, EPC). Although some savings can be achieved through streamlining of operational functions, as in Recommendation V.4 above, the most significant source of savings is likely to come from the closure of schools. The following chart indicates the approximate amounts of capital debt that can be leveraged from the closure of schools of

³⁴ http://www.pscp.state.md.us/Documents/Md. Educ. Sufficiency Standards_Adopted_180531.pdf
³⁵ IAC School Safety Grant Program Administrative Procedures Guide, March 6, 2019.

various sizes. Using the assumptions below, \$1 dollar of savings can be used to leverage approximately \$20 of capital funding. The assumptions are:

- Interest rate: 3% per year
- Term of the debt: 30 years
- Annual cost to operate a school: \$8/sf/year

Table 10. School Area and Debt Leverage

Size of School	Approximate Annual Savings		Approximate Debt Leveraged	
(sf)	\$	/sf/year	\$	/\$1 of savings
10,000	\$ 80,000	/year	\$ 1,600,000	
30,000	\$ 240,000	/year	\$ 4,800,000	
60,000	\$ 480,000	/year	\$ 9,600,000	
90,000	\$ 720,000	/year	\$ 14,400,000	
120,000	\$ 960,000	/year	\$ 19,200,000	

- Local grants: These may include contributions from nonprofit organizations like Head Start, or federal or State grants (outside of the Public School Construction Program, e.g. an environmental grant from the Maryland Department of the Environment).
- Private donations: Contributions by local businesses or private individuals.

CONCLUSION

If adopted by the Board of Education, the recommendations in this report will define both near-term projects in the Capital Improvement Program as well as a process that will lead to informed decision-making regarding the large Southern Middle/Broad Ford Elementary Project and a number of related projects and policy decisions. The suggested timeline in Exhibit 1 shows a decision date in early 2021.

The Committee believes that this set of recommendations is actionable: undertaking the near-term projects in the CIP will provide clear evidence that Garrett County Public Schools acknowledges its facility concerns and is taking action to correct deficiencies, while embracing the longer-term process to investigate the Southern Middle/Broad Ford Elementary Project and its consequences will indicate that the Board intends to address this complex situation in a thoughtful and fully informed manner.

This Plan should provide assurance to the local government that funds allocated for capital projects will be used for improvements in facilities that will be used for many years for instruction and other Board functions. The process proposed by the Strategic Facilities Committee will also address the issue of redistricting, grade band reconfiguration, and potential school closure in an objective and fair manner, placing these difficult decisions within the context of larger objectives: to utilize available school capacity in order to reduce over-crowding and improve the learning environment; to support early childhood instruction and to address the growing problem of disruptive behaviors; to address the unavoidable question regarding the future of the Southern Middle School and Broad Ford Elementary School campus; and to improve the efficiency of school operations.

The result of implementing the Recommendations will be visible improvements to the public school facilities of Garrett County in many dimensions: enhanced security, an improved learning environment, increased attention to early childhood development, and greater efficiency in the maintenance and operation of facilities. With these improvements, much will still remain to be accomplished, but the school system will have delivered a clear message that it cares about the quality of public education and that it has committed to the long-term viability of its facility plant. Implementation of the recommendations will support the principles that have consistently guided the work of the Strategic Facilities Committee, educational excellence and equity of opportunity for all students in the school system.

Exhibit 1

Southern Middle/Broad Ford Elementary Project - Timelines and Decisions

SUGGESTED TIMELINE FOR DECISIONS

Pre-decision research:

Educational Specification (“Educational” in chart)	1 st half 2020 (FY 2020)
Feasibility Study	2 nd half 2020 (FY 2021)

Board of Education Decision: February 2021

Option 1: If decision is made for a major project for Southern Middle and Broad Ford Elementary:

SM/BFES Project timeline (using Renovation/Addition as a model; timeline would vary for other scopes):

Planning – define scope, budget, project parameters	1 st half 2021 (FY 2021)
Request State Planning Approval	October 2021 (FY 2023 CIP)
Design	early 2022 to early 2024
Request State Funding Approval	October 2023 (FY 2025 CIP)
Bid	Spring 2024
Construct	spring/summer 2024 to summer 2025 (occupancy) August 2025 to early 2026 (demolition, final sitework, etc.)

Other decisions that may be made:

Redistricting and/or grade band reconfiguration:	
Preliminary decisions to set project scope and receive community feedback	1 st half 2021
Final decisions, public hearings, etc., per COMAR,	Fall 2023 – Summer 2024 (prior to start of construction)

Related project decisions:

Security Vestibules for Southern Middle and Broad Ford Elementary:	Early 2021
Head Start: As space becomes available through redistricting/grade band reconfiguration	
Crellin Elementary Improvements:	Pending final decisions re: possible school closures
Swan Meadow School Improvements:	Pending final decisions re: possible school closures

Option 2: If decision is made to retain existing Southern Middle and Broad Ford Elementary:

Broad Ford Elementary School:

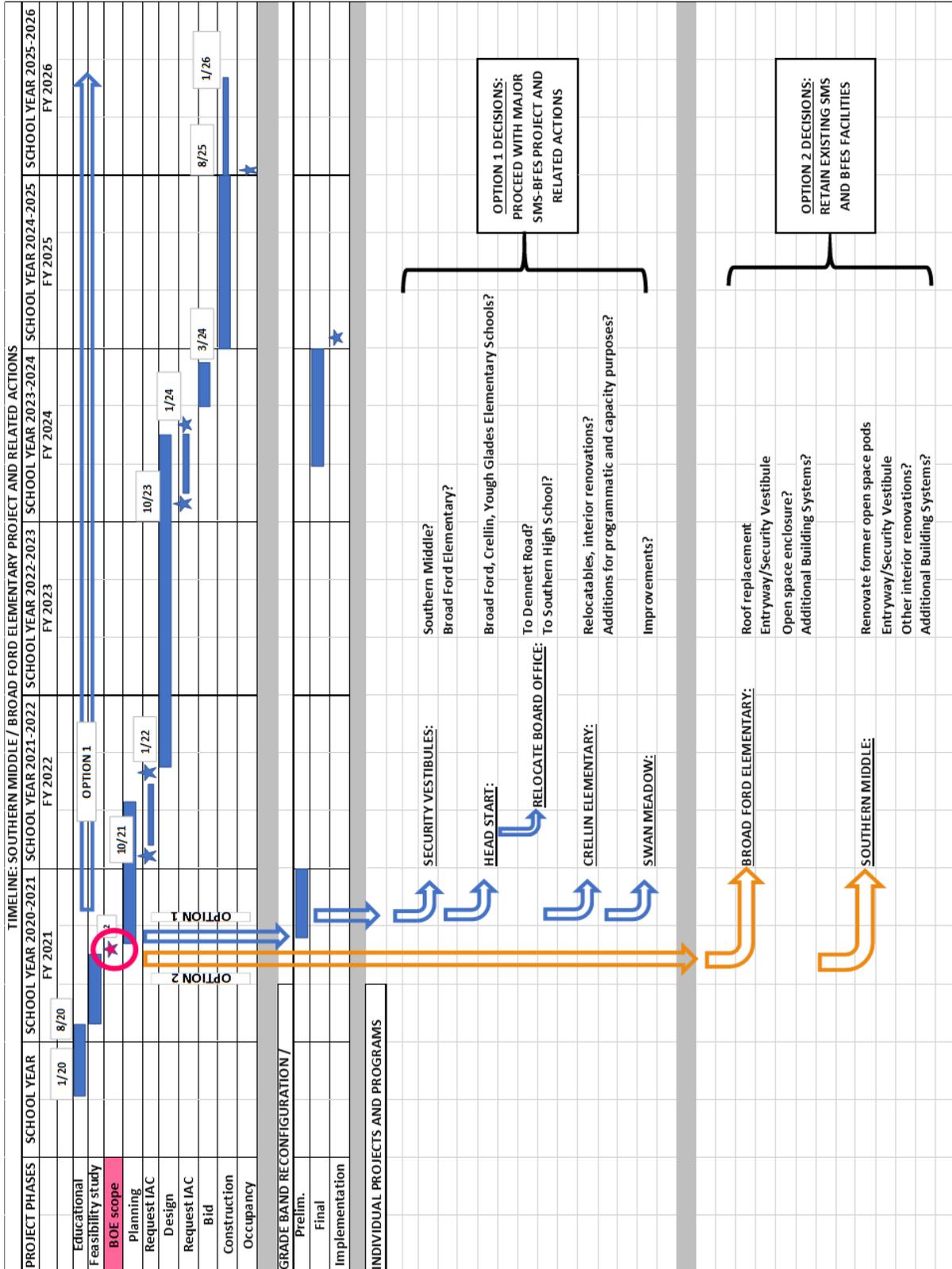
- Roof replacement
- Other needed projects:
 - Entryway/Security Vestibule
 - Relocate administrative area
 - Open space enclosure
 - Additional building systems

Southern Middle School:

- Renovate former open space pods
- Entryway/Security Vestibule
- Relocate administrative area
- Other possible projects:
 - Interior renovations (e.g. disruptive behavior)
 - Additional building systems and exterior

Exhibit 1

Southern Middle/Broad Ford Elementary Project – Suggested Timelines and Decisions



**Exhibit 2, Part 1: FY 2020 – FY 2023
Six-Year Capital Funding Model**

Match Line

GARRETT COUNTY P. S.		SOUTHERN MIDDLE / BROAD FORD ELEMENTARY PROJECT TIMELINE												
FACILITIES STRATEGIC PLAN		SCHOOL YEAR 2019-2020			SCHOOL YEAR 2020-2021			SCHOOL YEAR 2021-2022			SCHOOL YEAR 2022-2023			
PRELIMINARY CAPITAL PLAN:		OPTION 1 TIMELINE												
DRAFT FUNDING SCHEDULE		OPTION 2 TIMELINE												
REVISED: 10/15/2019		OPTION 3 TIMELINE												
EDUCATIONAL SPECIFICATION		[Timeline bars for Educational Specification]												
FEASIBILITY STUDY		[Timeline bars for Feasibility Study]												
BOE SCOPE DECISION		[Timeline bars for BOE Scope Decision]												
PLANNING		[Timeline bars for Planning]												
REQUEST IAC PLAN'S APPROVAL		[Timeline bars for Request IAC Plan's Approval]												
DESIGN		[Timeline bars for Design]												
REQUEST IAC FUND'G APPROVAL		[Timeline bars for Request IAC Fund'g Approval]												
BID		[Timeline bars for Bid]												
CONSTRUCTION		[Timeline bars for Construction]												
OCCUPANCY		[Timeline bars for Occupancy]												
PARTIALLY RENOVATE BOTH SCHOOLS		[Timeline bars for Partially Renovate Both Schools]												
GRADE BAND RECONFIGURATION / REDISTRICTING / SCHOOL CLOSURE		[Timeline bars for Grade Band Reconfiguration / Redistricting / School Closure]												
PRELIM. IDENTIFICATION		[Timeline bars for Prelim. Identification]												
FINAL IDENTIFICATION		[Timeline bars for Final Identification]												
IMPLEMENTATION		[Timeline bars for Implementation]												
PROGRAM FUNDING SCHEDULE		[Timeline bars for Program Funding Schedule]												
ESCALATION FACTOR:		[Escalation Factor values]												
PROGRAM TOTALS		[Program Total values for FY 2020-2023]												
PR.	TITLE	TOTAL	STATE	LOCAL	TOTAL	STATE	LOCAL	TOTAL	STATE	LOCAL	TOTAL	STATE	LOCAL	
OPTION 1: SME-BFES MAJOR PROJECT														
	Southern MS/ Broad Ford ES	Project dev.	\$ 4,617,000	\$ -	\$ 4,617,000	\$ 258,000	\$ -	\$ 258,000	\$ 1,539,000	\$ -	\$ 1,539,000	\$ 892,000	\$ -	\$ 892,000
		Construction	\$ 26,163,000	\$ 12,037,000	\$ 14,126,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
		Total	\$ 30,780,000	\$ 12,037,000	\$ 18,743,000	\$ 258,000	\$ -	\$ 258,000	\$ 1,539,000	\$ -	\$ 1,539,000	\$ 892,000	\$ -	\$ 892,000
ANNUAL PROJECTS														
	Security Vestibules	Project dev.	\$ 153,000	\$ -	\$ 153,000	\$ 75,000	\$ -	\$ 75,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
		Construction	\$ 918,000	\$ 408,000	\$ 510,000	\$ 450,000	\$ 200,000	\$ 250,000	\$ 208,000	\$ 260,000	\$ -	\$ -	\$ -	\$ -
		Total	\$ 1,071,000	\$ 408,000	\$ 663,000	\$ 525,000	\$ 200,000	\$ 325,000	\$ 546,000	\$ 208,000	\$ 338,000	\$ -	\$ -	\$ -
	Head Start	Project dev.	\$ 90,000	\$ -	\$ 90,000	\$ -	\$ -	\$ -	\$ 21,000	\$ -	\$ 21,000	\$ 22,000	\$ -	\$ 22,000
		Construction	\$ 521,000	\$ -	\$ 521,000	\$ -	\$ -	\$ -	\$ 121,000	\$ -	\$ 121,000	\$ 126,000	\$ -	\$ 126,000
		Total	\$ 611,000	\$ -	\$ 611,000	\$ -	\$ -	\$ -	\$ 142,000	\$ -	\$ 142,000	\$ 148,000	\$ -	\$ 148,000
	Building systems	Project dev.	\$ 811,000	\$ -	\$ 811,000	\$ 308,000	\$ -	\$ 308,000	\$ 174,000	\$ -	\$ 174,000	\$ 206,000	\$ -	\$ 206,000
		Construction	\$ 7,295,000	\$ 3,499,000	\$ 3,796,000	\$ 2,774,000	\$ 1,239,000	\$ 1,535,000	\$ 1,562,000	\$ 781,000	\$ 781,000	\$ 1,855,000	\$ 927,000	\$ 928,000
		Total	\$ 8,106,000	\$ 3,499,000	\$ 4,607,000	\$ 3,082,000	\$ 1,239,000	\$ 1,843,000	\$ 1,736,000	\$ 781,000	\$ 955,000	\$ 2,061,000	\$ 927,000	\$ 1,134,000
	Open space conversion	Project dev.	\$ 963,000	\$ -	\$ 963,000	\$ -	\$ -	\$ -	\$ 227,000	\$ -	\$ 227,000	\$ 236,000	\$ -	\$ 236,000
		Construction	\$ 5,457,000	\$ 2,438,000	\$ 3,019,000	\$ -	\$ -	\$ -	\$ 1,285,000	\$ 574,000	\$ 711,000	\$ 1,336,000	\$ 597,000	\$ 739,000
		Total	\$ 6,420,000	\$ 2,438,000	\$ 3,982,000	\$ -	\$ -	\$ -	\$ 1,512,000	\$ 574,000	\$ 938,000	\$ 1,572,000	\$ 597,000	\$ 975,000
OPTION 2: SMS-BFES EXISTING FACILITIES REMAIN														
NOTE: Southern Middle School Entry is carried under Security Vestibule project above														
	Broad Ford Elementary:	Project dev.	\$ 261,000	\$ -	\$ 261,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 261,000	\$ -	\$ 261,000	
		Construction	\$ 2,358,000	\$ 1,179,000	\$ 1,179,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,358,000	\$ 1,179,000	\$ 1,179,000	
		Total	\$ 2,619,000	\$ 1,179,000	\$ 1,440,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,619,000	\$ 1,179,000	\$ 1,440,000	
	Entryway/Sec. vestibule	Project dev.	\$ 16,000	\$ -	\$ 16,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 16,000	\$ -	\$ 16,000	
		Construction	\$ 97,000	\$ 43,000	\$ 54,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 97,000	\$ 43,000	\$ 54,000	
		Total	\$ 113,000	\$ 43,000	\$ 70,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 113,000	\$ 43,000	\$ 70,000	
	Open space enclosure	Project dev.	\$ 1,001,000	\$ -	\$ 1,001,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,001,000	\$ -	\$ 1,001,000	
		Construction	\$ 5,676,000	\$ 2,536,000	\$ 3,140,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 5,676,000	\$ 2,536,000	\$ 3,140,000	
		Total	\$ 6,677,000	\$ 2,536,000	\$ 4,141,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 6,677,000	\$ 2,536,000	\$ 3,140,000	
	Total	Project dev.	\$ 1,278,000	\$ -	\$ 1,278,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,278,000	\$ -	\$ 1,278,000	
		Construction	\$ 8,113,000	\$ 3,718,000	\$ 4,395,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 8,113,000	\$ 3,718,000	\$ 4,395,000	
		Total	\$ 9,391,000	\$ 3,718,000	\$ 5,673,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 9,391,000	\$ 3,718,000	\$ 4,395,000	
OTHER														
	Crellin ES	Project dev.	\$ 130,000	\$ -	\$ 130,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 47,000	\$ -	\$ 47,000	
		Relos./renov	\$ 876,000	\$ 276,000	\$ 600,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 403,000	\$ 65,000	\$ 338,000	
		Total	\$ 1,006,000	\$ 276,000	\$ 730,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 450,000	\$ 65,000	\$ 385,000	
	Crellin ES	Project dev.	\$ 383,000	\$ -	\$ 383,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 191,000	\$ -	\$ 191,000	
		Additions	\$ 2,169,000	\$ 1,033,000	\$ 1,136,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
		Total	\$ 2,552,000	\$ 1,033,000	\$ 1,519,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 191,000	\$ -	\$ 191,000	
	Swan Meadow School	Project dev.	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
		Scope TBD	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
		Construction	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
		Total	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
	Relocate Board Office	Project dev.	\$ 5,000	\$ -	\$ 5,000	\$ -	\$ -	\$ -	\$ 5,000	\$ -	\$ 5,000	\$ -	\$ -	
		Construction	\$ 100,000	\$ -	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 100,000	\$ -	\$ -	
		Total	\$ 105,000	\$ -	\$ 105,000	\$ -	\$ -	\$ -	\$ 5,000	\$ -	\$ 105,000	\$ -	\$ -	
TOTAL, OPTION 1: SMS-BFES MAJOR PROJECT														
		Project dev.	\$ 7,152,000	\$ -	\$ 7,152,000	\$ 641,000	\$ -	\$ 641,000	\$ 2,044,000	\$ -	\$ 2,044,000	\$ 1,594,000	\$ -	\$ 1,594,000
		Construction	\$ 43,499,000	\$ 19,691,000	\$ 23,808,000	\$ 3,224,000	\$ 1,439,000	\$ 1,785,000	\$ 3,536,000	\$ 1,563,000	\$ 1,973,000	\$ 3,720,000	\$ 1,589,000	
		Total	\$ 50,651,000	\$ 19,691,000	\$ 30,960,000	\$ 3,865,000	\$ 1,439,000	\$ 2,426,000	\$ 5,580,000	\$ 1,563,000	\$ 4,017,000	\$ 5,314,000	\$ 1,589,000	
TOTAL, OPTION 2: SMS-BFES EXISTING FACILITIES REMAIN														
		Project dev.	\$ 4,155,000	\$ -	\$ 4,155,000	\$ 641,000	\$ -	\$ 641,000	\$ 505,000	\$ -	\$ 505,000	\$ 1,215,000	\$ -	\$ 1,215,000
		Construction	\$ 26,219,000	\$ 11,788,000	\$ 14,431,000	\$ 3,224,000	\$ 1,439,000	\$ 1,785,000	\$ 3,536,000	\$ 1,563,000	\$ 1,973,000	\$ 7,511,000	\$ 3,408,000	
		Total	\$ 30,374,000	\$ 11,788,000	\$ 18,586,000	\$ 3,865,000	\$ 1,439,000	\$ 2,426,000	\$ 4,041,000	\$ 1,563,000	\$ 2,478,000	\$ 8,726,000	\$ 3,408,000	

**Exhibit 2, Part 2: FY 2023 – FY 2026
Six-Year Capital Funding Model**

Match Line

GARRETT COUNTY P. S. FACILITIES STRATEGIC PLAN PRELIMINARY CAPITAL PLAN: DRAFT FUNDING SCHEDULE REVISED: 10/15/2019		SOUTHERN MIDDLE / BROADFORD ELEMENTARY PROJECT TIMELINE											
		SCHOOL YEAR 2022-2023			SCHOOL YEAR 2023-2024			SCHOOL YEAR 2024-2025			SCHOOL YEAR 2025-2026		
PR.	TITLE	TOTAL	STATE	LOCAL	TOTAL	STATE	LOCAL	TOTAL	STATE	LOCAL	TOTAL	STATE	LOCAL
OPTION 1: SME-BFES MAJOR PROJ													
	Southern MS/ Broad Ford ES	Design \$ 892,000		\$ 892,000	Design/Bid/Construction \$ 528,000		\$ 528,000	Construction to Occupancy \$ 774,000		\$ 774,000	Final Construction (demo, sitework) \$ 626,000		\$ 626,000
		\$ -		\$ -	\$ 2,616,000	\$ 1,203,000	\$ 1,413,000	\$ 15,698,000	\$ 7,223,000	\$ 8,475,000	\$ 7,849,000	\$ 3,611,000	\$ 4,238,000
		\$ 892,000	\$ -	\$ 892,000	\$ 3,144,000	\$ 1,203,000	\$ 1,941,000	\$ 16,472,000	\$ 7,223,000	\$ 9,249,000	\$ 8,475,000	\$ 3,611,000	\$ 4,864,000
ANNUAL PROJECTS													
	Security Vestibules												
	Head Start	2 HS 1 spaces/yr, 9 total \$ 22,000 \$ 126,000 \$ 148,000		\$ 22,000 \$ 126,000 \$ 148,000	2 HS \$ 23,000 \$ 131,000 \$ 154,000		\$ 23,000 \$ 131,000 \$ 154,000	2 EHS \$ 16,000 \$ 94,000 \$ 110,000		\$ 16,000 \$ 94,000 \$ 110,000	1 EHS \$ 8,000 \$ 49,000 \$ 57,000		\$ 8,000 \$ 49,000 \$ 57,000
	Building systems	YG Pavement \$ 206,000 \$ 1,855,000 \$ 2,061,000		\$ 206,000 \$ 927,000 \$ 1,134,000	R40 Boiler \$ 84,000 \$ 752,000 \$ 836,000		\$ 84,000 \$ 376,000 \$ 460,000				GV Electrical \$ 39,000 \$ 352,000 \$ 391,000		\$ 39,000 \$ 176,000 \$ 215,000
	Open space conversion	FV 2 - 2 pods=4 CRs 2 pod/yr., 8 total pods = 16 CRs \$ 1,336,000 \$ 1,572,000		\$ 236,000 \$ 739,000 \$ 975,000	GV 2 - 2 pods=4 CRs \$ 245,000 \$ 1,390,000 \$ 1,635,000		\$ 245,000 \$ 621,000 \$ 866,000	FV 2 - 2 pods=4 CRs \$ 255,000 \$ 1,446,000 \$ 1,701,000		\$ 255,000 \$ 646,000 \$ 901,000			\$ 255,000 \$ 1,055,000 \$ 1,310,000
		\$ 1,336,000	\$ 597,000	\$ 739,000	\$ 1,390,000	\$ 621,000	\$ 769,000	\$ 1,446,000	\$ 646,000	\$ 800,000			\$ 1,055,000
		\$ 1,572,000	\$ 597,000	\$ 975,000	\$ 1,635,000	\$ 621,000	\$ 1,014,000	\$ 1,701,000	\$ 646,000	\$ 1,055,000			\$ 1,310,000
OPTION 2: SMS-BFES EXISTING F													
	Broad Ford Elementary:												
	Roof replacement	\$ 261,000	\$ -	\$ 261,000									
		\$ 2,358,000	\$ 1,179,000	\$ 1,179,000									
		\$ 2,619,000	\$ 1,179,000	\$ 1,440,000									
	Entryway/Sec. vestibule	\$ 16,000		\$ 16,000									
		\$ 97,000	\$ 43,000	\$ 54,000									
		\$ 113,000	\$ 43,000	\$ 70,000									
	Open space enclosure	\$ 236,000	\$ -	\$ 236,000	\$ 245,000	\$ -	\$ 245,000	\$ 255,000	\$ -	\$ 255,000	\$ 265,000	\$ -	\$ 265,000
	2 pod/yr., 12 total pods	\$ 1,336,000	\$ 597,000	\$ 739,000	\$ 1,390,000	\$ 621,000	\$ 769,000	\$ 1,446,000	\$ 646,000	\$ 800,000	\$ 1,504,000	\$ 672,000	\$ 832,000
	= 24 CRs	\$ 1,572,000	\$ 597,000	\$ 975,000	\$ 1,635,000	\$ 621,000	\$ 1,014,000	\$ 1,701,000	\$ 646,000	\$ 1,055,000	\$ 1,769,000	\$ 672,000	\$ 1,097,000
	Total	\$ 513,000	\$ -	\$ 513,000	\$ 245,000	\$ -	\$ 245,000	\$ 255,000	\$ -	\$ 255,000	\$ 265,000	\$ -	\$ 265,000
		\$ 3,791,000	\$ 1,819,000	\$ 1,972,000	\$ 1,390,000	\$ 621,000	\$ 769,000	\$ 1,446,000	\$ 646,000	\$ 800,000	\$ 1,504,000	\$ 672,000	\$ 832,000
		\$ 4,304,000	\$ 1,819,000	\$ 2,485,000	\$ 1,635,000	\$ 621,000	\$ 1,014,000	\$ 1,701,000	\$ 646,000	\$ 1,055,000	\$ 1,769,000	\$ 672,000	\$ 1,097,000
OTHER													
	Crellin ES	\$ 47,000	\$ -	\$ 47,000	\$ 26,000	\$ -	\$ 26,000	\$ 28,000	\$ -	\$ 28,000	\$ 29,000	\$ -	\$ 29,000
	Relos, renov	\$ 403,000	\$ 65,000	\$ 338,000	\$ 152,000	\$ 68,000	\$ 84,000	\$ 157,000	\$ 70,000	\$ 87,000	\$ 164,000	\$ 73,000	\$ 91,000
		\$ 450,000	\$ 65,000	\$ 385,000	\$ 178,000	\$ 68,000	\$ 110,000	\$ 185,000	\$ 70,000	\$ 115,000	\$ 193,000	\$ 73,000	\$ 120,000
	Crellin ES	\$ 191,000	\$ -	\$ 191,000	\$ 192,000	\$ -	\$ 192,000						
	Additions	\$ -	\$ -	\$ -	\$ 2,169,000	\$ 1,033,000	\$ 1,136,000						
		\$ 191,000	\$ -	\$ 191,000	\$ 2,361,000	\$ 1,033,000	\$ 1,328,000						
	Swan Meadow School Scope TBD										\$ -		
	Relocate Board Office												
TOTAL, OPTION 1: SMS-BFES MAJOR PROJECT													
		\$ 1,594,000	\$ -	\$ 1,594,000	\$ 1,098,000	\$ -	\$ 1,098,000	\$ 1,073,000	\$ -	\$ 1,073,000	\$ 702,000	\$ -	\$ 702,000
		\$ 3,720,000	\$ 1,589,000	\$ 2,131,000	\$ 7,210,000	\$ 3,301,000	\$ 3,909,000	\$ 17,395,000	\$ 7,939,000	\$ 9,456,000	\$ 8,414,000	\$ 3,860,000	\$ 4,554,000
		\$ 5,314,000	\$ 1,589,000	\$ 3,725,000	\$ 8,308,000	\$ 3,301,000	\$ 5,007,000	\$ 18,468,000	\$ 7,939,000	\$ 10,529,000	\$ 9,116,000	\$ 3,860,000	\$ 5,256,000
TOTAL, OPTION 2: SMS-BFES EXISTING FACILITIES REMAIN													
		\$ 1,215,000	\$ -	\$ 1,215,000	\$ 815,000	\$ -	\$ 815,000	\$ 638,000	\$ -	\$ 638,000	\$ 341,000	\$ -	\$ 341,000
		\$ 7,511,000	\$ 3,408,000	\$ 4,103,000	\$ 5,984,000	\$ 2,719,000	\$ 3,265,000	\$ 3,895,000	\$ 1,738,000	\$ 2,157,000	\$ 2,069,000	\$ 921,000	\$ 1,148,000
		\$ 8,726,000	\$ 3,408,000	\$ 5,318,000	\$ 6,799,000	\$ 2,719,000	\$ 4,080,000	\$ 4,533,000	\$ 1,738,000	\$ 2,795,000	\$ 2,410,000	\$ 921,000	\$ 1,489,000

APPENDIX 1: GARRETT COUNTY DEMOGRAPHICS AND SOCIO-ECONOMIC OUTLOOK

	Historical					Projected					
	1970	1980	1990	2000	2010 *	2015	2020	2025	2030	2035	2040
Population Characteristics:											
Total Population	21,476	26,498	28,138	29,846	30,097	30,100	30,600	31,200	31,550	31,700	31,750
Male	10,612	13,096	13,723	14,708	14,949	15,030	15,310	15,630	15,810	15,860	15,850
Female	10,864	13,402	14,415	15,138	15,148	15,080	15,290	15,570	15,730	15,850	15,910
Non-Hispanic White **	N/A	26,253	27,864	29,402	29,278	29,100	29,390	29,770	29,910	29,860	29,720
All Other **	N/A	245	274	444	819	1,010	1,210	1,430	1,630	1,850	2,040
Selected Age Groups:											
0-4	1,943	2,045	1,958	1,810	1,553	1,430	1,490	1,530	1,540	1,520	1,450
5-19	6,552	7,157	6,529	6,501	5,956	5,480	5,190	5,100	5,050	5,230	5,270
20-44	5,992	9,069	10,168	9,745	8,433	8,350	8,520	8,840	9,030	9,040	8,920
45-64	4,523	5,067	5,655	7,329	8,324	8,970	8,820	8,320	7,850	7,620	7,850
65+	2,466	3,160	3,828	4,461	5,231	5,870	6,580	7,410	8,080	8,290	8,260
Total	21,476	26,498	28,138	29,846	30,097	30,100	30,600	31,200	31,550	31,700	31,750
Total Household Population	21,175	26,001	27,660	29,229	29,582	29,564	30,029	30,590	30,900	31,008	31,015
Total Households	6,315	8,764	10,110	11,476	12,050	12,350	12,800	13,275	13,550	13,625	13,650
Average Household Size	3.35	2.97	2.74	2.55	2.45	2.39	2.34	2.30	2.28	2.28	2.27
Labor Force:											
Total Population 16+	14,497	19,301	21,433	23,299	24,410	24,840	25,490	26,100	26,370	26,440	26,560
In Labor Force	6,975	10,605	12,700	13,852	14,860	14,840	14,970	15,090	15,090	15,010	15,100
% in Labor Force *	48.1	54.9	59.3	59.5	60.9	59.7	58.7	57.8	57.2	56.8	56.9
Male Population 16+	7,029	9,455	10,278	11,315	11,990	12,260	12,620	12,940	13,090	13,100	13,130
In Labor Force	4,904	6,751	7,336	7,620	8,050	8,090	8,180	8,260	8,300	8,250	8,280
% in Labor Force *	69.8	71.4	71.4	67.3	67.1	66.0	64.8	63.8	63.4	63.0	63.1
Female Population 16+	7,468	9,846	11,155	11,984	12,420	12,580	12,870	13,160	13,280	13,340	13,430
In Labor Force	2,071	3,854	5,364	6,232	6,810	6,750	6,790	6,830	6,790	6,760	6,820
% in Labor Force *	27.7	39.1	48.1	52.0	54.8	53.7	52.8	51.9	51.1	50.7	50.8
Jobs by Place of Work :											
	6,723	10,169	14,229	17,470	20,414	21,400	22,000	22,900	23,800	24,500	25,100
Personal Income :											
Total (million of constant 2009\$)	\$251.3	\$430.3	\$573.3	\$835.7	\$1,104.0	\$1,202.0	\$1,348.8	\$1,470.6	\$1,564.8	\$1,653.2	\$1,739.4
Per Capita (constant 2009\$)	\$11,632	\$16,203	\$20,303	\$28,008	\$36,697	\$39,935	\$44,078	\$47,135	\$49,599	\$52,152	\$54,785

Maryland Department of Planning Notes:

** For 2010 to 2040 non-hispanic white population is equal to "non-hispanic white alone", and all other population is equal to "all other races", alone and two or more races.

* Labor force participation rates for 2010 are estimates based on the 2008-2012 American Community Survey. These participation rates are applied to the Census 2010 population by age/sex to yield labor force estimates.

SOURCE: Projections prepared by the Maryland Department of Planning, July 2014. Population and household data from 1970 thru 2010 are from the U.S. Census Bureau, as is the labor force data from 1970 thru 2000. Labor force participation rate data for 2010 is an estimate by the Maryland Department of Planning based on 2008-2012 American Community Survey data. 1990 race and sex population is from modified age, race, sex data (MARS) and 2000 race and sex population from modified race data, both from the U.S. Census Bureau. Historical jobs, total personal income and per capita personal income data are from the U.S. Bureau of Economic Analysis.

Projections are rounded, therefore numbers may not add to totals.

APPENDIX 2: EDUCATIONAL ADEQUACY ANALYSIS

With a view to equity of instruction, the SFC wished to understand whether all instructional facilities in Garrett County have equivalent capacity to support the educational programs they house. To accomplish this, the Committee undertook an analysis of the educational adequacy of all 12 educational facilities using the method described below. The evaluation of individual facilities was based on the direct knowledge of the instructors, administrators, and central office staff present at the workshop of May 18, 2019, with additional information provided by the public members and the facilitator. This method is valid in a school system as small as Garrett County, where the central office staff has direct knowledge of the conditions in every school through frequent site visits and communications with the principals and building managers. Because of its unique role in the school system, the Hickory Environmental Education Center was not included in this evaluation, which was intended to compare the core instructional facilities to one another.

A building facility can be evaluated along two major dimensions, the physical condition of the facility and its capacity to fulfill its function. The latter component breaks down into two sub-factors, the fitness of the facility design to support the function, and the size of the facility to appropriately house the functions and the anticipated population. For educational facilities, these can be expressed as the types of spaces that support the various instructional programs that are part of the educational program, and the capacity of the school in relation to the student enrollment.

These factors are generally presented as numerical values, allowing the owner to quickly compare the overall condition of facilities within the portfolio to one another. The SFC recognized that algorithms to determine building condition and functionality should never substitute for judgment, experience, and common sense. The advantages of a numerical evaluation lie in its fairness, since all facilities in the portfolio are examined; its objectivity, since the same criteria are applied equally to all facilities; and its communication potential, in that the criteria can be readily explained to the public and to decision-makers. However, algorithms may be flawed as well: human judgment enters into the evaluation of individual building systems or attributes, and particularly into how they are weighted. In addition, the criteria may not account for certain intangible factors, for example the value that a facility has in the life of the community or the ability of staff, particularly in small schools, to accommodate readily to building conditions that would be daunting in schools with large student populations.

Therefore, this evaluation of educational adequacy is intended as an overview of the facilities in the school system, and not as a prelude to the specific projects that should be undertaken at each school, as a method to prioritize one school over another, or to lead directly to the formulation of an annual capital improvement program. The findings of the analysis do, however, support anecdotal observations and other sources of information that indicate that there are significant discrepancies between the condition of schools in the southern region of the county compared to those in the north.

Educational facilities needed in each instructional building

The SFC began its analysis of the educational adequacy of each instructional building by developing a comprehensive list of the educational facilities that every instructional campus requires in order to support its educational program, including outdoor facilities. Certain facilities are absent from some of the schools because they are not needed or are not appropriate to the educational program. Examples include the absence of playground equipment at the secondary schools, or the absence of career and technology classrooms at the elementary and middle school levels.

A check below indicates that the facility is needed; “NA” indicates that it is not applicable to the grade levels in the school.

Appendix 2, Table 1: Educational Facilities in Schools

Architectural	Elementary	Middle	High
Regular classrooms	√	√	√
Resource rooms	√	√	√

Science lab	NA	√	√
STEM/STEAM/Robotics	√	√	√
Technology	√	√	√
Media center	√	√	√
Cafeteria	√	√	√
Physical education	√	√	√
Auditorium	NA	NA	√
Music	√	√	√
Art	√	√	√
Administration	√	√	√
Health suite	√	√	√
Itinerant staff	√	√	√
Special education	√	√	√
Behavioral support program space	√	√	√
Pre-school space:			
Prekindergarten	√	NA	NA
Head Start	√	NA	NA
Day care	√	NA	NA
Before and after school	√	NA	NA
Community space	√	√	√
CTE	NA	NA	√
Support:			
Toilets	√	√	√
Storage	√	√	√
Security	√	√	√
<u>Outdoor facilities</u>			
Playing fields	√	√	√
Playground	√	NA	NA
Parking lots/bus loops	√	√	√
Environmental Instructional areas	√	√	√
Natural areas	√	√	√

Application of these facilities to the schools in Garrett County, and taking account of the functions that are not applicable to certain schools (NA), resulted in a table of this type:

Notes:

- Educational classifications:
 - *Educational mandate:* A facility that is required in order to support an educational program mandated by the federal or State government or by the local Board of Education. An example includes the health suite and the physical education facility, which are mandated under State of Maryland legislation and regulation (COMAR 13A.01.02.05; 13A.01.05.05).
 - *Educational best practice:* A facility that is needed in order to support educational or support programs that are widely accepted and practiced in the educational domain. An example includes the library/media center which (barring future developments in the delivery of printed material via electronics) has a role not only in making books and other media available to students, but also in providing instruction in research, media presentation, and other topics. A high school auditorium is another example: while not mandated, it is standard practice for high schools in Maryland to be designed and built with an auditorium.
 - *Educational desirable:* A facility that supports a program that is encouraged by authorities or by best practices, but is not required. Many of these programs are highly desirable, but they are not mandated. An example in Garrett County are facilities to support the successful robotics program: as desirable and popular as this program is, it is optional to the Board of Education, and must be considered to have a lower urgency than either a mandated or a best practice type of program.
- Code mandate. This item is given a low level of urgency because there are no critical code deficiencies in Garrett County Public Schools. All of the buildings in the school system meet current code requirements and/or have been approved by the local authorities. This is not to say that there are no deficiencies, but the deficiencies are not life-threatening or harmful. They consist, for example, of items that are out of compliance with the requirements of the Americans with Disabilities Act (ADA); or minor fire code issues that have been addressed with the fire marshal and are acceptable, pending renovation or replacement of the facility.³⁶

Combined Score

The two factors – *condition* and *urgency* - were combined to provide an overall picture of educational adequacy of each space in each facility: the *condition* factor (ranked 1 to 3) was multiplied against the *urgency* factor (ranked 1 to 5) to provide a composite factor for every facility in every building (again, with some spaces receiving a “NA” designation). In some cases, more than one urgency factor appears under a particular facility; an example is playing fields, which both support the educational program and provide community resources, resulting in a combined urgency score of 8. The combined scores ranged from a low of 1 (1 x 1) to a high of 24 (3 x 8). The result of this calculation is shown below: the color indicates the condition of the facility, the numbers within the colored cells indicate urgency.

In order to establish a clear prioritization of deficiencies in this analysis, those facilities that show in the Inadequate (red) category will be considered critical. Even where the points accumulated for a Needs Improvement (yellow) facility equals or exceeds the points in an Inadequate category, it is assumed that the building condition does not rise to the level of urgency.

³⁶ It should be noted that both conditions are found in school systems throughout the United States: the majority of square footage was built before passage of the ADA in 1990, and the operational requirements of schools, particularly the classroom, may require flexibility in the interpretation of codes to meet both the instructional mandate and the egress/fire requirements. An example includes an accommodation reached in Denver, Colorado, in recent years to allow teachers to display instructional wall materials in classrooms while concurrently satisfying the fire marshal that the rooms provided safe egress in case of fire and did not exceed standards for fuel loading.

Appendix 2, Table 5: Combined Condition and Urgency Rankings

CONDITION	ARCHITECTURAL																							OUTDOOR											
	Regular classrooms	Resource rooms	Science lab	STEM/STEAM/Robotics	Technology	Media center	Cafeteria	Physical education	Auditorium	Music	Art	Administration	Health suite	Itinerant staff	Special education	Behavioral support program	Pre-school space	Prek	Head Start	Day care	Before and after school	Community space	CTE	Support	Toilets	Storage	Security	Playing fields	Playground	Parking lots /bus loops	Env.	Instruct'l	Natural areas		
	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	
	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
URGENCY: Education	5	3	5	3	5	3	3	5	3	5	5	3	5	5	5	3	5	3	1	1	1	1	5	5	5	5	5	5	5	5	5	1	1		
Health								0					0																						
Community Impact																			3	3	3	3													
Safety/Security												0																							
Total	5	3	5	3	5	3	3	5	3	5	5	3	5	5	5	3	5	6	4	4	4	4	5	5	5	5	8	8	5	4	4	4	4		
COMBINED SCORE:	15	9	15	9	15	9	9	15	9	15	15	9	15	15	15	9	15	18	12	12	12	15	15	15	15	24	24	15	12	12	12	12			
EDUCATIONAL ADEQUACY	10	6	10	6	10	6	6	10	6	10	10	6	10	10	10	6	10	12	8	8	8	10	10	10	10	16	16	10	8	8	8	8	8		
	5	3	5	3	5	3	3	5	3	5	5	3	5	5	5	3	5	6	4	4	4	5	5	5	5	8	8	5	4	4	4	4	4		

Notes:

- The three education scores – mandate, best practice, desirable – are shown within a single category.
- Health and Safety/Security are shown as “0” in several instances. This is to show that the item was deliberately *not* included in the “Health” or “Safety/Security” lines because the related Health items are mandated and already covered in the Education line (e.g. Health Room and Physical Education). Including these as separate items could lead to double counting and would convey a misleading message of excessive urgency.
- The factor concerning Building Codes does not appear in the Urgency section of the table. Because the school buildings in Garrett County are compliant with building codes and/or fire marshal requirements, it was determined that this factor would not be considered in the evaluation of facility urgency.
- Community impact is shown in addition to the Education score for a number of items because they have both an educational as well as a community dimension.

The combined scores were then entered into the cells for each facility within each school. The composite Table 6 combines both factors and allows the educational adequacy of the buildings to be assessed, both by building and by facility category.

Appendix 2, Table 6: School Adequacy Scores

	ARCHITECTURAL																							OUTDOOR									
	Regular classrooms	Resource rooms	Science lab	STEM/STEAM/Robotics	Technology	Media center	Cafeteria	Physical education	Auditorium	Music	Art	Administration	Health suite	Itinerant staff	Special education	Behavioral support program	Pre-school space	Prek	Head Start	Day care	Before and after school	Community space	CTE	Support	Toilets	Storage	Security	Playing fields	Playground	Parking lots /bus loops	Env.	Instruct'l	Natural areas
	Accident ES	5	3	NA	3	5	3	3	5	NA	10	10	3	5	5	5	6	5	12	12	12	12	12	NA	10	10	15	8	8	5	4	4	4
Broad Ford ES	10	3	NA	6	10	6	3	5	NA	5	10	3	5	10	10	3	5	12	12	12	12	12	NA	10	10	15	8	8	10	12	24	24	
Crellin ES	10	9	NA	9	15	6	3	10	NA	15	15	9	15	15	10	9	15	6	12	12	12	NA	15	15	15	8	8	15	4	4	4	4	
Friendsville ES	10	6	NA	6	10	6	3	5	NA	10	10	3	5	10	10	6	5	6	4	12	12	NA	10	10	15	8	8	10	4	4	4	4	
Grantsville ES	10	3	NA	6	10	6	3	5	NA	10	10	3	5	5	10	3	5	6	4	12	4	NA	5	10	15	8	8	10	4	4	4	4	
Route 40 ES	5	3	NA	9	15	3	3	10	NA	5	5	3	5	5	10	6	5	12	4	12	4	NA	5	5	15	8	8	5	4	4	4	4	
Swan Meadow School	10	9	NA	9	15	9	6	15	NA	15	15	9	15	15	15	9	15	18	12	12	12	12	NA	15	15	15	8	16	15	4	4	4	
Yough Glade ES	10	3	NA	3	5	3	3	5	NA	5	5	3	5	10	5	9	5	12	12	12	12	12	NA	10	10	15	16	16	15	4	4	4	
Northern MS	5	3	5	3	5	3	3	5	NA	5	5	3	5	5	5	3	NA	NA	NA	12	4	NA	5	5	5	8	NA	5	4	4	4	4	
Southern MS	15	6	5	3	5	6	3	5	NA	5	5	3	5	5	5	3	NA	NA	NA	12	12	NA	5	10	15	8	NA	10	12	12	12	12	
Northern HS	5	3	5	3	5	3	3	5	9	5	5	3	5	5	5	3	NA	NA	NA	NA	12	10	5	10	15	8	NA	15	4	4	4	4	
Southern HS	5	3	5	3	5	3	3	5	9	5	5	3	5	5	5	3	NA	NA	NA	NA	12	5	5	10	5	8	NA	10	12	12	12	12	

The “traffic light” color coding provides a straightforward and striking visual communication of building condition, with a preponderance of green signifying a building in fundamentally good condition, and an abundance of red indicating a facility with widespread educational deficiencies.³⁷ The numerical scores indicate the relative urgency of the condition deficiency.

Evaluation by School Building

In evaluating the educational adequacy of each school, the Committee examined four key indicators:

1. The total points accumulated for each school, indicating how widespread deficiencies are within the school facility. The number of total points provides an approximate measure of relative educational adequacy: fewer total points indicates a building that is in generally better condition, and more points indicates a building that is in worse condition. (However, the total point scores can also be misleading: two schools might have the same overall scores, but one of the scores might result from a relatively few very high-scoring deficiencies that have serious educational or health implications, while the other school might have a high score due to a large number of low-urgency items.) The following table shows the possible ranges of total points for each condition level:

Appendix 2, Table 7: Total Point Ranges

Max. possibl	Range	
	From	To
414	277	414
276	139	276
138	0	138

2. The total number of times each of the four condition classifications (1, 2, 3, NA) appeared at the school.
3. The total number of times the critical red points appeared.
4. The total number of critical (red) points that accumulated, indicating the intensity of the deficiencies.

The emphasis on this last point was based on the view that with limited fiscal resources, it is important for the Board of Education to focus on correcting the most critical educational deficiencies.

When applied to the schools, the following summary table shows the total number of points accumulated, the total incidence of all four condition categories (1, 2, 3, and NA), and most important, the total number of critical (red) points accumulated.

³⁷ This method differs from the approach that is under development by the IAC, which relies on a nine-part set of weightings to distinguish various levels of building system and educational inadequacy. The method also requires inputs from a FCA. While appropriate for an analysis of the 1,400 schools in Maryland, the method does not lend itself to ready explanation or to generating results that are easily communicable.

Appendix 2, Table 8: Overall Results by School

	COUNT BY SCHOOL					SUM OF CRITICAL (RED) POINTS
	TOTAL	COUNT	COUNT	COUNT	N/A	
Accident ES	188	17	6	4	3	51
Broad Ford ES	239	10	11	6	3	87
Crellin ES	291	6	4	17	3	222
Friendsville ES	208	11	13	3	3	39
Grantsville ES	184	16	9	2	3	27
Route 40 ES	178	19	4	4	3	51
Swan Meadow School	327	3	3	21	3	279
Yough Glade ES	217	14	7	6	3	75
Northern MS	115	23	0	1	6	12
Southern MS	175	14	4	6	6	78
Northern HS	155	19	2	4	5	51
Southern HS	151	19	2	4	5	45
Total:	171	65	78	41	1017	
Average:	14.3	5.4	6.5	3.8	84.8	

The analysis of total points shows:

- One school, the recently renovated Northern Middle School, can be considered to be in good overall condition.
- Most of the schools fall into the mid-range, indicating that they have deficiencies that need improvement; however, some of the deficiencies in these schools are urgent, indicated by high scores in individual cells.
- No school in Garrett County should be considered to be in such an inadequate condition that it represents an immediate threat to health or the delivery of the educational program. However, two of the schools, Crellin Elementary and the Swan Meadow School, have an extensive range of deficiencies, and the deficiencies are intensive.

Significant disparities among the facilities are highlighted by this analysis. For example, while Northern Middle School and Grantsville Elementary School have only 1 and 2 red counts each, Crellin Elementary and the Swan Meadow School have red counts of 17 and 21, respectively, indicating that there are many more deficient factors in these latter schools. The counts of critical deficiencies at these schools are also far above the average of 6.5. Likewise, if the sum of the red points indicates something about the intensity of the deficiencies, as opposed to their number, then we see similar correspondences: Northern Middle and Grantsville Elementary have relatively low sums (12 and 27 respectively), while Crellin Elementary and the Swan Meadow School are high (222 and 279).

This is not to imply that schools like Grantsville with relatively better scores do not have deficiencies; but it suggests that while the deficiencies at Grantsville are serious, they are focused and could be addressed through a concentrated capital project, while the deficiencies at Crellin or Swan Meadow are found in many aspects of the facility and will require a broader process of decision making, which may need to consider options as narrow as multiple small projects or as broad as complete renovation or replacement. It should be noted that the small size of both schools mitigates the effects of the facility deficiencies, allowing the teachers and administrators to teach effectively in circumstances that would be almost impossible in a school with a larger population. Examples include the open space arrangement at Swan Meadow School, where the Media Center also serves as a multi-grade classroom, and the absence of dedicated resource rooms at Crellin Elementary: both types of deficiency are overcome on a daily basis through the work of the teachers and administrators.

Based on these results, it became essential to look more closely at the most urgent issues, represented by the critical (red) items: both the number of incidences of these critical facility conditions, and their urgency, as represented by the number of critical points they receive. The schools may be ranked as follows based on the number of critical points they received (with 1 indicating the greatest needs):

Appendix 2, Table 9: Ranking of Schools by Critical Educational Deficiency

School	Total Critical Points	Rank Order
Swan Meadow School	279	1
Crellin ES	222	2
Broad Ford ES	87	3
Southern MS	78	4
Yough Glade ES	75	5
Accident ES	51	6
Route 40 ES	51	6
Northern HS	51	6
Southern HS	45	7
Friendsville ES	39	8
Grantsville ES	27	9
Northern MS	12	10
Average:	84.8	

Several conclusions may be drawn from this summary:

The disparity between the best and the worst school, when measured by the most critical educational adequacy factors, is considerable: the Swan Meadow School has more than 23 times as many critical and urgent issues as Northern Middle School.

- The range around the average is heavily weighted against two schools, Swan Meadow School and Crellin Elementary. There are no schools in the system that have critical points in the 100 to 200 range; the jump from the 3rd worst school, Broad Ford Elementary, to the 2nd worst, is from 87 points to 222 points. Broad Ford is only slightly worse than the systemwide average of 84.8 points. If Crellin and Swan Meadow are excluded from the analysis, the average of critical deficiency points is reduced by more than 30 points, from 84.8 to 51.6.
- Of the six schools with the greatest number of critical facility deficiencies, five are found in the southern part of the county: Swan Meadow (1st), Crellin (2nd), Broad Ford (3rd), Southern Middle (4th), and Yough Glades (5th). Similarly, of the six best schools, five are found in the northern part of the county: Northern Middle (10th), Grantsville (9th), Friendsville (8th), Northern High and Route 40 Elementary (sharing 6th).

Evaluation by Facility Category

The committee also examined the educational facility categories that appear to represent the worst conditions and/or the greatest urgency. The following chart shows the results:

Appendix 2: Table 10. Adequacy Evaluation, By Facility Category

URGENCY:	ARCHITECTURAL																								OUTDOOR											
	Regular classrooms	Resource rooms	Science lab	STEM/STEAM/Robotics	Technology	Media center	Cafeteria	Physical education	Auditorium	Music	Art	Administration	Health suite	Itinerant staff	Special education	Behavioral support	Pre-school space	Head Start	Day care	Before and after school	Community space	CTE	Support	Toilets	Storage	Security	Playing fields	Playground	Parking lots /bus loops	Outdoor facilities	Env. Instruct'l	Natural areas				
POINTS AND COUNT BY CATEGORY																																				
TOTAL POINTS	100	54	20	63	105	57	39	80	18	95	100	48	80	95	95	63	60	84	72	120	120	15	100	120	160	104	80	125	72	84						
AVERAGE POINTS	8.3	4.5	5.0	5.3	8.8	4.8	3.3	6.7	9.0	7.9	8.3	4.0	6.7	7.9	7.9	5.3	7.5	10.5	9.0	12.0	10.0	7.5	8.3	10.0	13.3	8.7	10.0	10.4	6.0	7.0						
COUNT	5	8	4	6	6	6	11	9	0	7	6	10	10	7	6	6	6	3	3	0	3	1	6	2	2	11	6	3	9	9						
COUNT	6	2	0	3	3	5	1	2	0	3	4	0	0	3	5	3	0	4	0	0	0	1	4	8	0	1	2	5	0	0						
COUNT	1	2	0	3	3	1	0	1	2	2	2	2	2	2	1	3	2	1	5	10	9	0	2	2	10	0	0	4	3	3						
COUNT - N/A			8					10									4	4	4	2		10					4									
TOTAL, RED POINTS	15	18	0	27	45	9	0	15	18	30	30	18	30	30	15	27	30	18	60	120	108	0	30	30	150	0	0	60	36	48						

The following table shows the five facility categories that have the most red points:

Appendix 2, Table11: Adequacy Evaluation, Top Five Facility Categories

Category	Total Red Points	Total Red Counts
Security	150	10
Before-and-After School	120	10
Community Space	108	9
Day Care	60	5
Parking Lots/Bus Loops	60	4

Table 6 indicates that most of these deficiencies are also widespread, occurring in one-half or more of the schools. Noticeably, none of these deficiencies are directly related to the educational program, but represent either necessary supports to education (Security and Parking Lots/Bus Loops), or affect families and thus are indirectly linked to the success of students (Before-and-After School, Community Space, and Day Care).

The majority of the categories with moderate numbers of critical deficiencies do, however, directly concern either the educational program or important supports to education.

Table Appendix 2.12. Adequacy Evaluation, Educational Facility Categories

Category	Total Red Points	Total Red Counts
Natural Areas	48	3
Technology	45	3
Environmental Instruction	36	3
Music	30	2
Art	30	2
Health Suite	30	2
Itinerant Staff	30	2
Prekindergarten	30	2
Toilets	30	2
Storage	30	2

Appendix 2, Table 14: Adequacy Evaluation, Top Five Facility Categories

Category	Total Critical Counts	Total Critical Points	North		South	
			Count	Points	Count	Points
Security	10	150	5	75	5	75
Before-and-After School	10	120	5	60	5	60
Community Space	9	108	3	36	6	72
Day Care	5	60	1	12	4	48
Parking Lots/Bus Loops	4	60	1	15	3	45

Appendix 2, Table 15: Adequacy Evaluation, Educational Facility Categories

Category	Total Critical Counts	Total Critical Points	North		South	
			Count	Points	Count	Points
Natural Areas	3	48	0	0	3	48
Technology	3	45	1	15	2	30
Environmental Instruction	3	36	0	0	3	36
Music	2	30	0	0	2	30
Art	2	30	0	0	2	30
Health Suite	2	30	0	0	2	30
Itinerant Staff	2	30	0	0	2	30
Prekindergarten	2	30	0	0	2	30
Toilets	2	30	0	0	2	30
Storage	2	30	0	0	2	30

Conclusion

As stated at the beginning of this Appendix, numerical algorithms can be very useful but must be handled with caution. In a field as complex as facility management, numerical results should never supersede direct judgment, experience, and direct observation. However, the results of the analysis above appear to support the anecdotal information received by the Committee and the Facilitator on school visits: that schools in the southern part of the county have more critical deficiencies than those in the north.

This suggests that if equity in educational programming is a primary objective of policy, then equity in the support that facilities provide to education should also be among the primary objectives. This observation was critical to the formulation of the Recommendations of the Strategic Facilities Committee: while all schools in the system are important, and almost all require some level of capital investment, the four schools with the most extensive list of critical needs occur in the southern area: Broad Ford Elementary School, Crellin Elementary School, the Swan Meadow School, and Southern Middle School.

APPENDIX 3: STATE RATED CAPACITY AND FACILITY UTILIZATION

Facility utilization is a technical calculation that provides a uniform measure of how the capacity of a school is used. It is based on the ratio between the full-time equivalent (FTE) enrollment of a school and its State Rated Capacity (SRC).

- **Utilization:** The actual or projected full time equivalent (FTE) enrollment divided by the State Rated Capacity (SRC).

Full time equivalent enrollment refers to the number of students who must be accommodated in the school at any one time. Part-time students are counted based on the percentage of time they spend in the school (e.g. 40 half-day prekindergarten students count as 20 FTE). FTE is distinguished from head count, which refers to the actual number of students who attend the school, irrespective of the amount of time they spend in the facility. In Garrett County prekindergarten is a full day program; therefore FTE and head count are the same.

- **State Rated Capacity (SRC):** A statewide measure based on the number and capacities of individual instructional spaces. SRC is calculated at the following classroom capacities (COMAR 23.03.02.04):
 - Prekindergarten: 20 per classroom
 - Kindergarten: 22 per classroom
 - Grades 1 to 5: 23 per classroom
 - Grades 6 to 12: 25 per classroom
 - Special education: 10 per classroom

Unique capacities are established for Career and Technology Education (CTE) and alternative education programs. See *Public School Construction Program Administrative Procedures Guide (APG)*, Appendix 102 A – State Rated Capacity, for more information on how SRCs are calculated. The *Guide* is available at www.pscp.state.md.us.

While these classroom capacities are deemed generally appropriate for specific grade levels and educational programs, nothing prevents a jurisdiction from establishing lower or higher classroom occupancies tailored to its unique educational objectives, the characteristics of its student population, or its financial capabilities.³⁸

Utilization is used by the State of Maryland and certain jurisdictions for a number of planning purposes. The State uses it as a guideline (not a standard) for determining the eligibility of certain classes of funding requests: generally, if the projected utilization for a school proposed for a systemic renovation project or for a new or replacement school falls below the guideline utilization limits, additional justification will be needed for State approval of planning or funding. About half of the local governments in Maryland use public school utilization based on SRC as a component of their Adequate Public Facility Ordinance (APFO) calculations in order to determine the eligibility of housing starts.

Facility Utilization vs. Facility Usage

It is important to note that low utilization does not always mean there are a great number of unused spaces in these facilities; nor does over-utilization, within limits, necessarily mean that a school is unmanageable or that the educational program is adversely affected. Utilization provides a general numeric measure of how efficiently a facility is used, but the actual usage is based on the educational program, the educational needs of the students, and the number, location, size and design of the

³⁸ Among the Maryland school systems with Board-defined local rated capacities (LRC) at variance with the SRC are:

- Montgomery County Public Schools: Establishes lower class size in 67 high-need elementary schools.
- Worcester County Public Schools: Establishes a class size of 16 in kindergarten through grade 5 (Policy II-B-7).
- Baltimore City Public Schools: Establishes a higher class size due to fiscal constraints.

spaces in the facility.³⁹ The instructional and support spaces in similarly sized facilities with similar student enrollments may be used very differently: a school in an affluent area may use support spaces such as resource rooms for project-based learning, while a school in an area with a large FARMS population may use those same spaces for small-group or individual instruction. The SRC for these two schools would be different because the spaces are used differently; consequently the two schools would also have different utilization percentages. A school may have a low utilization and yet all the instructional spaces may be fully utilized, as well as additional spaces not originally intended for instruction, such as storage closets. There are multiple reasons why this may occur:

- Program requirements. Secondary science classrooms are highly specialize spaces and will still be used by each grade level even if the classroom occupancy is low.
- Grade configuration. If the low enrollment is spread across all grade levels, it is likely, particularly at the secondary level, that each content grade level classroom will have less than the optimal number of students as specified in the *Administrative Procedure Guide*. Separate grade level content classrooms generally cannot be combined to improve classroom utilization because of the differences in the educational curriculum, e.g. 7th grade math cannot be combined with 8th grade math. In these circumstances, every classroom is still needed in spite of the low overall utilization. Therefore, although some schools will remain underutilized, most of the classrooms may be utilized by instructors who teach specific content areas and required courses.
- Special needs students. While the State uses a figure of ten students per designated special education space, in reality the classroom population of these spaces is generally less than ten. These lower occupancy levels result from the additional instructional and support staff that these students require, the equipment that may be needed for training in occupational skills or for medically fragile children, or the isolation needed to provide programming for emotionally fragile special education students.
- Specialized instructional programs for high school students. A high school may find that it has only a small number of students interested in a particular instructional or CTE program. If this program is deemed valuable and resources exist to support a teacher, then the occupancy of the instructional space may well be smaller than the enrollments specified in the APG. These instructional spaces will be in use and will be needed to deliver programming for students.

A low utilization number might also give the misleading impression that a school does not have operational challenges such as circulation congestion, overcrowding in some spaces, or instructional space shortages. The location of central core facilities like the gymnasium and cafeteria may generate serious circulation problems even in a school that is significantly under-utilized when measured by the SRC. The design of the school plays a large role in its operation and can present many difficulties in housing the student population.

Many schools in Maryland house nonprofit organizations or governmental entities; many of these, for example community recreation spaces, are used jointly by students and members of the community. Where there is a formal agreement between the board of education and the organization, the LEA may remove these spaces from the calculation of SRC, thereby improving the utilization of the school.

At this writing, the IAC proposes to introduce a new measure of capacity. This measure would be based on the actual and projected uses of spaces in the school building rather than on an application of standard capacities to the instructional spaces. The proposal is to introduce the new measure gradually. It is not clear at this time what impact this new measure may have on the calculation of utilizations in Garrett County.

³⁹ For example, a small student population in an open-space school without acoustic separations may present instructional difficulties that would be absent in a school of the same size in a facility with conventional, acoustically separated classrooms. In the former instance, the school administration may want to place fewer students in each classroom in order to reduce distractions from noise.

APPENDIX 4: STRATEGIC FACILITIES PLANNING PROCESS: SCHEDULE OF EVENTS

March 28, 2019	Board of Education: Charge to the Strategic Facilities Committee and approval of membership
April 10, 2019	SFC Meeting No. 1: Introductions, organizational matters
April 25, 2019	SFC Meeting No. 2 and Informational Workshop
May 7, 2019	SFC Meeting No. 3 and Community Listening Session No. 1 (Northern Middle School)
May 8, 2019	Community Listening Session No. 2 (Garrett College)
May 9, 2019	Community Listening Session No. 3 (Southern Middle School)
May 23, 2019	SFC Meeting No. 4 (teleconference): Planning Objectives
June 6, 2019	SFC Meeting No. 5 (teleconference): Planning Objectives
June 18, 2019	SFC Meeting No. 6 and Planning Objectives Workshop
June 20, 2019	SFC Meeting No. 7 and Planning Options Workshop
July 10, 2019	SFC Meeting No. 8 (teleconference): Planning Options discussion
July 29, 2019	SFC Meeting No. 9: Planning Options workshop
August 30, 2019	SFC Meeting No. 10: Decision on Preliminary Planning Recommendations
September 10, 2019	Board of Education: Presentation of Preliminary Recommendations for discussion
September 17, 2019	Community Feedback Session No. 1 (Southern High School)
September 18, 2019	Community Feedback Session No. 2 (Garrett College)
September 19, 2019	Community Feedback Session No. 3 (Northern Middle School)
September 23, 2019	SFC Meeting No. 11 (teleconference): Review of community feedback; discussion on Preliminary Planning Recommendations
October 7, 2019	SFC Meeting No. 12 (teleconference): Revised Planning Recommendations discussion and approval of Final Planning Recommendations
November 13, 2019	SFC Meeting No. 13: Final decision on Recommendations, acceptance of Report
December 10, 2019	Board of Education: Presentation of Final Planning Recommendations and Report

APPENDIX 6: PRELIMINARY PLANNING OPTIONS AND PRELIMINARY RECOMMENDATIONS

Preliminary Planning Options

I. Systemwide Options

1. Capital Improvements:
 - 1.1 Distributed Improvements
 - 1.2 Targeted Improvements
 - 1.3 Major Renovations
2. Head Start
3. Systemwide Redistricting
4. Grade Band Reconfiguration:
 - 4.1 5th and 8th Grade Reassignment
 - 4.2 K-8 or Elementary/Middle School
 - 4.3 Elementary to Middle, Middle to High

II. South: Options

5. Consolidated Elementary School
 - 5.1 Southern Middle School converted to elementary school
 - 5.2 Renovation of existing elementary school or construction of new elementary school
6. Elementary School Addition(s)
 - 6.1 Crellin Elementary
 - 6.2 Yough Glades Elementary
 - 6.3 Broad Ford Elementary

III. North: Options

7. School Consolidation
 - 7.1 Friendsville Elementary to Grantsville Elementary and/or Accident Elementary
 - 7.2 Route 40 to Grantsville Elementary and/or Accident Elementary
 - 7.3 Grantsville Elementary to Friendsville Elementary, Route 40 Elementary and Accident Elementary
 - 7.4 Accident Elementary to Friendsville Elementary, Route 40 Elementary and Accident Elementary
 - 7.5 Friendsville Elementary and Route 40 Elementary to Grantsville Elementary and/or Accident Elementary
 - 7.6 Grantsville Elementary and Accident Elementary to Friendsville Elementary and Route 40 Elementary

Summary of Preliminary Recommendations – September 10, 2019

The following preliminary recommendations were presented to the Board of Education for discussion on September 10, 2019. The Board meeting was followed by three Community Feedback Sessions in the week of September 16. Development of the FY 2021 Capital Improvement Program (CIP) and further discussion among the SFC members led to the final Recommendations that are presented in the body of the Report. The page numbers provided below refer to the Report submitted to the Board of Education prior to the September 10 meeting.

From the Report:

“The recommendations of the Strategic Facilities Committee are intended to be conceptual in character, identifying broad actions and capital programs to improve the public school facilities in

Garrett County. The costs and schedules provided in the report are intended as guidelines, with detailed project scopes to be determined by the Superintendent and staff of the school system.

“A consistent theme throughout the Recommendations is their inter-dependency. As an example, decisions about the location and size of the Disruptive Behavior (II.B) and Head Start (II.C) program spaces will depend on the space made available through the Redistricting described in Recommendation I. Likewise, the size of the proposed Southern Middle/Broad Ford Elementary joint facility (II.F), and therefore the cost of this project, will depend on the student enrollment it is intended to house. This in turn depends on the decisions made with respect to redistricting and/or grade band reconfiguration.

“The recommendations are summarized below. Specific sections of the report provide more detailed information on each recommendation.”

I. REDISTRICTING: Reassign students from southern area elementary schools to schools in the northern area. Page 3.

II. CAPITAL PROGRAM

II.A Security: Install security vestibules in all ten (10) schools that currently do not have them. Page 7.

II.B Disruptive Behavior: Provide spaces in every school to support the needs of disruptive students. Page 8.

II.C Head Start: Provide spaces in every elementary school for the Head Start program. Page 9.

II.D Building Systems: Undertake at least one major building system upgrade annually. Page 10.

II.E Open Space Classrooms: Enclose open space classrooms to create conventional instructional spaces. Page 11.

II.F Southern Middle School/Broad Ford Elementary Renovation/Expansion Project: Initiate a study to consolidate Southern Middle School and Broad Ford Elementary School as two schools within a single building. Page 11.

II.G Schools With Multiple Educational Space and Building Deficiencies:

II.G.a. Crellin Elementary School: Implement a program of targeted facility improvements, re-assign four relocatable classroom units from Broad Ford Elementary School to replace two relocatable units at Crellin Elementary School, and investigate the need for additions for programmatic and capacity purposes. Page 16.

II.G.b. Swan Meadow School: To be addressed in full report to the Board of Education in November, 2019. Page 17.

III. RELOCATE BOARD OF EDUCATION OFFICE: Relocate the Board of Education offices from space in downtown Oakland to the Dennett Road facility. Page 18.

IV. SINGLE HIGH SCHOOL: Establish a standing committee to investigate the concept of a single high school. Page 19.

FUNDING RECOMMENDATIONS; Page 24:

1. Adjust the State-Local Capital Funding Formula
2. Relocate the Board of Education Offices
3. Investigate Modest Property Tax Increase
4. Identify Joint Board/County Functions
5. Identify Joint Users of Available School Spaces

FISCAL YEAR 2021 CAPITAL IMPROVEMENT PROGRAM; Page 25.