

GARRETT COUNTY PUBLIC SCHOOLS STRATEGIC FACILITIES COMMITTEE

PRELIMINARY RECOMMENDATIONS TO THE BOARD OF EDUCATION: CAPITAL PROJECTS AND OTHER ACTIONS

Report to the Board of Education of Garrett County

September 3, 2019

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**GARRETT COUNTY PUBLIC SCHOOLS
FACILITIES STRATEGIC PLAN**

Strategic Facilities Committee

Preliminary Recommendations to the Board of Education: Capital Projects and Other Actions

September 3, 2019

Summary of Recommendations	1
Background	2
Recommendations	
I. Redistricting	3
II. Capital Improvement Projects	6
II.A Security	7
II.B Disruptive Behavior	8
II.C Head Start	9
II.D Building Systems	10
II.E Open Space Classrooms	11
II.F Southern Middle School/Broad Ford Elementary Renovation/Expansion Project	11
II.G Schools with Multiple Educational Space and Building Deficiencies	16
III. Relocate Board of Education Office	18
IV. Single High School	18
Project Tiers	19
Funding Sources	23
Funding Recommendations	24
Fiscal Year 2021 Capital Improvement Program	25

Exhibit: Preliminary Capital Plan: Tentative Funding Schedule

**GARRETT COUNTY PUBLIC SCHOOLS STRATEGIC FACILITIES COMMITTEE
FACILITIES STRATEGIC PLAN**

Preliminary Recommendations to the Board of Education: Capital Projects and Other Actions
September 3, 2019

The Strategic Facilities Committee (SFC) is pleased to submit preliminary facility recommendations for the consideration of the Board of Education of Garrett County. This document presents an outline of recommendations for capital projects as well as related actions that will support the goals that the Committee established through a series of workshops:

To 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 recommendations presented herein represent an effort to balance the four goals, while maximizing the impact of the operational and capital funds that are available for facility improvements and related actions.

SUMMARY OF RECOMMENDATIONS

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.

BACKGROUND

Garrett County Public Schools faces a broad spectrum of facility needs, with no single category of work that dominates the others. These categories include:

- Enhanced security;
- Educational support program spaces, specifically spaces to address disruptive behaviors;
- Community support spaces, specifically spaces for expanded Head Start, for community activities, for before-and-after school activities, and for day care;
- Aging building systems;
- Open space classrooms in several schools;
- Overcrowding or near-overcrowding in the southern area elementary schools;
- Schools with extensive facility deficiencies, especially Broad Ford Elementary School, Crellin Elementary School, Southern Middle School, and Swan Meadow School.

The committee also recognizes that there are substantial disparities between the schools in the southern part of the county and those in the north. In addition to over-crowding, disparities are evident in the age of the facilities, in the number of educational spaces that are either deficient or lacking altogether, in the number and intensity of deferred maintenance items, and in the average class sizes at all levels.

Operating under the guiding principles of educational excellence and equity, and concurrently recognizing that severe fiscal constraints limit how many facility concerns can be addressed during any single fiscal year, the committee has formulated a strategic plan that addresses the entire spectrum of needs in a tiered, well-balanced manner. The recommendations fall into four distinct categories:

- I. Redistricting to balance enrollments and better utilize existing capacity;
- II. Capital improvements to address a broad set of facility deficiencies;
- III. Relocation of the Board of Education offices in order to develop the fiscal resources to pay for many of the capital improvements; and
- IV. Study of the long-term implications of consolidating the two high schools into a single high school facility.

RECOMMENDATIONS

I. REDISTRICTING

Reassign students from southern area elementary schools to schools in the northern area, and among schools in both the south and the north.

The SFC recommends redistricting approximately 67 students from the southern area elementary schools to the northern area elementary schools in order to relieve over-crowding in the southern schools, accompanied by modest numbers of reassignments among the southern schools and among the northern schools. This option will reduce the maximum utilization of the school that is projected to be most over-crowded, Crellin Elementary School, from 119.7% in 2023 to 102.2%, a reduction of 17.5%. 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 result can be achieved without closing any school, without grade band reconfiguration, and without additions to any of the receiving schools. The redistrictings proposed 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; and

In order to maintain the alignment of elementary, middle, and high school attendance areas, these redistrictings of elementary school students will 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. It should be noted that if the proposed reassignments are combined with grade band re-

configuration, the 2023 utilization figures for many schools will improve. This situation is further discussed in relation to the Southern Middle School/Broad Ford Elementary School renovation/addition project (II.F).

Table 1: Impact of Redistricting on School Utilization

School	SRC (revised Spring 2019)	2018		2023 Without Redistricting		2023 With 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	101.4%	491	97.0%
Crellin ES	137	143	104.4%	164	119.7%	140	102.2%
Friendsville ES	294	147	50.0%	137	46.6%	137	46.6%
Grantsville ES	294	191	65.0%	227	77.2%	241	82.0%
Route 40 ES	190	129	67.9%	139	73.2%	139	73.2%
Swan Meadow School	69	50	72.5%	35	50.7%	35	50.7%
Yough Glades ES	334	323	96.7%	336	100.6%	320	95.8%
Northern MS	742	349	47.0%	337	45.4%	387	52.2%
Southern MS	828	531	64.1%	469	56.6%	419	50.6%
Northern Garrett HS	903	439	48.6%	481	53.3%	552	61.1%
Southern Garrett HS	1450	715	49.3%	695	47.9%	624	43.0%
Totals	6,074	3,842	63.3%	3,807	62.7%	3,811	62.7%

While detailed studies have shown that the above redistrictings are feasible, precise new attendance areas are not proposed. Rather, if the concept is approved by the Board of Education, the Transportation Director will work with the consultant to identify the exact areas to be brought forward for approval by the Board and the community.

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 avoid unreasonable transportation assignments. A simpler redistricting option involves only reassigning students from the southern area schools to the north, without reassignments among 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 is therefore not presented as a recommendation by the SFC.

These reassignments are proposed to go into effect beginning in the 2020-2021 school year. However, the Board may wish to consider phasing in the student assignments in order to allow current secondary school students to finish their academic careers in the school where they began.

Estimated Costs:

It is not expected that the changes 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.

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

Future Actions:

Since enrollments tend to fluctuate and are unpredictable, the Committee recommends that the Board re-examine the utilization annually. If future enrollments indicate that over-crowding will occur, the following actions may be considered:

- a. Further redistrict from elementary schools in the South to elementary schools in the North (with potential redistricting among the schools in the South and North to balance enrollments);
- 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 are described in Item II.G.

The Board may also wish to consider relocating the Special Education program located at Yough Glades Elementary School to the newly renovated/expanded Southern Middle/Broad Ford Elementary School facility (Item II.F). This will provide capacity to relieve over-crowding at Yough Glades Elementary School and will facilitate redistricting to relieve over-crowding at Crellin Elementary School.

Relation to Southern Middle School/Broad Ford Elementary School Renovation/Addition Project (II.F)

The redistricting scenario recommended by the SFC 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 II.F.

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 School/Broad Ford Elementary School renovation/addition project 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. The reassignment of the 5th graders will generate capacity that will allow the simpler redistricting concept, involving only reassigning Broad Ford Elementary School students to schools in the north, to be implemented in order to relieve over-crowding in the southern elementary schools.

Since the issue of redistricting and the size (and therefore cost) of the facility are intertwined, they must be studied together. This relationship is further discussed in Section II.F below.

II. CAPITAL IMPROVEMENT PROJECTS

The SFC recommends a six-year capital program that will address the range of facility matters outlined in the Background section of this report. The majority 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 School/Broad Ford Elementary renovation/addition project, cannot be approached incrementally, and will therefore require intensive and thoughtful study.

Notes on the capital program and capital projects:

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.

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 occupancy operations, 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 by 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 (II.B) and Head Start (II.C) programs, the availability of space in the elementary schools will be a constraining factor. 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; in the southern area, the high utilization of three of the four elementary schools limits the ability to find space. Since spaces will presumably become available if redistricting and/or grade band re-configuration leads to reduced utilization, the implementation of these programs must be considered in relation to the Redistricting described under Recommendation I. Another solution involves the use of relocatable classrooms to house 4th and 5th grade students, freeing up space within the permanent facility for the Disruptive and Head Start programs.

Costs. The costs shown below, and the breakdown of anticipated State and local funding, are based on certain assumptions. The basis of cost is provided with each category of work.

- The costs are for project implementation only, and do not include life cycle costs related to utilities, maintenance requirements, etc.
- Unit costs shown are for work that will begin construction in the summer of 2020. The unit costs are escalated for projects that will be executed in later fiscal years.
- Construction costs account for sitework, design contingency, and construction contingency; these factors are calculated as percentages of the base construction costs, with the percentages varying by project type.
- Construction cost escalation is estimated at 4% per year, compounded, and is applied to all factors in the estimate (construction costs and project development costs).
- Project development costs include architectural/engineering services, permitting, survey, and any unique services that may be required (e.g. acoustic analysis). These costs do not include furniture, furnishings and equipment (FF&E). Project development costs are typically calculated at 15% of total project costs for major projects, and are adjusted for smaller or simpler projects.

- State funding participation is based on the current requirements and regulations, including eligible costs, eligible project categories, and the recent and current State-local cost share formula applicable to Garrett County Public Schools.
- The term 'local funds' refers to all possible sources of funds outside of the State Public School Construction Program, including most importantly local government allocations, but also grants from nonprofit organizations, grants from federal and State organizations such as the Environmental Protection Agency or the Maryland Department of the Environment, and donations from private businesses or individuals.
- Smaller projects are recommended to be funded using only local resources, in order to preserve State funding capacity for larger and more complex projects and to streamline the delivery of these relatively simple projects.

Variables that may affect cost projections in the future include market conditions, the scope of projects, unforeseen conditions latent in older school buildings, changes in the State cost allocation methods and rules, changes in local code requirements, and new State and federal mandates that affect educational facilities.

II.A SECURITY

Install security vestibules in all ten (10) schools that currently do not have them.

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. These installations will require all visitors outside of the morning arrival and afternoon departure times to be monitored through a card reader system.

The vestibules in most cases will use the existing exterior doors but will add an additional set of interior doors. Both sets of doors are kept locked except during school arrival and departure times. Visitors are required to announce themselves at the outside doors before being admitted into the vestibule, and then undergo an identity check and receive a visitor's badge before proceeding beyond the vestibule into the school building proper. The vestibules are of two types:

- 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.
- 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.

In some cases, it will be advantageous to replace the exterior doors as part of the project. The door installations must be fully coordinated with each school's security and communication systems, and must be fully compliant with the requirements of the fire code.

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. The total number of projects recommended includes security vestibules for Southern Middle School and Broad Ford Elementary School. Both schools are addressed through the major project shown as item II.F below, which would normally 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 facility. Consequently, 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.

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 from the State and local Capital Improvement Program, the projects may be funded through the State of Maryland Safe School Grant Program (SSGP).

<i>Estimated Cost:</i>	<i>Project Development</i>	<i>Construction</i>	<i>Total</i>
State:	NA	\$448,000	\$448,000
Local:	\$159,000	\$448,000	\$607,000
Total:	\$159,000	\$896,000	\$1,055,000

Basis of Cost: Current experience in other school systems: \$70,000/vestibule, construction only

Suggested Implementation Schedule: FY 2021 – FY 2022

II.B DISRUPTIVE BEHAVIOR

Provide spaces in every school to support the needs of disruptive students.

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 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 essential. 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.”

The specific location and design of each space will depend on the age and number of the students and on the existing configuration of the school. All spaces will be acoustically isolated from adjacent spaces to reduce distraction. The spaces will typically involve installation of an internal 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. Implementation of this program in the southern region elementary schools may depend on the reduced utilizations that will result from redistricting (Recommendation I). A likely scenario is to begin implementation with the elementary schools 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. However, it is possible that not every school will need such a space. The program will be funded solely with local funds.

Estimated Cost:	Project Development	Construction	Total
Per Classroom:			
State:	NA	NA	NA
Local:	\$9,000	\$53,000	\$62,000
Total:	\$9,000	\$53,000	\$62,000
Program:			
State:	NA	NA	NA
Local:	\$100,000	\$573,000	\$673,000
Total:	\$100,000	\$573,000	\$673,000
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 HEAD START

Provide spaces in every elementary school for the Head Start program.

The Head Start program has been 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 address the elementary schools where the program is now lacking, largely involving renovation of existing spaces. The number of spaces and their sizes are based on information provided by the Garrett County Community Action Committee (CAC).

Implementation will involve removal of the Head Start program from the Dennett Road facility, freeing up space for relocation of the Board of Education offices (see Recommendation III). 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 the Disruptive Behavior program (II.B), space for Head Start in the southern region elementary schools may depend on reduced utilizations resulting from redistricting.

The 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 stand-alone Head Start projects under the community use provisions of the Public School Construction Program). The double set of figures below for individual classroom costs reflects the different sizes of the required spaces.

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:	\$87,000	\$500,000	\$587,000

Total: \$87,000 \$500,000 \$587,000

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

Suggested Implementation Schedule: 1 to 2 classrooms/year, 9 classrooms total, FY 2021-FY 2025

II.D BUILDING SYSTEMS

Undertake at least one major building system upgrade annually.

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). Implementation of these projects will improve the health, safety, and effectiveness of the learning environment, reduce operating and maintenance costs, and extend the useful life of the buildings. Projects have been included only in those schools that are not considered for closure or replacement. The projects are as follows:

School and Project	Estimated Total Project Cost
Friendsville Elementary School – Drop Ceiling Replacement	\$266,000
Grantsville Elementary School – Electrical Switchgear Replacement	\$391,000
Northern High School – Boiler Replacement	\$1,013,000
Northern High School – Pavement/Parking Lot Replacement	\$723,000
Route 40 Elementary School – Boiler Replacement	\$870,000
Southern High School – Front Building Envelope Upgrades and Repairs	\$3,082,000
Yough Glades Elementary – Pavement/Parking Lot Replacement	\$2,061,000

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 \$2.3 million. This project will only proceed as a building system replacement if the Southern Middle School/Broad Ford Elementary School renovation/addition project described in II.F below is not approved.

Implementation will involve annual re-evaluation of building needs; projects currently identified may change in future years in terms of scope and priority.

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

Estimated Cost:	Project Development	Construction	Total
State:	NA	\$3,782,000	\$3,782,000
Local:	\$841,000	\$3,783,000	\$4,624,000
Total:	\$841,000	\$7,565,000	\$8,406,000

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 project.

Suggested Implementation Schedule: 1 to 2 projects/year, 6 schools total, FY 2021-FY 2026

II.E OPEN SPACE CLASSROOMS

Enclose open space classrooms to create conventional instructional spaces.

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.

Implementation will involve development of educational specifications and design guidelines for each school, an architectural/engineering design specific to the school, and construction.

Although the total number of open space pods is greater than the number indicated below, the program 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 describe in II.F (a project that will resolve the open space classrooms at both schools). The projects will be categorized as Open Space Pod Enclosures for purposes of State funding.

Estimated Cost:	Project Development	Construction	Total
Per 2-Classroom Pod:			
State:	NA	\$309,000	\$309,000
Local:	\$109,000	\$309,000	\$321,000
Total:	\$109,000	\$618,000	\$727,000
Program:			
State:	NA	\$2,626,000	\$2,626,000
Local:	\$926,000	\$2,626,000	\$3,552,000
Total:	\$926,000	\$5,252,000	\$6,178,000

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 2021-FY 2024

NOTE: Enclosing the open space pods at Broad Ford Elementary School and correcting the poorly enclosed former open spaces at Southern Middle School are included in the scope of the renovation/addition project described under II.F. If that project does not proceed, enclosure of the open space pods at Broad Ford Elementary School should be incorporated into the Open Space Classroom program.

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.

Current Conditions

Both Southern Middle School and Broad Ford Elementary School demonstrate a broad range of facility 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).
- *Broad Ford Elementary*: Deficiencies include open space classrooms, a gymnasium and multiple building systems in need of renovation, and over-crowding.

The roof at Broad Ford Elementary can no longer be adequately maintained; replacement must be undertaken within a few years if the school is to remain functional for educational purposes. 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 \$2.3 million.

With the expenditure of this large amount of funds, the 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. The construction cost to 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 would be approximately \$20 million.

The total cost to correct deficiencies in these two schools would be approximately \$37.5 million (summer 2020). In order to compare this cost to the cost to renovate and expand the facility, this cost is escalated forward to the earliest possible start of construction for the Southern Middle/Broad Ford project in mid-2024. Assuming construction cost escalation at 4% per year, the total cost to renovate both schools at that time would be approximately \$43.9 million.

Advantages and Implications of Consolidation

Locating the two schools in a purpose-designed facility would allow instruction to take place in modern spaces, would reduce the total footprint of the school system, and would achieve efficiencies through the joint use of certain core spaces, including the gymnasium, the media center, and the cafeteria. This arrangement will allow coordination among administrators and teachers in addressing the needs of individual students as they transition from elementary school to middle school. The schools would be operated individually, with separate administration areas, but with the potential for sharing facilities such as records storage and conference rooms. Proper attention would be given during design to ensuring the separation of age groups.

There are a number of alternatives for 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;
- **Limited renovation:** Upgrade or replace a minimum of five major building systems, with widespread educational and architectural enhancements, per IAC regulation.
- **Full renovation:** Improve schools to a like-new condition.
- **Consolidation of both schools** under a single roof, with limited or full renovation of the existing portions, and with demolition of the abandoned school.
- **Consolidation of both schools under a single roof in a new replacement facility.**

The Board is obligated to determine which type of project is financially feasible and will deliver the best value to the school system with respect to educational quality and building performance, and how the facility will support larger goals, such as equity in school utilization and class size. A feasibility study by a third party will provide the information to support these decisions.

For purposes of this report to the Board, the SFC has chosen to recommend consolidation of both schools under one roof, administered as two separate schools, with renovation of Southern Middle School and an expansion to house the combined student populations of the schools. The existing Broad Ford Elementary School facility would be demolished.

Cost of the Facility: Options

The size of the facility will depend on its capacity, i.e. the number of students that it will house. This in turn will depend on the decisions that the Board of Education will make regarding redistricting and grade band re-configuration. As noted in Recommendation I, redistricting should be pursued to better balance utilizations between the southern area and northern area schools, and in particular to relieve over-crowding at three southern area elementary schools.

The anticipated cost of the Southern Middle School/Broad Ford Elementary renovation/addition project may affect the redistricting and grade re-configuration options that are selected. If the potential to carry out this essential and unavoidable 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. In determining the best option, grade band re-configuration should be considered because it will take advantage of under utilized capacity at Southern High School.

To outline the potential options, Educational Facilities Planning LLC studied the relationship between six redistricting/grade re-configuration options and the required design capacity of the renovation/addition project, which governs the needed square footage and thus translates to cost of construction:

1. **Baseline:** Base the design capacity on the projected student enrollment of the two schools, with no redistricting or grade re-configuration.
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 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.
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 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.

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 if there are advantages to implementing the same grade band configurations 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 preclude advanced 8th graders from taking high school courses or participating in some high school activities, e.g. band).

The implications of these five options are shown in the following chart, which provides the capital cost to renovate and expand the Southern Middle School facility under each option.

Table 3: Southern Middle School/Broad Ford Elementary School Planning Options

	OPTION 1	OPTION 2	OPTION 3	OPTION 4	OPTION 5	OPTION 6
	NO CHANGE	SCENARIO 1 REDISTRICTIN G	SCENARIO 2 REDISTRICTIN G	5TH/8TH UP (South only), NO REDISTRICTIN G	5TH/8TH UP (South only), SCENARIO 1 REDISTRICTIN G	5TH/8TH UP (South only), SCENARIO 2 REDISTRICTIN G
	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)
Number of reassigned students:						
To North	0	139	156	0	139	156
Within North	0	0	9	0	0	9
Within South	0	0	44	312	293	316
Total number of students reassigned	0	139	209	312	432	481
% of student population affected	0.0%	3.7%	5.5%	8.2%	11.3%	12.6%
Impact on school utilization (2023-2024 SY):						
Average utilization, North	58.0%	63.1%	63.7%	58.0%	63.1%	63.7%
Average utilization, South	66.5%	62.4%	61.9%	66.5%	62.4%	61.9%
Broad Ford ES utilization	101.4%	89.5%	96.8%	85.1%	74.2%	82.6%
Crellin ES utilization	119.7%	119.7%	102.2%	94.8%	96.2%	80.3%
Yough Glades utilization	100.6%	100.6%	94.6%	84.3%	85.3%	80.3%
Projected number of students in facility:						
Elementary	513	453	490	431	376	418
Middle	469	439	434	499	468	462
Total	982	892	924	929	843	880
Estimated scope of work:						
Estimated size of SMS-BFES project (SF)	123,200	113,400	116,000	120,000	109,700	113,400
Estimated cost (start construction 2024)	\$ 41,220,000	\$ 35,847,000	\$ 37,294,000	\$ 39,477,000	\$ 33,815,000	\$ 35,850,000

Assumptions:

- Costs are escalated to summer 2024 start of construction.
- Size of building assumes approximately 18,000 SF reduction due to efficiencies in combining elementary & middle school (e.g. physical education, cafeteria, administration, etc.).
- One community use space of 3,000 SF is included in project.
- Utilizes current State Public School Construction Program square foot allocations per student. For middle schools in the ranges under consideration, this is 145 SF/student. For elementary schools, this is in the range of 127.56 to 139.52 SF/student, depending on the enrollment. For special education students, the allocation is 180 SF/student for both elementary school and middle school students.
- Cost for renovation of Southern Middle School is based on GCPS Facilities Department assessment from February 2018, with sitework, project development, contingencies, and

escalation added. This is a partial renovation, but includes relocation of the administrative area to the front of the building to improve monitoring of visitors.

- For new construction, utilizes current State Public School Construction Program square foot cost for projects that begin construction in Summer 2020 (\$329/sf).
- Building will be at 100% utilization at time of opening (potential for future enrollment growth is not included, but can be master planned for future additions if needed).
- Capacity is based on the projected 2023-2024 school year enrollments; includes 40 special education students (20 elementary, 20 middle).

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 to Southern High School and of the remaining 5th graders to Broad Ford Elementary School.

The cost of this option is well below the range of the cost to renovate both facilities (\$43 million; all costs are escalated to the same date for start of construction, summer 2024). Under this Option, the school would have the fewest students compared to the other options, accounting for its reduced footprint of about 110,000 SF. This option provides substantial enrollment relief to Crellin Elementary School or Yough Glades Elementary School by reassigning the 5th grade students to the new facility (rather than by reassigning them to other schools in the southern area): compared to the “No Change” option, Crellin would be at about 96% utilization instead of 120%, and Broad Ford would be at about 74% instead of 101%. This 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. By sizing the building for the projected future enrollment and by sharing school functions like the cafeteria, the proposed school will be smaller than the combined area of the two schools today. The footprint of the school system will 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.

On the negative side, there may be 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.

Next Steps

A more complete discussion of the pros and cons of the various redistricting/grade band re-configurations is needed. The purpose of this exercise 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 renovating both facilities. This supports the recommendation of the SFC, that the Board of Education should:

- Initiate the redistricting of Broad Ford Elementary School students to the northern area schools;
- Determine community sentiment regarding the multiple options for redistricting and/or grade band re-configuration.
- Discuss the critical issue of whether a grade band re-configuration in the southern area needs to be matched with a similar re-configuration in the northern area, addressing this primarily from the perspective of educational impact on the students, as well as the facility and administrative implications. It should be noted that while the reassignment of 8th graders from Northern Middle School to Northern High School is thought to be feasible and will improve the utilization of that school, the reassignment of 5th graders to Northern Middle School will reduce the utilization of the elementary schools in the north. This effect will be somewhat

compensated by the new students from Broad Ford Elementary School who would be reassigned to Accident and Grantsville Elementary Schools.

Implementation

Implementation will involve development of an educational specification to determine the schedule of educational and support spaces and a feasibility study to analyze the options based on the educational specification, followed by design and construction. 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 a project that abandons or demolishes an existing public school building in Maryland.

The costs shown below are based on the Facilities Department February 2018 estimate to renovate Southern Middle School, plus the cost to expand the facility to house the projected number of middle and elementary school students. The cost assumes that the total footprint of the renovated/expanded structure can be reduced by at least 18,000 square feet through the joint use of some of the spaces. As these high-bay/long-span spaces tend to be the most expensive to build, this approach will have a positive impact on the construction budget.

Planning for this project will need to consider the housing of the students during construction. Options include phased construction; 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.

Estimated Cost:	Project Development	Construction	Total
State:	NA	\$13,557,000	\$13,557,000
Local:	\$4,783,000	\$15,475,000	\$20,258,000
Total:	\$4,783,000	\$29,032,000	\$33,815,000

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: FY 2021
- Feasibility Study/Planning: FY 2022
- Design: FY 2023, FY 2024
- Construction: FY 2025, FY 2025
- Occupancy: FY 2026

II.G SCHOOLS WITH MULTIPLE EDUCATIONAL SPACE AND BUILDING DEFICIENCIES

Carry out targeted projects on an annual basis at Crellin Elementary and Swan Meadow Elementary.

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.

- **Crellin Elementary:** 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.

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 overcrowding at nearby schools in Oakland if relief is not achieved through the redistricting outlined in Item I. 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 Construction	Project Total	Development
State:		NA	\$339,000	\$339,000
Local:		\$153,000	\$667,000	\$820,000
Total:		\$153,000	\$1,006,000	\$1,159,000

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:

FY 2023, FY 2024

- Swan Meadow School.** Swan Meadow is a true community school, serving a unique student body and reportedly achieving high test scores. At the same time, it is very small school that presents a number of operational inefficiencies for the school system at large, including staffing and transportation. Although the local community has been active in providing improvements, the building still requires numerous capital improvements that must be funded from the capital improvement program. Concerns have been expressed that the middle school program may be out of compliance with State of Maryland requirements; however, senior staff members have met with the principal and developed a plan to meet the MSDE requirements for the 2019-2020 school year.

Because of the complexity of the social and educational issues surrounding the Swan Meadow School, the SFC has not yet been able to arrive at a clear recommendation for this facility. While the educational space and building system deficiencies at the school are apparent, the Board must also consider the larger questions that are associated with this unique school before making significant capital investments. Since it is not anticipated that decisions will be made immediately, Recommendation II.A does include a Security Vestibule for the school in order to enhance the safety and security of the building occupants.

These questions will be more fully explored in the final report of the Strategic Facilities Committee.

III. RELOCATE BOARD OF EDUCATION OFFICE

Relocate the Board of Education offices from space in downtown Oakland to the Dennett Road facility.

The Board of Education currently occupies office space in downtown Oakland. The Board is reported to spend approximately \$67,000 per year on utilities, maintenance, and custodial services. The Committee recommends that the Board relocate these offices to the Dennett Road Facility by the beginning of the 2020-2021 school year. Space at the Dennett Road facility will be made available when the Head Start program currently housed there is relocated under item II.B above. Modifications to the Dennett Road facility would be needed to provide a meeting space for the Board as well as offices for the Superintendent and central office staff (a number of whom are already located at this facility).

It is estimated that at current interest rates, an annual revenue stream of \$67,000 can support approximately \$1.3 million in 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, for example co-location with other Board functions and the availability of parking. 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.

<i>Estimated Cost:</i>	<i>Project Development</i>	<i>Construction</i>	<i>Total</i>
State:	NA	NA	NA
Local:	\$5,000	\$100,000	\$105,000
Total:	\$5,000	\$100,000	\$105,000
<i>Basis of Cost:</i>	Facilities Department budget for capital improvements.		
<i>Suggested Implementation Schedule:</i>	FY 2021		

IV. SINGLE HIGH SCHOOL

Establish a standing committee to investigate the concept of a single high school.

A subcommittee of the SFC has investigated the advantages and disadvantages of a single high school. The subcommittee findings will be summarized in the final report to the Board of Education, but the preliminary conclusion is that a single high school would significantly 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 would be some operational savings resulting from single purchase of textbooks, reduced staffing, and more efficient bus transportation.

However, 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 with approximately 1,100 seats would require about 180,000 square feet and would cost approximately \$72 million to build; total project costs would be approximately \$85 million (exclusive of 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 \$115 million.

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 are disposed of through sale or

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.

Given the large capital expenditure involved in a single high school, the SFC recommends that the Board establish a standing committee to fully investigate the consequences of this action. The committee would be responsible for the following step-by-step process:

- Developing an educational specification;
- Locating a site;
- Investigating potential partnerships with the 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;
- Developing project schedules and cost projections;
- Potential future uses for the existing high school facilities;
- Bringing final recommendations to the Board of Education, which would lead to implementation (funding, design, construction, occupancy)

The timeframe required 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 approvals:	FY 2024
Design:	FY 2025-2026
Construction:	FY 2027-2028
Occupancy:	2029-2020 School Year

PROJECT TIERS

Recognizing that fiscal constraints prevent the implementation of all of the needed improvements that are outlined above, the Committee has developed three tiers of capital project recommendations, based on both urgency and feasibility. The tiers provide a preliminary prioritization of the recommended strategic actions. In each fiscal year, projects and actions could be included for one, two, or three tiers, but their priority order would reflect the adopted tier schema. Put differently, the tier approach would ensure that all of the most urgent projects and actions are accomplished before less urgent (but still needed) projects and actions are undertaken.

The costs shown below are estimates of the capital expenses involved. Suggested timeframes for the projects are shown in Exhibit 1.

1. TIER 1: NEAR-TERM ACTIONS AND PROJECTS

Redistricting to balance enrollments: Tier 1 includes the student reassignments described in item I. above.

Near-term capital projects in Tier 1 will improve the security of schools, enhance early childhood learning, address the increase of disruptive behaviors, and initiate replacement and upgrading of building systems.

The Tier 1 recommendations are estimated at a total cost of \$7.2 million, consisting of \$2.6 million in State funds and \$4.6 million in local funds. This group of projects affects the following facilities:

- a. Security Vestibules: Accident Elementary, Broad Ford Elementary, Crellin Elementary, Friendsville Elementary, Grantsville Elementary, Route 40 Elementary, Yough Glades Elementary, Swan Meadow School, Southern Middle, Northern High. See comments in Recommendations II.A and II.F above with respect to Broad Ford Elementary School and Southern Middle School.

State: \$448,000
Local: \$607,000
Total: \$1,055,000

- b. Disruptive Behavior: Priority order and scope of schools to be determined through discussion with Superintendent and staff.

State: NA
Local: \$673,000
Total: \$673,000

- c. Head Start: Priority order and scope of schools to be determined through discussion with Community Action Committee (CAC).

State: NA
Local: \$587,000
Total: \$587,000

- d. Building Systems:

- i. *Southern High School*: Building Envelope Repairs

State: \$1,387,000
Local: \$1,695,000
Total: \$3,082,000

- ii. *Northern High School*: Boiler Replacement and Pavement/Parking Lot Replacement

State: \$781,000
Local: \$955,000
Total: \$1,736,000

Board of Education: Relocate Board offices to Dennett Road Elementary School, with modest level of renovation.

State: NA
Local: \$105,000
Total: \$105,000

Total, Tier 1:

State: \$2,616,000
Local: \$4,622,000
Total: \$7,238,000

2. TIER 2: MIDDLE-TERM ACTIONS AND PROJECTS

Middle-term capital projects will focus on improving the learning environment at schools that have open space pods and at two schools with large numbers of educationally inadequate features, as well as continuing the replacement and upgrading of building systems.

The Tier 2 recommendations are estimated at a total cost of \$9.7 million, consisting of \$4.0 million in State funds and \$5.7 million in local funds. This group of projects affect the following facilities:

a. Open Space Classrooms:

- i. *Grantsville ES*: Two 2-pod conversions in each of FY 2021 and FY 2023
- ii. *Friendsville ES*: Two 2-pod conversions in each of FY 2022 and FY 2024

<i>State:</i>	<i>\$2,626,000</i>
<i>Local:</i>	<i><u>\$3,552,000</u></i>
<i>Total:</i>	<i>\$6,178,000</i>

- b. Crellin Elementary School Renovations and Relocatable Classrooms: Replace relocatable classrooms and carry out improvements to the existing facility; research and plan for additions as needed. Items carried out under the Security Vestibule, Disruptive, and Head Start initiatives are not included in the cost schedule below, but must be master planned to be coordinated with the renovations and additions.

<i>State:</i>	<i>\$339,000</i>
<i>Local:</i>	<i><u>\$820,000</u></i>
<i>Total:</i>	<i>\$1,159,000</i>

- c. Swan Meadow School: The scope of work will depend on decisions made by the Board of Education regarding the future of the school.

<i>State:</i>	<i>TBD</i>
<i>Local:</i>	<i>TBD</i>
<i>Total:</i>	<i>TBD</i>

d. Building Systems:

- i. *Yough Glades ES* Pavement/Parking Lot Replacement

<i>State:</i>	<i>\$927,000</i>
<i>Local:</i>	<i><u>\$1,134,000</u></i>
<i>Total:</i>	<i>\$2,061,000</i>

- ii. *Friendsville ES* Ceiling Replacement

<i>State:</i>	<i>\$120,000</i>
<i>Local:</i>	<i><u>\$146,000</u></i>
<i>Total:</i>	<i>\$266,000</i>

Total, Tier 2:

<i>State:</i>	<i><u>\$4,012,000</u></i>
<i>Local:</i>	<i><u>\$5,652,000</u></i>
<i>Total:</i>	<i><u>\$9,664,000</u></i>

3. TIER 3: LONG-TERM ACTIONS AND PROJECTS

Single high school study: Establish a standing committee to investigate the advantages and costs of a single high school by developing an educational specification, soliciting community input, determining potential sites, developing a project schedule and budget, researching the potential for State and local funding, and conducting a 3rd-party feasibility study.

Long-term capital projects will undertake major projects to to construct additions to Crellin Elementary and consolidate Broad Ford Elementary School and Southern Middle School as separate schools in a single building; and continue the replacement and upgrading of building systems.

The Tier 3 recommendations are estimated at a total cost of \$37.6 million, consisting of \$14.8 million in State funds and \$22.8 million in local funds. This group of projects affect the following facilities:

- a. Southern Middle School/Broad Ford Elementary School Renovation/Addition Project: Educational specification, community engagement, feasibility study, design, construction

State: \$13,557,000
 Local: \$20,258,000
 Total: \$33,815,000

- b. Crellin Elementary School Additions: Additions as determined through the investigations initiated in Tier 2.

State: \$1,033,000
 Local: \$1,519,000
 Total: \$2,552,000

- c. Building Systems:

- i. *Route 40 ES Boiler Replacement*

State: \$391,000
 Local: \$479,000
 Total: \$870,000

- ii. *Grantsville ES Electrical*

State: \$176,000
 Local: \$215,000
 Total: \$391,000

Total, Tier 3:

State: \$15,157,000
Local: \$22,471,000
Total: \$37,628,000

Total, Capital Program:

State: \$21,785,000
Local: \$32,745,000
Total: \$54,530,000

Table 2: Capital Improvement Program Tiers

	TOTAL	STATE	LOCAL
TIER 1			
Security Vestibules	\$ 1,055,000	\$ 448,000	\$ 607,000
Disruptive Behavior	\$ 673,000	\$ -	\$ 673,000
Head Start	\$ 587,000	\$ -	\$ 587,000
Building systems	\$ -		
SHS Bldg Envelope	\$ 3,082,000	\$ 1,387,000	\$ 1,695,000
NHS Boiler, Pavement	\$ 1,736,000	\$ 781,000	\$ 955,000
Relocate Board Office	\$ 105,000	\$ -	\$ 105,000
	\$ 7,238,000	\$ 2,616,000	\$ 4,622,000
TIER 2			
Open space conversion	\$ 6,178,000	\$ 2,626,000	\$ 3,552,000
Crellin ES relas, renov	\$ 1,159,000	\$ 339,000	\$ 820,000
Swan Meadow School	TBD	TBD	TBD
Building systems			
YG Pavement	\$ 2,061,000	\$ 927,000	\$ 1,134,000
FV Ceiling	\$ 266,000	\$ 120,000	\$ 146,000
	\$ 9,664,000	\$ 4,012,000	\$ 5,652,000
TIER 3			
Southern MS/Broad Ford ES	\$ 33,815,000	\$ 13,557,000	\$ 20,258,000
Crellin Addition	\$ 2,552,000	\$ 1,033,000	\$ 1,519,000
Building systems			
R40 Boiler	\$ 870,000	\$ 391,000	\$ 479,000
GV Electrical	\$ 391,000	\$ 176,000	\$ 215,000
	\$ 37,628,000	\$ 15,157,000	\$ 22,471,000
GRAND TOTAL	\$ 54,530,000	\$ 21,785,000	\$ 32,745,000

FUNDING SOURCES

The entire capital program outlined in this report is projected to cost approximately \$54.5 million, with an anticipated participation by the State at \$21.8 million and by the County government at \$32.8 million. These are estimates for planning purposes only, and as noted on page 7, 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 School/Broad Ford Elementary School renovation/addition, with a total estimated cost of approximately \$33.8 million. The costs given here are for the lowest cost option, a partial renovation of the existing Southern Middle facility with an expansion to meet capacity and programmatic requirements. The total size of the facility is based on the 2025 enrollment projections, with redistricting and grade band re-configuration to reduce the combined total enrollment. Should these enrollment projections change, the school may need to be either larger or smaller. As noted in Section II.F, the cost to renovate both schools is estimated at approximately \$43.9 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):** Funds major capital projects, including new and replacement schools, full renovations, partial and limited renovations, and systemic renovation projects. 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 (to become two years in the next adjustment). 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).

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 (IAC), 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.

- **Ageing Schools Program (ASP):** A program of relatively small grants that are allocated on a formula basis to each LEA. Garrett County 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. A local match is required.

LOCAL:

- **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.
 - Avoided costs that are capitalized as a revenue stream (as in an energy performance contract, EPC).
- **Local grants:** These may include contributions from Head Start or from other nonprofit organizations, 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.

FUNDING RECOMMENDATIONS

The SFC proposes the following five recommendations to fund the projects outlined in this capital program:

1. **Adjust the State-Local Capital Funding Formula.** The Board of Education should work with the Garrett County delegation to adjust the State-local cost share formula, taking into account

- *Open Space Pod Enclosure: Two 2-classroom pods at Grantsville ES* *State & local funding*
- *Relocate Board Office to Dennett Road Facility* *Local funding only*