

CARROLL COUNTY PUBLIC SCHOOLS REDISTRICTING AND SCHOOL CLOSURE COMMITTEE



Westminster East Middle School



***Report to the Board of Education
September 12, 2018***

REDISTRICTING AND SCHOOL CLOSURE COMMITTEE

- 1. BACKGROUND FACTORS**
- 2. BASIC FINDINGS**
- 3. THE PLANNING PROCESS**
- 4. PLANNING OPTIONS**

1. BACKGROUND FACTORS

➤ ENROLLMENT PROJECTIONS: K TO 12TH GRADE

- Enrollments in 2017 stabilized after more than a decade of decline
- Enrollment projections, 2017 to 2027:
 - *Elementary school enrollments* will likely increase by more than 1,400 students
 - Live births have increased the past three years
 - *Middle school enrollments* will decline slightly, then rise
 - *High school enrollments* will decline
- Ten-year projection: Stable at around 25,000 students

➤ DEMOGRAPHIC PROJECTIONS:

- Total county population projected to increase by 12.5% between 2015 and 2040
- The population will become proportionally older:
 - *Population under 45:* Will increase at about the same rate as population as a whole
 - *Population 45 to 64:* Will decrease by about 23%
 - *Population 65 and older:*
 - Will increase by about 86%
 - Will increase from 16% of population to 26%

1. BACKGROUND FACTORS

➤ FACILITY UTILIZATION:

- **Current overall facility utilization is marginally within Board parameter - 87%**
 - The range is marginally acceptable, per industry guidelines: 70% to 102%
 - No school is so under- or over-utilized that the basic educational program is compromised
- **Problems associated with current under- / over-utilization - examples:**
 - *Under:* A high school may not be able to offer all electives, or as many sections as needed
 - *Over:* Excessive number of lunch periods
- **Projected overall utilization will decrease slightly by 2022 to 86%**
 - *Highest projected utilization in 2022:* 112% (Freedom Elementary) – significantly over-utilized
 - *Lowest projected utilization in 2022:* 65% (South Carroll High) – significantly under-utilized
- **Projected change, number of schools over-, under, and at Board utilization:**

	2017-2018		2022-2023		Change
Systemwide					
Total Utilization		87%		86%	-1%
Schools above 95%	8		5		-3
Schools meeting BOE utilization parameter	14		16		2
Schools below BOE utilization parameter	14		15		1

1. BACKGROUND FACTORS

➤ AGE AND CONDITION OF FACILITIES

- 14th oldest average square footage in the state
- Facilities are well maintained: regularly score Good and Superior on State inspections
- There is a considerable range in the condition of the facilities, measured by FCI:
 - Average FCI: 31%
 - Best FCI: Gateway School – 3.78%
 - Worst FCI: Westminster East Middle School – 78.71%

➤ SIGNIFICANT NEED TO UPGRADE FACILITIES AND BUILDING SYSTEMS

- Total value of systems past their useful life: \$390 M
- Current CIP:
 - *Building Systems:*
 - Roofing – 8 are past useful life
 - HVAC – Average age of systems – 34 years
 - Security
 - Technology
 - *Small projects:*
 - 4 Kindergarten additions
 - 13 high school Science rooms
 - *Deferred maintenance:* East Middle & CCCTC: \$54 M

2. BASIC FINDINGS

From RSCC deliberations and community input

1. EAST MIDDLE SCHOOL

- Condition of the facility is an unavoidable driver of all planning decisions
 - Building systems past useful life: HVAC, Roof, Electrical, Fire alarm, Windows
 - Significant educational deficiencies
 - Not compliant with Americans with Disabilities Act
 - BEST program is in inappropriate space
- Options:
 - Close the facility:
 - Redistrict students to other middle schools
 - Consolidate/redistrict with other schools
 - Relocate students to Winters Mill High School
 - Improve the facility :
 - Replace with a new facility
 - Fully renovate
 - Partially renovate

2. BASIC FINDINGS

From RSCC deliberations and community input

2. REDISTRICTING AND SCHOOL CLOSURE:

Persistent questions in RSCC discussions:

What compelling needs argue for redistricting or closure?

What would be achieved by either?

2. BASIC FINDINGS

From RSCC deliberations and community input

2. REDISTRICTING

- No compelling current argument for redistricting
 - Usual factors are absent:
 - Severe inequities in school conditions or utilization
 - Correction of obvious student assignment problems
 - Spot under- or over-utilization: can address through the current annual review process
- Unclear whether operational efficiencies or cost savings would be achieved
 - Transportation would be primary source of savings: reduction of miles or hours
 - Would need to map multiple options to determine if costs would decrease or increase
- Potential detriments
 - Increased student travel distances and ride times
 - Disruption of communities
- Potential future benefits: A Planning Option with merit if:
 - Student enrollments and facility utilization warrant it, and/or
 - Goals to be achieved are clearly defined by the Board of Education
 - Minimize impacts on students with special needs

2. BASIC FINDINGS

From RSCC deliberations and community input

2. SCHOOL CLOSURE

- No compelling current argument for school closure driven by:
 - Hazardous conditions
 - A gross level of inefficiency
- Operational savings from closure would be achieved through:
 - Reduction of utilities
 - Reduction of maintenance
- Operational savings could be offset by:
 - Increased transportation distances and ride times for students
 - New staffing needs
 - Renovations or other changes at receiving schools
- Potential detriments:
 - Loss of flexibility to address an uncertain future enrollment situation
 - Increased student travel distances and ride times
 - Disruption of communities and student education
- Consider only if there is unambiguous evidence that:
 - A facility is underutilized, in very poor condition, or extremely costly to operate; or
 - Closure would significantly benefit other schools; and
 - Closure must minimize impacts on students with special needs

2. BASIC FINDINGS

From RSCC deliberations and community input

3. CAPITAL INVESTMENT

- The facilities have been underfunded:
 - Annual capital expenditure needed to maintain current FCI: \$44.4 million
 - Annual capital expenditure needed to improve FCI by 10%: \$55 million
 - Annual average capital expenditure FY 2010-2009: \$13.2 million
 - Deficit in spending: Current annual capital spending is:
 - 30% of the funding needed to maintain current FCI
 - 25% of the funding needed to improve the FCI
- Consequences of continuing underfunding:
 - Building performance:
 - Increased maintenance costs
 - Increased risk of system failure
 - Underperforming and energy-inefficient building systems
 - Education:
 - Educational settings that hamper education rather than support it
 - Misalignment of facilities with educational programs
 - Barriers to disabled students and others (non-compliance with ADA)
 - Potential indoor air quality problems

3. THE PLANNING PROCESS

MISSION OF THE REDISTRICTING AND SCHOOL CLOSURE COMMITTEE

To recommend options that are consistent with a stable facility management process that supports:

- Instructional excellence***
- High quality, modern and equitable school facilities***
- Operational efficiencies, and***
- The flexibility to respond to changes in student enrollments and demographics without loss of educational quality.***

3. THE PLANNING PROCESS

A Six-Step Process:

The RSCC followed a careful, deliberative process to promote objectivity in the development of Planning Options for consideration by the Board of Education

- 1. INFORMATION GATHERING:** *Presentations on the current and future status of educational programs, student enrollments and demographics, facility conditions, and the economic outlook for the county*
- 2. RESEARCH:** *Investigations by two subcommittees:*
 - Educational Models and Grade Configuration Subcommittee
 - School Boundaries and Closures Subcommittee
- 3. COMMUNITY OUTREACH:** *Two community listening sessions held, emails, other inputs*
- 4. PLANNING OBJECTIVES:** *Development of seven Planning Objectives aligned with the Goals, Parameters, and Considerations of the Board of Education*
- 5. PLANNING OPTIONS:** *11 Planning Options examined, each analyzed for its benefits, detriments, implementation, schedule, alignment with the Planning Objectives*
- 6. EVALUATION AND PRIORITIZATION OF PLANNING OPTIONS:** *Prioritization of the Planning Options, reduction to five Options, and further analysis*

3. THE PLANNING PROCESS

Seven Weighted Planning Objectives

- **FUNCTIONAL SETTING FOR EDUCATIONAL PROGRAMS** (systemwide): Whether instructional spaces support the educational programs Weighting: 3
- **CONDITION OF SCHOOL BUILDINGS** (systemwide): The condition of the building plant, as measured by the Facility Condition Index (FCI) Weighting: 3
- **OPERATING EXPENSES** (systemwide): The overall cost of operating the school system, including plant operations, staffing, and transportation Weighting: 3
- **EXISTING COMMUNITIES**: The effect the Planning Option has on existing communities Weighting: 2
- **FEEDER PATTERNS**: Whether the Planning Option simplifies and clarifies school feeder patterns Weighting: 1
- **ECONOMIC DEVELOPMENT**: How the Planning Option affects new businesses, workforce development, and real estate values Weighting: 1
- **RIDE TIMES**: Whether the Planning Option is likely to increase or decrease the average ride time Weighting: 2

4. PLANNING OPTIONS

Method for Prioritizing the Options

1. The RSCC and support staff were divided into seven teams, two members each
2. Each team was assigned one of the Planning Objectives
3. Each team analyzed the impact of each Planning Option on their Planning Objective using a trinary approach:
 - a. If the impact was positive, the Option received the entire positive weighting
 - b. If the impact was negative, the Option received the entire negative weighting
 - c. If the impact was neutral or unknown, the Option received a zero
4. Teams reported their conclusions to the entire Committee
Extensive Committee discussion led to modification of some of the scores
5. The weightings for each Planning Option were summed
6. The result: 11 Planning Options were reduced to 5, in prioritized order

4. PLANNING OPTIONS

Method for Prioritizing the Options

		PLANNING OBJECTIVES						
WEIGHTINGS:		3	3	3	2	1	1	2
PLANNING OPTIONS		Functional setting for educational programs (systemwide)	Condition of school buildings (system wide)	Operating expenses (system wide)	Existing Communities	Feeder patterns	Economic development	Ride times
I.	Accept existing facility configuration, with improvement of individual programmatic spaces (special programs, G&T, CTE, etc.)	3	0	0	0	0	1	0
II.	Close one school (likely elementary)	-3	3	3	-2	0	-1	-2
III.	East Middle School: Options							
A.1	Retain Existing School Facility with Improvements (renovate/replace)	3	3	3	0	0	0	9
A.2	Full Modernization	3	3	3	0	0	1	10
B.	Large Middle School: Close William Winchester ES, redistrict students; close East MS and relocate students to West MS (6 th grade in former Wm. Winchester ES)	-3	3	3	-2	-1	-1	-3
C.	8 th Grade to High Schools: Close East MS; redistrict 6 th and 7 th grades to West MS, redistrict 8 th Grade to Westminster HS and Winters Mill HS.	-3	3	3	-2	-1	-1	-3
D.	Winters Mill as Middle School: Close Winters Mill HS; close East MS and relocate students to former Winters Mill HS; redistrict WMHS students to other high schools	-3	3	3	-2	-1	-1	-3
E.	K-8 Facility (replace WMW & EMS)	3	3	3	2	0	1	12
F.	Consolidated 7th/8th with K-3 Schools: Close East MS, reassign 7th & 8th grades to West MS, redistrict 6th grade to Sandymount & Wm. Winchester as 3-6 schools, redistrict K-2 to other elementary schools	-3	3	3	-2	-1	-1	-3
IV.	Comprehensive redistricting							
A.	Without School Closure	3	0	0	0	1	0	4
B.	With School Closure (likely elementary)	-3	3	3	-2	1	-1	1

4. PLANNING OPTIONS

SUMMARY OF SELECTED OPTIONS (in priority order):

1. East Middle: *K-8 Replacement Facility*
2. East Middle: *Full Modernization (Replacement or Full Renovation)*
3. East Middle: *Retain Existing School Facility with Limited Improvements*
4. Comprehensive Redistricting, *Without School Closure*
5. Existing Facility Configuration, *With Targeted Improvements*

4. PLANNING OPTIONS

Budgetary Implications: Operating Budget Estimates

- **Factors that will affect operating expenses:**
 - **Transportation: Miles traveled and hours on the road**
 - **Building utilities**
 - **Operational staffing**
 - **Facility maintenance**
 - **Educational and administrative staffing**
- **Four out of five of the selected options involve little or no redistricting**
 - **Some impacts on transportation if boundaries are redrawn**
 - **Unknown impacts on staffing (e.g. K-8)**
- **One option may involve extensive redistricting:**
 - **Examination of redistricting implications requires extensive staff time**
 - **Redistricting options cannot be assessed without determining the goals to be achieved**
 - **Goals are basic policy decisions**
 - **Board guidance will be required to determine the goals**
- **Conclusion: The RSCC does not provide operational costs for the Options**

4. PLANNING OPTIONS

Budgetary Implications: Capital Cost Estimates

- **Can be forecast with some confidence, if scope is understood**
 - Options 1 and 2 allow reasonable estimates
 - Option 3 allows a range of costs to be identified
- **Costs include:**
 - Building costs
 - Site costs
 - Construction contingency
 - Project development costs (“soft costs”)
 - Phasing premium for work in occupied building
 - Demolition for new projects that may use the East Middle School site
- **Are projected to start of construction**
 - Construction cost escalation: Assumes 4% per year
 - Sources indicate higher escalation can be expected
- **Factors that may affect future costs:**
 - Project scope
 - Unforeseen conditions (e.g. soils, deteriorated roof deck, etc.)
 - Location / site conditions
 - Market conditions at time of bid
 - Delays
- **Conclusion: Within limits, cost estimates are reliable**

4. PLANNING OPTIONS

OPTION 1- EAST MIDDLE: K-8 REPLACEMENT FACILITY

Description: Close East MS and William Winchester ES and relocate students into a new K-8 campus

Assumptions:

- Site on or near the current East Middle School site
- Will meet all educational specification & high performance building design requirements
- Includes BEST program
- Middle school will continue to be fed by six elementary schools (elementary/middle school model)

Benefits:

- State-of-the-art educational setting for students
- Maintain current student assignments (if site is within current boundaries)
- Opportunity to examine feeder patterns and school boundaries
- Opportunity to include other educational programs and community use

Detriments:

- Not a K-8 in usual sense; may not achieve purported academic/social benefits for students
- Very large capital cost
- May require acquisition of a new site
- If EMS site is used: outside William Winchester attendance area and will require redistricting
- Cost to County to maintain and dispose of EMS site if K-8 is located elsewhere
- Cost to demolish or repurpose the existing William Winchester facility

Capital Costs: \$88.3 M (w/ demolition of existing EMS)

School Opening: Summer 2023

4. PLANNING OPTIONS

OPTION 2 - EAST MIDDLE: FULL MODERNIZATION

Description: Replacement or complete renovation to achieve all educational specification and building performance requirements, resulting in a like-new facility

Assumptions:

- Site for replacement will be on or near the current East Middle School site
- Meets all educational specification & high performance building design requirements
- Includes BEST program

Benefits:

- State-of-the-art educational setting for students
- Will likely maintain current student assignments
- Renovation: retain fine façade, and the functional and symbolic role of school in community
- Opportunity to examine feeder patterns and school boundaries
- Opportunity to include other educational programs and community use

Detriments:

- Very large capital cost
- For renovation:
 - Phasing costs and disruption (difficulty of relocating students during construction)
 - Difficulty of achieving full ADA compliance
 - Will not correct site deficiencies (Longwell St.)

Capital Costs:

- Replacement: \$58.2 M
- Full Renovation: \$63.4 M

School Opening: Summer 2023

4. PLANNING OPTIONS

OPTION 3 - EAST MIDDLE: LIMITED IMPROVEMENTS TO EXISTING BUILDING

Description: Program to correct targeted deficiencies within a defined budget and schedule

Assumptions:

- Scope to be determined by educational needs, condition of building systems, budget
- Likely will not require expansion of the building footprint
- Will not result in like-new facility (as in Modernization)

Benefits:

- Scope can be tailored to budget and schedule
- Retains fine façade, and the functional and symbolic role of school in community

Detriments:

- Large capital outlay for even minimum scope of work (must include BEST program in scope)
- Phasing in an occupied building
- Restricted scope:
 - Difficulty of achieving full ADA compliance
 - Will not correct site deficiencies (Longwell St.; separation of BEST from main building)
 - Higher long-term maintenance costs, possible community dissatisfaction

Capital Costs:

- Low Range: Critical Building System Replacements: \$35.6 M
- High Range: Limited Renovation Project (LRP): \$40.6 M

School Opening:

- Low Range: Varies by scope selected; minimum two summers (August 2022)
- High Range: Summer 2023

4. PLANNING OPTIONS

OPTION 4 - COMPREHENSIVE REDISTRICTING, W/O SCHOOL CLOSURE

Description: Countywide study of student assignments, to meet goals established by the Board of Education

Assumptions:

- Warranted by future conditions: utilization, building condition, educational requirements
- Goals might include
 - Balance school utilizations;
 - Balance course offerings and sections at high schools;
 - Improve feeder patterns;
 - Improve the operating budget by examining inefficiencies in the transportation of students;
 - Improve overall ride times for students;
 - Achieve fiscal and operational efficiencies
- No school closure

Benefits:

- Study would test whether the Board of Education goals can be met
- If they can be met, would improve the factor or factors selected

Detriments:

- Disruption to current attendance patterns and communities
- May require renovations or additions to some facilities

Capital Costs: Unknown, pending study of multiple redistricting options

School Opening: Unchanged, barring major capital projects

4. PLANNING OPTIONS

OPTION 5 - TARGETED IMPROVEMENTS TO EXISTING FACILITIES

Description: Incremental program of targeted facility improvements to support educational programs, within acknowledged budgetary constraints

Assumptions:

- Accepts existing facility configuration and grade structure
- Involves study of all special programs: special ed., gifted & talented, CTE, alternative education, others
- Concerns only existing programs: Assumes current capacity and staffing of programs is adequate
- Likely to involve renovation of existing spaces, without need for expansion
- Needs of students must be addressed during construction
- Requires periodic restudy to assess new enrollments, educational requirements and programs

Benefits:

- Improves education setting for selective groups of students, at lowest cost
- Scope of work and implementation schedule can be tailored to available resources
- Preserves flexibility for future needs
- Can provide a platform for examining some or all academic programs and assessing future needs

Detriments:

- Does not affect the educational setting of the majority of students
- Marginal improvement to the overall condition of facilities (FCI)
- Does not address disparities in utilization among facilities

Capital Costs: Unknown, pending determination of projects and implementation schedule

School Opening: Varies based on projects and schedule adopted

THANKS AND APPRECIATION

The following individuals contributed their valuable time, energy, and experience to the Redistricting and School Closure Committee effort:

MEMBERS OF THE REDISTRICTING AND SCHOOL CLOSURE COMMITTEE

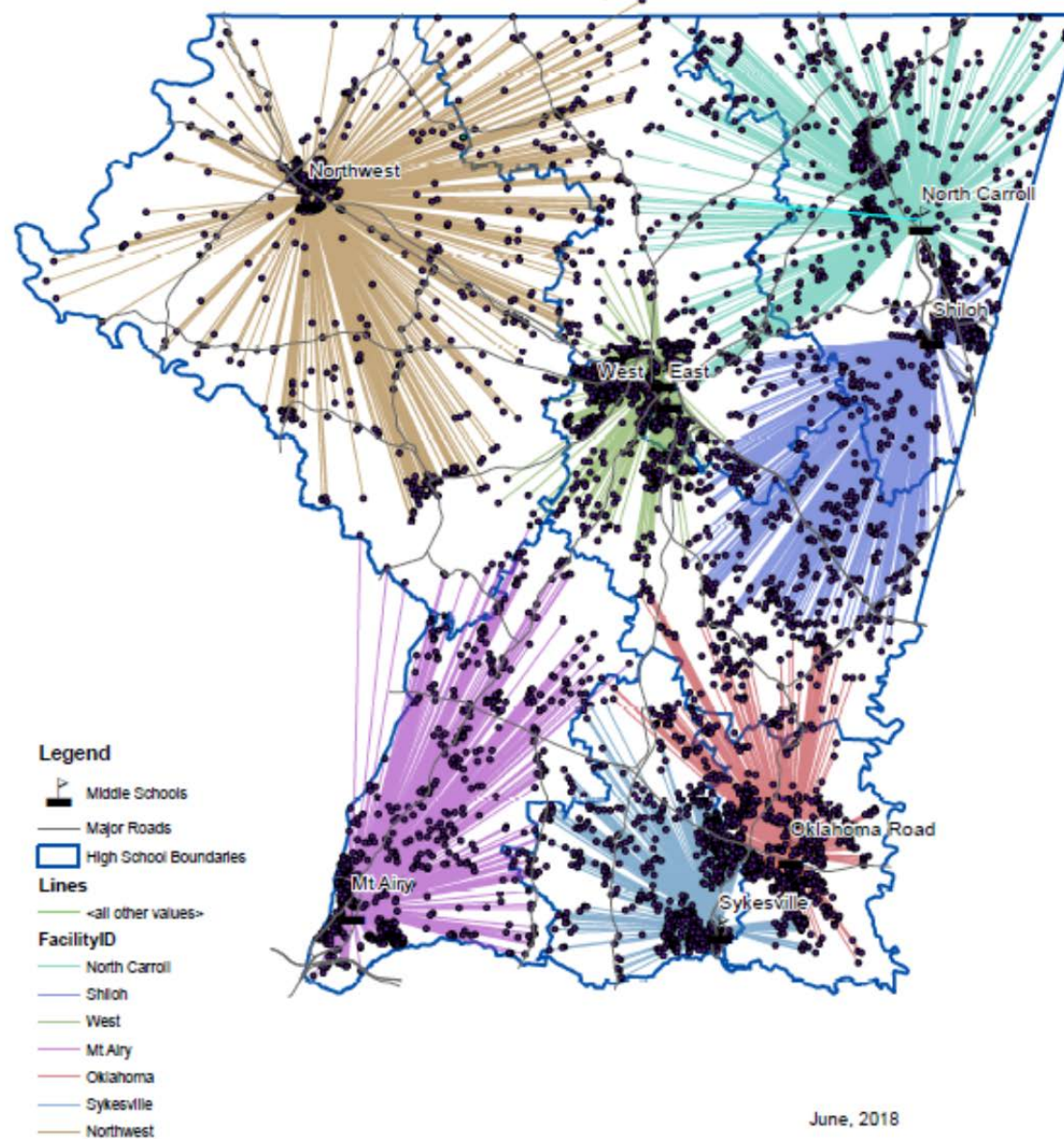
Steve Aquino	Aquino Financial Services, LLC	Chamber of Commerce
Denise Beaver	Deputy Director of Economic Development	County Government
Michael Hardesty	Director of Transportation	Superintendent's Staff
Rosemary Kitzinger	Parent from Northwest Area	Special Education Citizens Advisory Council
Robert McCarthy	Parent from Southeast Carroll Area	Community Advisory Council
Christina McGann	Parent from North Carroll Area	Community Advisory Council
Sean McKillop	UniServ Director	Employee Groups
Rita Misra	Parent from Southwest Carroll Area	Community Advisory Council
Vaughn Paylor	Parent from Westminster Area	NAACP
Margaret Pfaff	Director of Curriculum & Instructional Resources	Superintendent's Staff
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Jon Weetman	Attorney at Law, LLC	Chamber of Commerce
Erin Yeagley	UniServ Director	Employee Groups

CARROLL COUNTY PUBLIC SCHOOLS ADMINISTRATORS AND STAFF

Gregory Bricca	Director of Research and Accountability
William Caine	Facilities Planner
Kim Gold	Transportation Analyst
Christopher Hartlove	Chief Financial Officer
Jennifer Kahney	Facilities Management Department
Steven Johnson	Assistant Superintendent of Instruction
Jonathan O'Neal	Assistant Superintendent of Administration
Anita Stubenrauch	Operational Performance Supervisor

MAPS

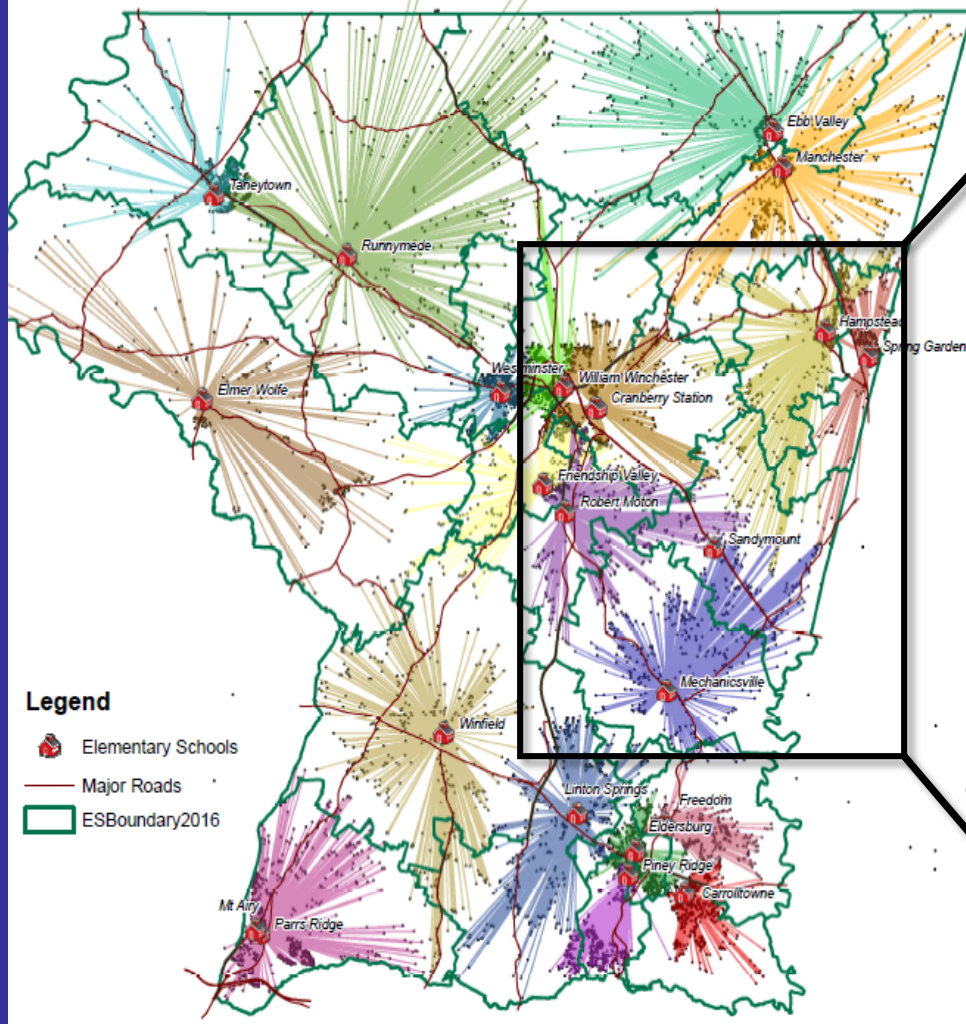
East Middle Closure Location Allocation 100% Capacity (75 Unassigned)



June, 2018

MAPS

Location Allocation: Remove Sandymount
100% Capacity Overview



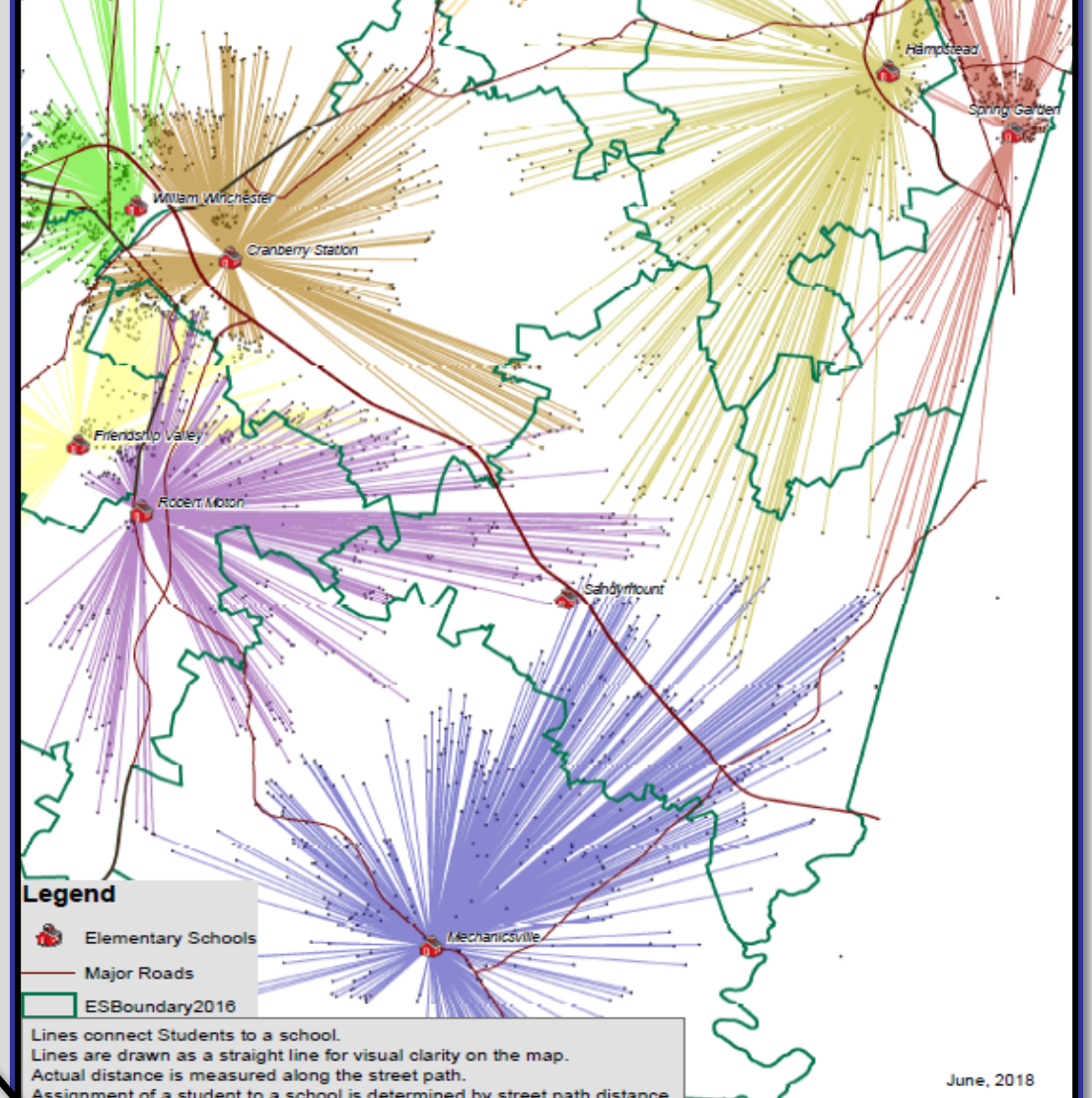
Legend

-  Elementary Schools
-  Major Roads
-  ES Boundary 2016

Lines connect Students to a school.
Lines are drawn as a straight line for visual clarity on the map.
Actual distance is measured along the street path.
Assignment of a student to a school is determined by street path distance.

June, 2018

Location Allocation: Remove Sandymount
100% Capacity Closeup



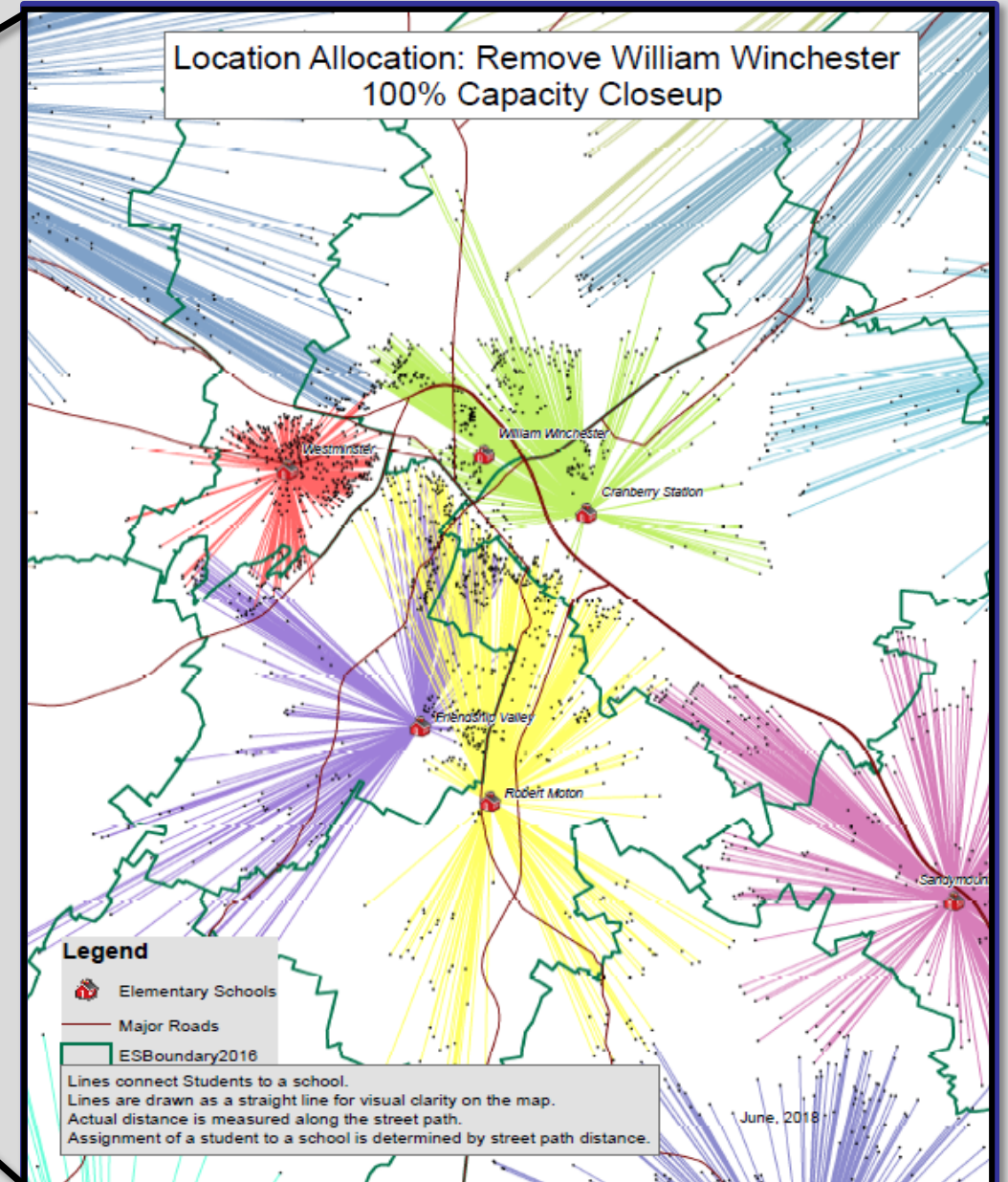
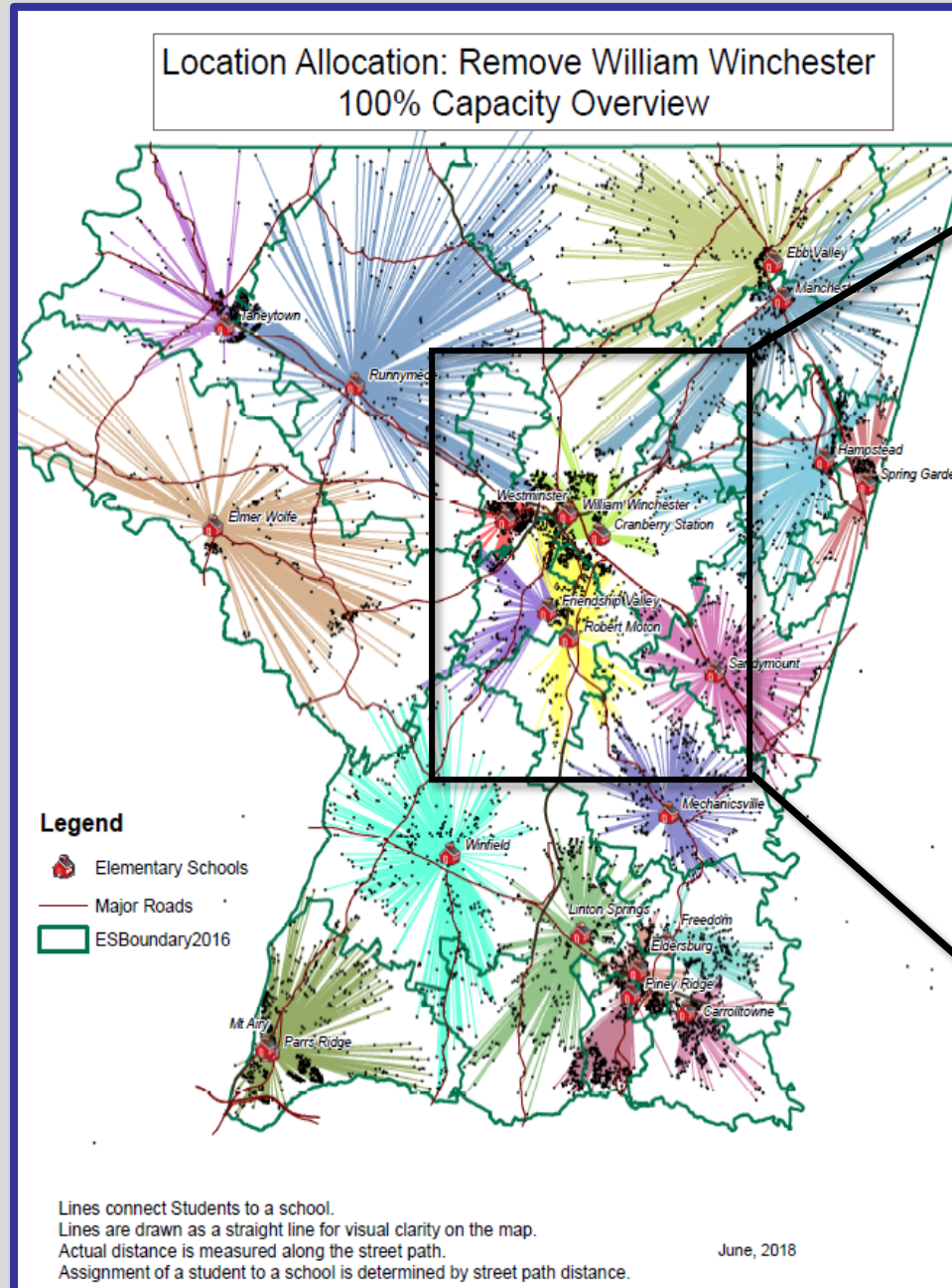
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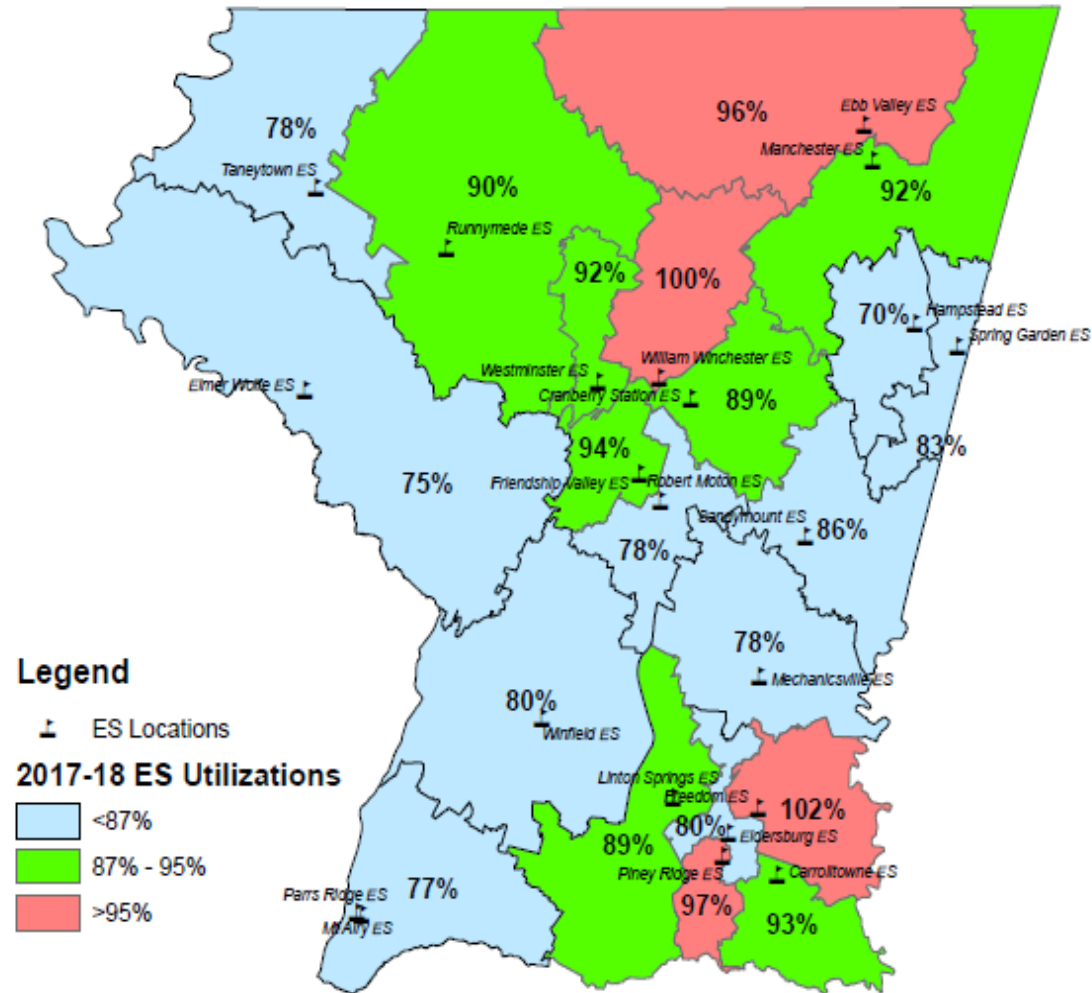
June, 2018

MAPS

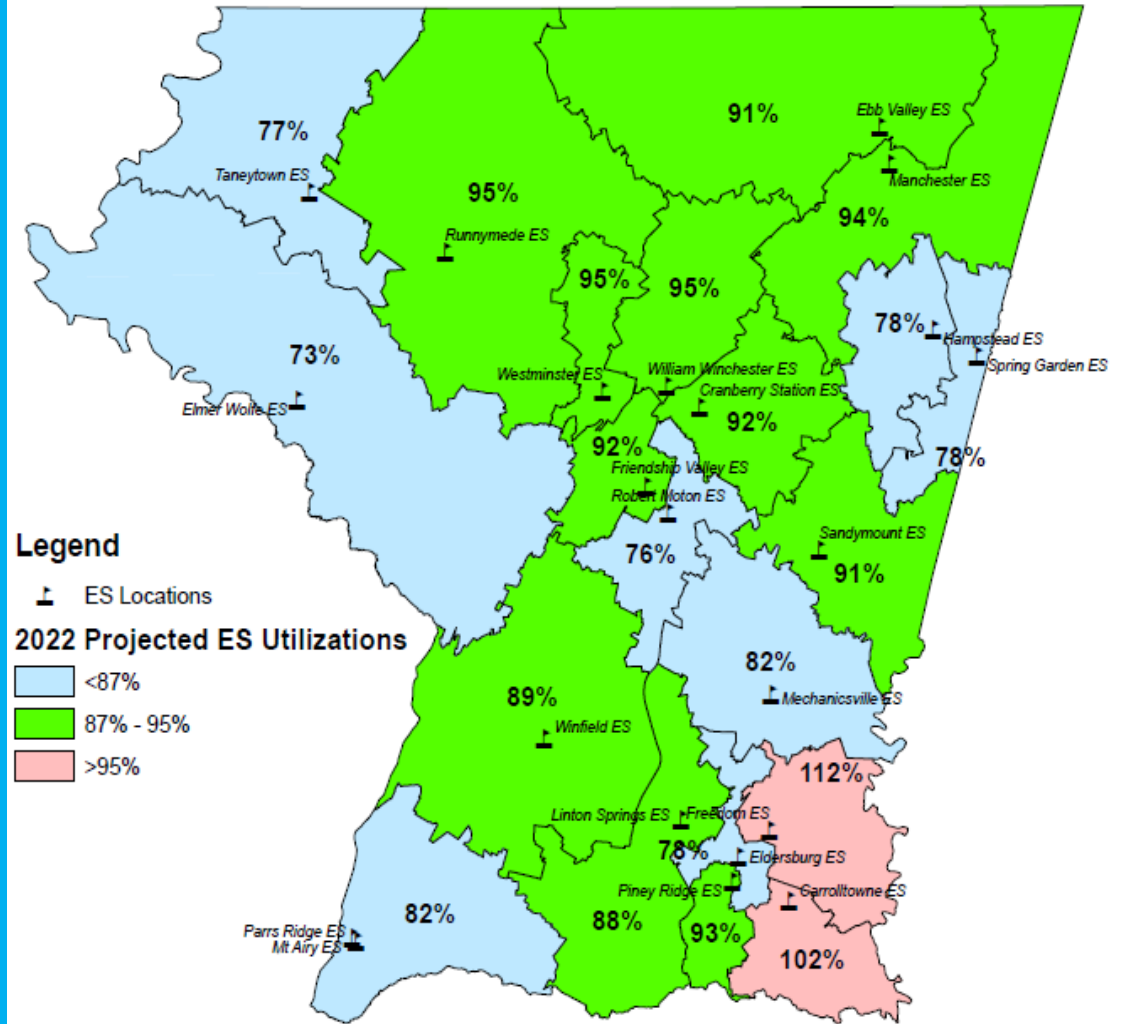


MAPS

2017-18 Elementary School Utilizations

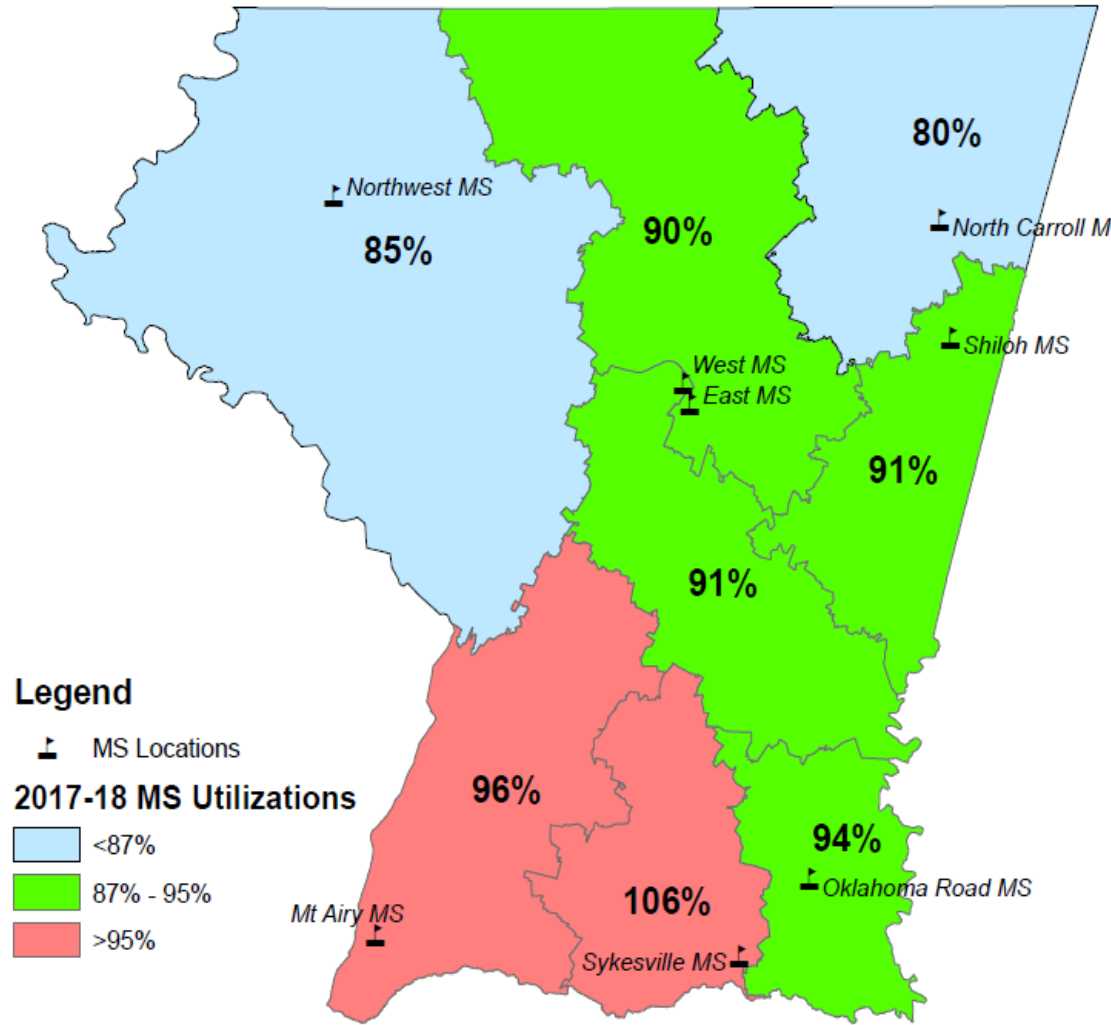


2022 Projected Elementary School Utilizations

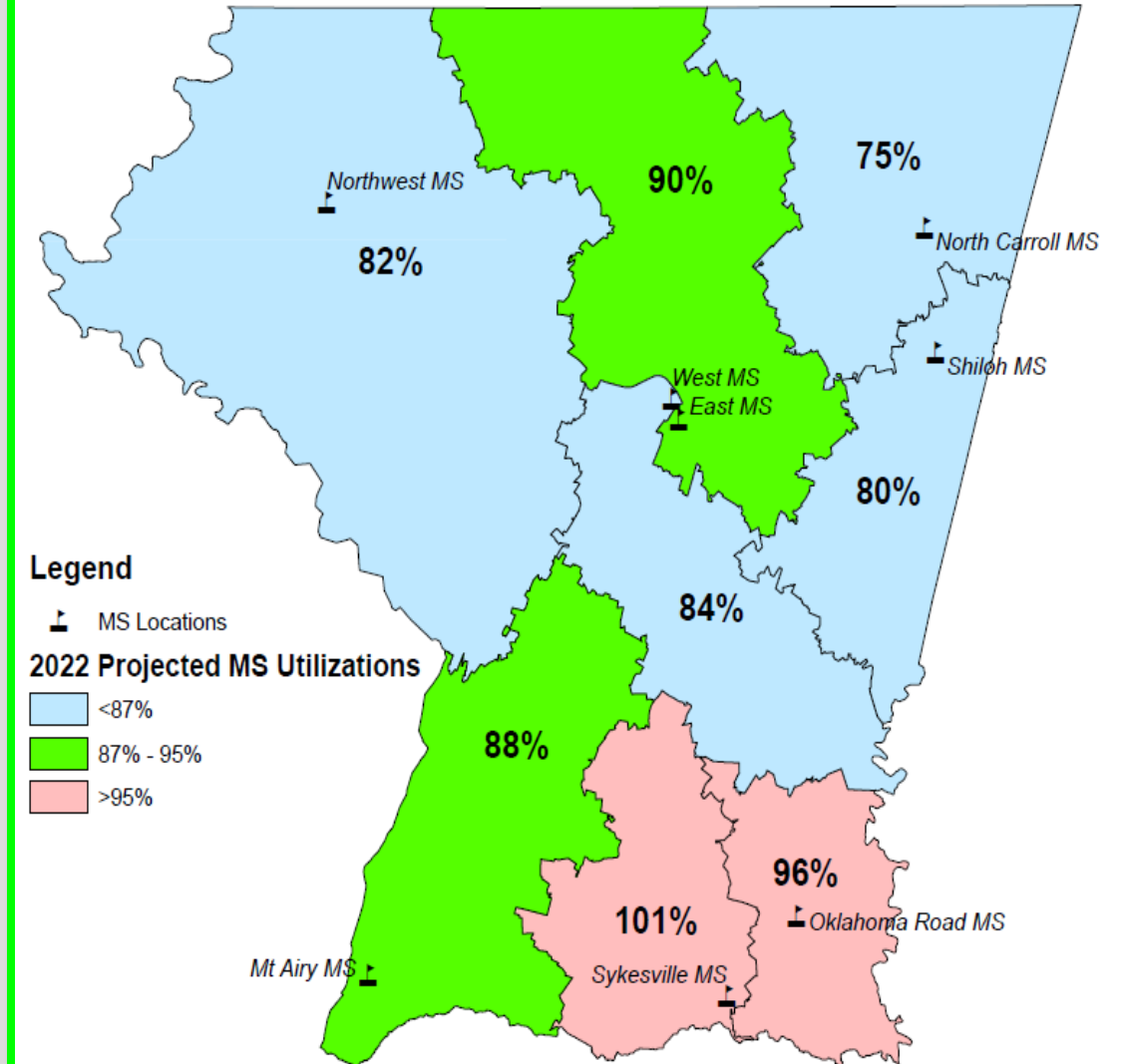


MAPS

2017-18 Middle School Utilizations

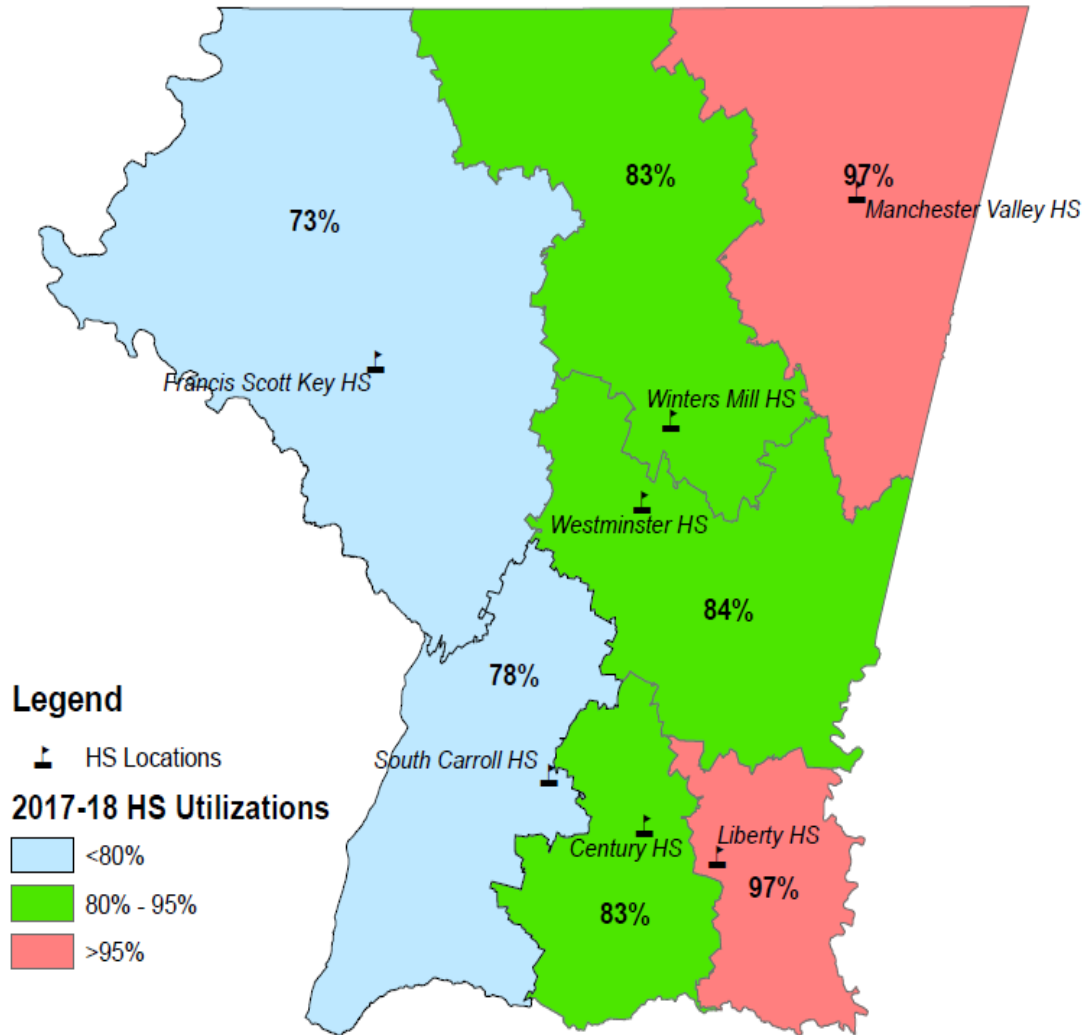


2022 Projected Middle School Utilizations

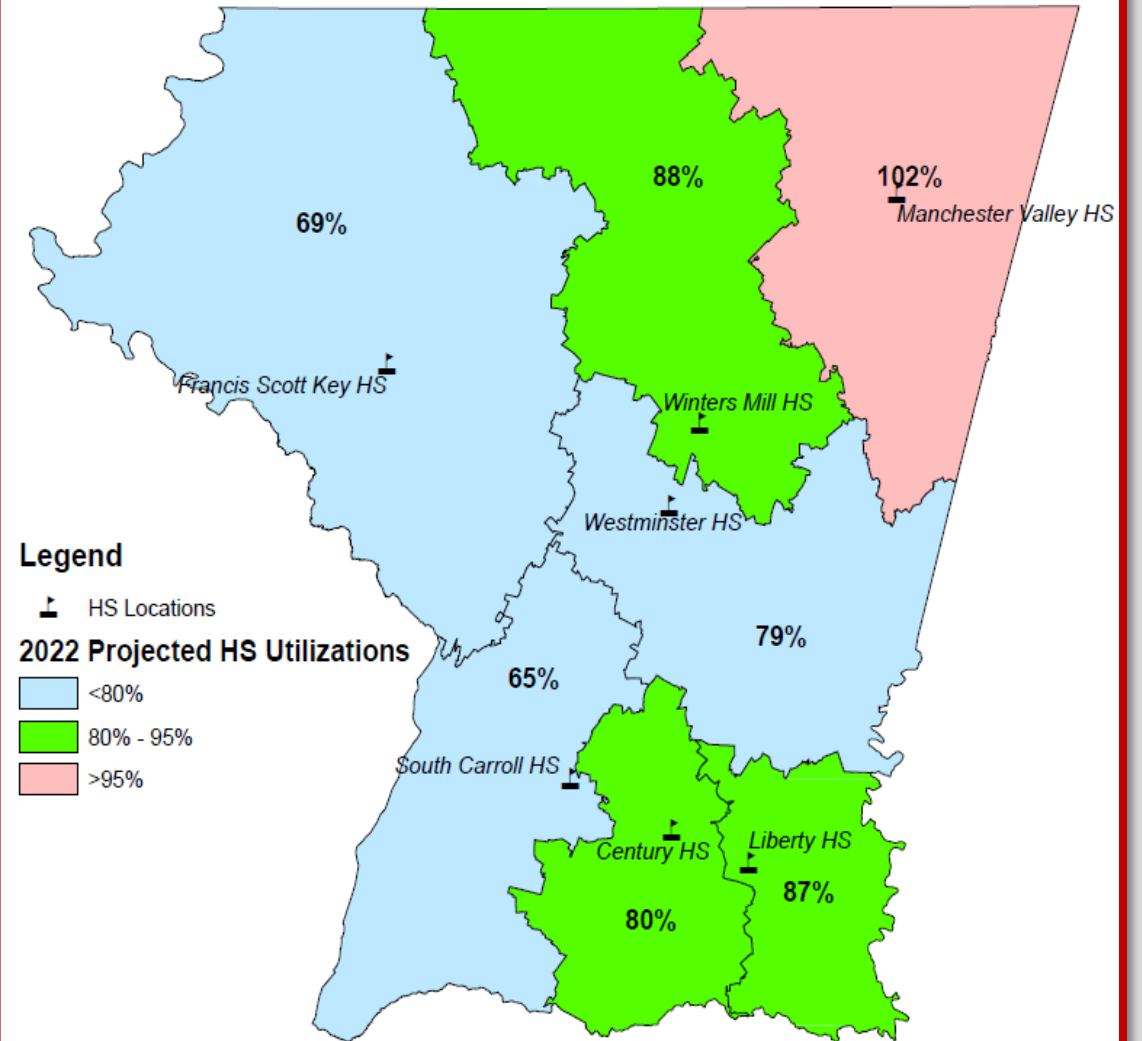


MAPS

2017-18 High School Utilizations

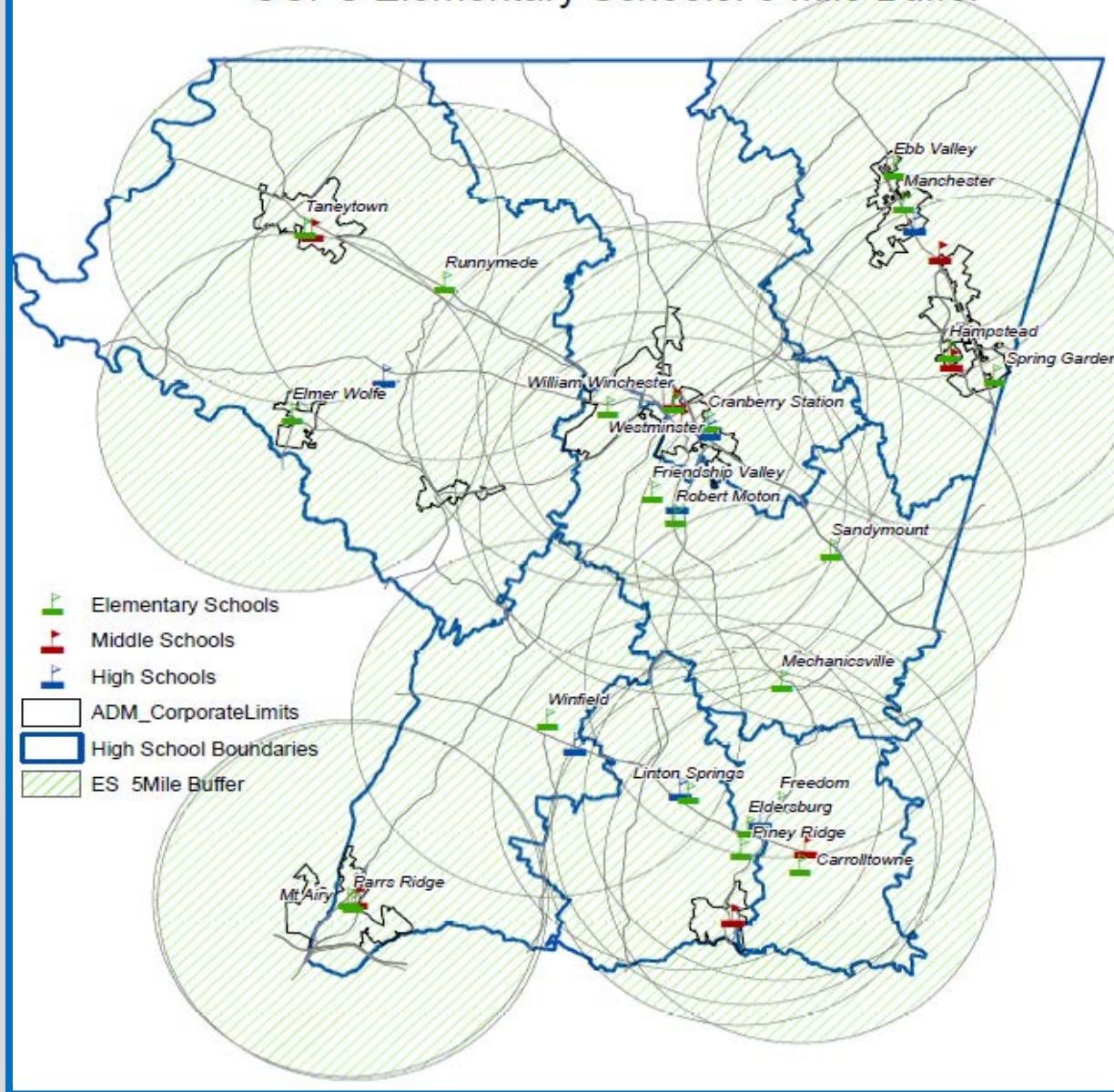


2022 Projected High School Utilizations



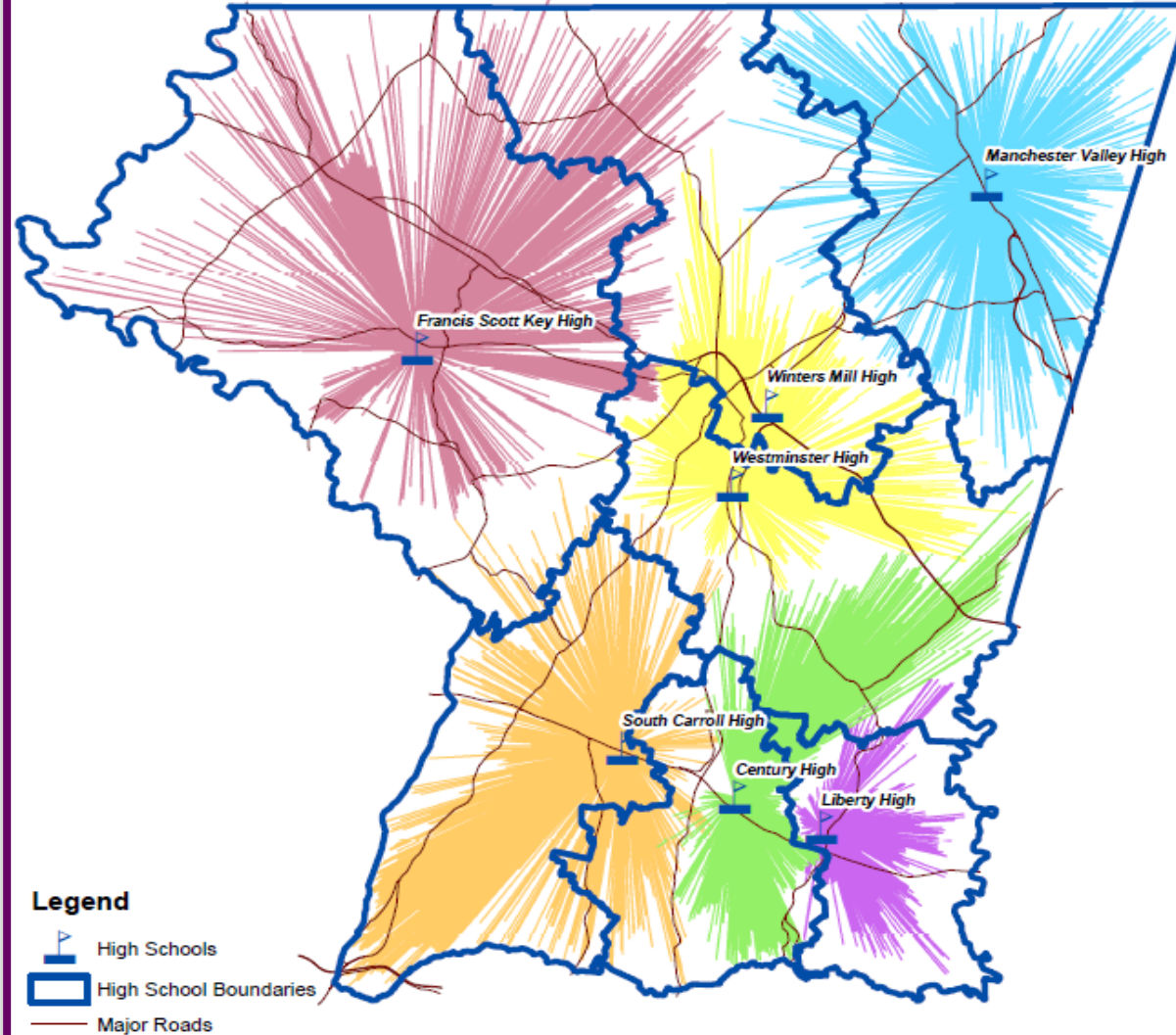
MAPS

CCPS Elementary Schools: 5 Mile Buffer



MAPS

Location Allocation: Remove Winters Mill High School 100% Capacity



Lines connect students to a school.
Lines are drawn as straight line for visual clarity on the map.
Actual distance is measured along the street path.
Assignment of a student is determined by street path distance.