

CARROLL COUNTY PUBLIC SCHOOLS

REDISTRICTING AND SCHOOL CLOSURE COMMITTEE

REPORT TO THE BOARD OF EDUCATION OF CARROLL COUNTY

September 5, 2018

THE REDISTRICTING AND SCHOOL CLOSURE COMMITTEE

Name	Role	Appointed From
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
Raymond Prokop	Director of Facilities Management	Superintendent's Staff
Jon Weetman	Attorney at Law, LLC	Chamber of Commerce
Erin Yeagley	UniServ Director	Employee Groups

FACILITATOR

David Lever, Educational Facilities Planning LLC

CARROLL COUNTY PUBLIC SCHOOL STAFF

Name	Title
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

GLOSSARY OF TERMS

APE	Adaptive Physical Education
BAC	Boundary Adjustment Committee
BELLS	Building Early Language and Learning Success
BEST	Behavior Education Support Team
CCCTC	Carroll County Career and Technology Center
CCPS	Carroll County Public Schools
CIP	Capital Improvement Program (sometimes, Capital Improvement Plan)
COMAR	Code of Maryland Regulations
CTE	Career and Technology Education
FCI	Facility Condition Index
IAC	Interagency Commission on School Construction (formerly Interagency Committee on School Construction)
IBI	Intensive Behavioral Intervention
LEED	Leadership in Energy and Environmental Design
LFI	Learning for Independence
LRC	Local Rated Capacity
MDP	Maryland Department of Planning
MSDE	Maryland State Department of Education
OT	Occupational therapist
PFA	Priority Funding Area
PK or PreK	Pre-Kindergarten Program
PRIDE	Positive Response to Issues of Discipline with Elementary Students
PSCP	Public School Construction Program
PT	Physical therapist
SECAC	Special Education Citizens Advisory Council
SLP	Speech Language Pathologist
SRC	State Rated Capacity: a statewide measure based on the number and capacities of individual instructional spaces.

SCHOOL ABBREVIATIONS

EMS	Westminster East Middle School
SMES	Sandymount Elementary School
WHS	Westminster High School
WMHS	Winters Mill High School
WMS	Westminster West Middle School
WWES	William Winchester Elementary School

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TABLE OF CONTENTS

I. The Redistricting and School Closure Committee Process: An Overview

Background: The School Redistricting and School Closure Committee 1

Basic Findings

East Middle School 2

Redistricting and School Closure 3

Capital Investment 4

The Planning Process 4

II. Background Factors

Carroll County, Maryland 5

Carroll County Public Schools

Enrollments, Current and Projected 6

School Capacity and Utilization 6

III. Board of Education Goals, Parameters, And Considerations

Goals for Redistricting and/or School Closure 9

Specific Parameters 9

Considerations 10

IV. The Planning Process

Information Gathering 10

Research 11

Educational Models and Grade Configuration Subcommittee 11

School Boundaries and Closures Subcommittee 13

Community Outreach 14

Planning Objectives 15

Planning Options 17

Evaluation and Prioritization of Options

Methodology for Evaluating and Prioritizing the Planning Options 18

Results from Application of the Methodology 19

Westminster East Middle School 20

Budgetary Implications 21

Schedule Implications 22

V. Detailed Planning Options for Consideration by the Board Of Education

Option 1 East Middle School K-8 Replacement Facility: New Facility to Replace 23

	<i>William Winchester ES and East Ms.</i>	
Option 2	<i>East Middle School Full Modernization: Replacement or Complete Renovation to Achieve All Educational Specification and Building Performance Requirements</i>	26
Option 3	<i>East Middle School: Retain Existing School Facility with Limited Improvements to the Educational Setting and Building Performance</i>	29
Option 4	<i>Comprehensive Redistricting Without School Closure</i>	32
Option 5	<i>Accept Existing Facility Configuration, with Improvement of Individual Programmatic Spaces</i>	34
VI. Additional Considerations		36
	<i>Regional and Specialized Educational Programs</i>	36
	<i>Enrollments and High School Elective Offerings</i>	37
VII. Conclusion		37
 Tables		
Table 1	Carroll County Demographic Outlook	6
Table 2	Summary of School Utilization, 2017-2019 and 2022-2023 School Years	8
Table 3	Planning Objectives, Board of Education Goals/Parameters, and Weightings	17
 Appendices		
1. Membership, Redistricting and School Closure Committee		40
2. Planning Process: Schedule of Events		41
3. Profile of Carroll County Public Schools		42
4. Detailed Planning Options: Also Considered		
Option 6.	<i>Close One School (likely elementary)</i>	44
Option 7	<i>Westminster East Middle School: Large Middle School</i>	45
Option 8	<i>Westminster East Middle School: 8th Grade to High Schools, Consolidate 6th and 7th Grades</i>	47
Option 9	<i>Westminster East Middle School: Winters Mill as Middle School, Redistrict High School Students</i>	49
Option 10	<i>Westminster East Middle School: Consolidation of 7th and 8th Grades, Combined with New Intermediate and Primary Schools</i>	50
Option 11	<i>Comprehensive Redistricting with School Closure</i>	52
5. Educational Models and Grade Configuration Subcommittee		
A.	<i>Report on School Tours</i>	55
B.	<i>References</i>	63
6. Planning Options Evaluation Matrix		64
7. Definitions		65

Maps

Map 1	East Middle School Closure Location Allocation 100% Capacity	66
Map 2a	Location Allocation: Remove Sandymount Elementary 100% Capacity Overview	67
Map 2b	Location Allocation: Remove Sandymount Elementary 100% Capacity Closeup	68
Map 3a	Location Allocation: Remove Wm. Winchester Elementary 100% Capacity Overview	69
Map 3b	Location Allocation: Remove Wm. Winchester Elementary 100% Capacity Closeup	70
Map 4a	2017-18 Elementary School Utilizations	71
Map 4b	2022 Projected Elementary School Utilizations	72
Map 5a	2017-18 Middle School Utilizations	73
Map 5b	2022 Projected Middle School Utilizations	74
Map 6a	2017-18 High School Utilizations	75
Map 6b	2022 Projected High School Utilizations	76
Map 7	CCPS Elementary Schools: 5 Mile Buffer	77
Map 8	Location Allocation: Remove Winters Mill High School 100% Capacity	78

CARROLL COUNTY PUBLIC SCHOOLS

REDISTRICTING AND SCHOOL CLOSURE COMMITTEE: REPORT TO THE BOARD OF EDUCATION

September 5, 2018

I. THE REDISTRICTING AND SCHOOL CLOSURE COMMITTEE PROCESS: AN OVERVIEW

BACKGROUND: THE SCHOOL REDISTRICTING AND SCHOOL CLOSURE COMMITTEE

The Board of Education of Carroll County formed the Redistricting and School Closure Committee (RSCC) in March 2018 to continue its efforts to identify efficiencies and improvements in the area of facility management. A number of conditions prompted this undertaking: declines in the Carroll County Public School (CCPS) student enrollments since 2005, with an associated reduction in State operational funding; an aging building plant, requiring increasing resources to maintain schools in functional order; programmatic challenges, particularly in the Career and Technology Education field, in the special programs, and likely in prekindergarten in the near future; and an economic situation that, while stable, does not forecast the types of business investments that will generate significant increases in property taxes or other revenues.

However, there are recent promising signs of change. Enrollments stabilized in the 2017-2018 school year, and information on births since 2013 indicate that the kindergarten enrollment is likely to increase between 2019 and 2027.¹ The CCPS infrastructure, while badly in need of investment to upgrade building systems and instructional spaces, has been well maintained, to judge by the consistently high ratings that the system receives in the State's annual Public School Construction Program inspections. A 2008 assessment by CCPS of 11 schools built before 1980 found that these facilities are in need of significant capital investment; however, all of the schools are functional and none present conditions that might jeopardize the safety of students or other occupants. The overall condition of the schools benefits from the large investment that the County and the State made in new schools in the 1990s and early 2000s. Finally, school utilization is generally within a reasonable range: overall, the schools are at a very healthy 87% of capacity, with no school currently above 102% or below 70% of capacity. While the five-year overall trend is toward a slightly lower overall utilization, with a few exceptions the schools will still remain in an acceptable range.

Consequently, the main concern that drives the planning effort is financial. State funding has declined with the student population, and a number of internal and external restrictions on property development have constrained revenues from property taxes and other sources.² In recent years the County government has not increased the tax rate or the total percentage of revenues that are dedicated to education. As an outcome of the financial situation, the school system has had difficulty supporting increases in the salaries of teachers and other staff members, resulting in the migration of some instructional personnel to nearby higher-paying jurisdictions. Reasonably, an organization in this situation must look to its fixed costs for relief, and it is in the two areas that have the largest fixed costs, facilities and transportation, that one would expect to find the possibility of operational savings.

Previous planning efforts pointed toward school closures that reduced operating expenditures. In 2013, MGT of America was engaged to develop a facility study. Along with several boundary adjustments, MGT also recommended the consolidation of Charles Carroll and William Winchester Elementary Schools into a single facility, to be co-located with a replacement facility for East Middle School.³ This was followed in 2015 by the Boundary Adjustment Committee (BAC), a group composed of CCPS administrators and staff that identified five schools for closure. In December 2015 the Board voted to close three of these schools, Charles Carroll Elementary, New Windsor Middle, and North Carroll High. It is estimated that the savings to the school system operating budget achieved by the three school closures is approximately

¹ Mr. William Caine and Ms. Anita Stubenrauch, "Enrollment Projections 2018-2019 and 2027-2028," presentation to the Committee, March 28, 2018

² Carroll County Public Schools *Educational Facilities Master Plan 2018-2017*, page 2-1.

³ MGT of America, Inc., *Carroll County Public Schools Facility Utilization Study, Final Report*, December 11, 2013, page 72, and "Facility Utilization Study," presentation to the Board of Education, December 11, 2013.

\$5 million per year.⁴ However, in accordance with State regulation, the County government has assumed ownership and as a result has incurred unbudgeted maintenance and disposition costs for the vacated facilities.

The RSCC, while acknowledging the focus on redistricting and school closure that is implicit in its name, also found through its deliberations that its purpose was unavoidably broader: to consider the full spectrum of facility options available to the Board of Education, and out of these to present the options that its members believe will best serve the students, staff, and communities of Carroll County. This report explains the process used by the Committee to arrive at five Planning Options for consideration by the Board.

BASIC FINDINGS

The Planning Options reflect three fundamental findings of the RSCC:

1. **East Middle School.** The condition of East Middle School is an unavoidable driver of all planning efforts in Carroll County. The condition of EMS is a result of the age of the building and of a history of piecemeal investment. With a combined Physical Assessment Score and Functional Assessment Score of 836, EMS has the highest priority in the jurisdiction for capital renewal. This evaluation was reinforced for the Committee by a tour of the facility and discussion with the vice principal, highlighting the many building performance issues and instructional space deficiencies that impede the educational program.

The Committee found that all of the options for closing East Middle School and using available capacity in other schools have unacceptable impacts for the educational program, for existing communities, or for student ride times. All of these options also carry uncertainty as to whether they will actually result in financial savings for CCPS.

- Closing East Middle School and redistricting its students to adjacent middle schools would bring these schools to 100% utilization and would create long travel distances for a number of students, particularly at Oklahoma Road Middle School (see Map 1).⁵ Unless some of the adjacent schools were allowed to exceed 100% of their capacity, 75 students from East Middle School would remain unassigned.
- The Committee looked at several options for relocating the East Middle student body, in whole or in part, within the Westminster area. These included using the available capacity at West Middle School and Winters Mill High School, or converting Winters Mill High to a middle school.

The Committee found that none of these solutions were satisfactory, due to the size and spatial arrangement of the receiving schools, or the impact of the redistricting that would be required for the displaced elementary or high school students. The Committee members toured West Middle School and discussed with the Director of Middle School Instruction the difficulties currently experienced in delivering the CCPS middle school instructional program in a facility that was originally designed as a junior high school; these difficulties would be enormously increased if the student population were to be enlarged through consolidation.

Given these detriments and uncertainties, the Committee considered a range of capital solutions to the East Middle School problem. The Committee is aware that even the smallest of these,

⁴ "Carroll County Public Schools Board of Education FY 2017 Operating Budget," presentation to the Board of Education, slide 6; information provided to the RSCC on April 19, 2018.

⁵ Map 1 is an example of a Location Allocation Map used by the transportation staff of CCPS to demonstrate the impact of school assignments. The application assigns each student to the school that is geographically closest to the student's home, without consideration of actual road patterns or transportation access. This very preliminary visual demonstration of the impact of the assignments would need to be refined for any specific option by a time-consuming examination of actual bus routes and road times. Staff estimates, for example, that to analyze the options associated with redistricting the William Winchester Elementary students (Planning Option 7 in Appendix 4) would require approximately 200 to 205 hours of staff time. See Appendix 7 for a more detailed explanation.

involving the upgrade or replacement of critical building systems with no additional improvements to the educational setting, would require a large capital outlay, but this is seen as an inescapable cost of ownership.

2. ***Redistricting and School Closure.*** There is no compelling argument at this time to undertake comprehensive redistricting on a countywide basis or to close a school. The question emerged repeatedly in Committee meetings, *What will be achieved by redistricting or closing a school?* In attempting to answer this question, the Committee found that the rationale for these actions was weak and that the detriments might be very great:

- Redistricting. There are no clear indications that comprehensive redistricting could deliver operational efficiencies that would translate into financial savings for the Board of Education. The single largest factor that might lead to operational efficiencies is transportation. Unless transportation routes were adjusted so thoroughly that they led to significant reductions in the miles travelled and/or the time spent on the road by buses, there would be no substantial savings. Without conducting a study that examines a number of alternative options for redistricting, it cannot be said whether the costs of transportation would decrease, increase, or remain the same.

Inequity in the utilization or the condition of schools, a primary reason why school systems undertake redistricting, is not a compelling factor in Carroll County. This is not to say that the relative over- or under-utilization does not exist in some schools, or that it has no impact on the educational program. For example, it is reported that certain course offerings are not available at Francis Scot Key High School because of the low enrollment, and that this may affect academic opportunities for some students. The school resources officers report an increase of incidents at Manchester Valley High School, which is not technically overcrowded but has experienced consolidation with North Carroll High School.

All such outcomes should be thoroughly investigated and solutions found; however, it is not apparent that comprehensive redistricting would resolve these issues. There do not appear to be any school utilization situations in the county, either now or projecting five years into the future, which cannot be addressed through spot boundary changes under the annual review process that has been used in Carroll County for many years, rather than through a comprehensive redistricting effort.

- School Closure. Concurrently, no school in Carroll County presents conditions that warrant closure because of significant inequity in relation to other schools. There are wide disparities in the age and physical condition of the schools, but no school is assessed as being harmful or dangerous to its occupants. Although elective classes have been cancelled because of low attendance at some high schools, there is no school in which the utilization is so low that the core educational program cannot be delivered.

While closure of a school would have positive impacts on the operating expenses of the school system and would likely improve overall facility conditions by eliminating an older facility from the inventory, the detriments are very prominent: not only the disruption a closure causes to students' educational careers, to communities, and to feeder patterns, but also the likelihood that student ride distances and times would increase substantially. Maps 2a and 2b show the likely impact on student home-to-school distances for the closure of Sandymount Elementary School, and Maps 3a and 3b show similar information for the closure of William Winchester Elementary School.

Perhaps most important, closing a school would mean the loss of classroom capacity at a time when there are several promising indicators of enrollment growth in the coming years, suggesting that preserving flexibility in school capacity is warranted. Moreover, closing a school could deter new homeowners and businesses from locating in Carroll County.

The Committee believes strongly that neither a school closure nor comprehensive redistricting should be undertaken unless there is clear evidence that doing so will solve obvious and pressing

problems. The Committee does include a redistricting option for consideration by the Board, but under the condition that the Board of Education clearly state the benefits that it hopes to achieve through the action. Planning Option 4 on page 32 outlines a number of possible goals that might guide a redistricting effort.

3. **Capital Investment.** Apart from the priorities of addressing the East Middle School facility and the Carroll County Career and Technology Center (CCCTC) renovation project that is currently entering architectural/engineering design, there is a need for substantially increased capital investment in CCPS facilities. The average annual outlay for the decade of FY 2010 to FY 2019 has been \$13.2 million.⁶ However, an annual outlay of approximately \$44.4 million is needed to maintain the current condition of the facilities, as measured by the Facility Condition Index (FCI); to improve the overall FCI by 10% over ten years will require an annual outlay of approximately \$55 million.⁷

Thus, CCPS in the last decade has been investing approximately 30% of the outlay required to keep its facilities in their current working order, and 25% of the outlay needed to improve the facilities. While recognizing that the fiscal constraints on County revenues are severe, in the absence of investment the Board of Education can expect a gradual decline in the quality of the school facilities, increased operational and maintenance costs, and a growing lack of fit between instructional spaces and the educational requirements of the programs they house.

THE PLANNING PROCESS

The RSCC consists of citizen volunteers who represent a range of private and public interests in Carroll County. Five participants are community members from different geographic regions of the county; these members, who are all parents of children in the school system, were selected to provide information about their respective areas, and to serve at-large with respect to the interests of the general community. Two members are business owners representing the Chamber of Commerce, two members represent the union members of the school system, and one member represents the economic development wing of County government. Three members of the RSCC are staff to the Board of Education, providing expertise in curriculum, transportation, and facilities. This diversity of interest and experience was to prove a great strength of the committee, leading to a wide-ranging, vigorous, and always respectful discussion on the multiple and complex issues that touch on educational facilities. The names and affiliations of the RSCC members are provided in Appendix 1, with the names of the CCPS staff members who were of vital importance in helping the Committee to conduct its work.

Confronting an overwhelming amount of data and a multitude of possible planning options, the RSCC adopted a methodology intended to promote objectivity in its decision-making. The RSCC members understood that their decisions would affect the educational environment and the welfare of the students of Carroll County for many years, and that a careful, deliberative process was therefore called for.

A primary task at the outset was to define the mission of the Committee. While the Committee accepted and honored the Goals, Parameters, and Considerations presented to it by the Board of Education, it also acknowledged the Board's explicit directive to act in an independent capacity. Accordingly, the RSCC understood the term "facilities utilization plan" in the broad sense of the word "utilization", i.e., a plan to show how Carroll County Public Schools could make best use of its facilities. The Committee expressed this understanding through the following Mission statement:

The mission of the Redistricting and School Closure Committee is 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.

David Lever, principal of Educational Facilities Planning LLC, was engaged to assist the Committee in formulating options for consideration by the Board. The process adopted by the RSCC involved six steps:

1. **Information Gathering:** Informational sessions were held to provide the RSCC members with background information on Carroll County Public Schools, including student enrollments, school

⁶ Consisting of an average of \$6.036 million in County funds and \$7.159 million in State funds.

⁷ Mr. Ray Prokop, "Capital Planning," presentation to the RSCC, April 12, 2018.

utilization, the educational programs, the middle school model, capital planning and school design, and the costs of ownership; and on Carroll County, including its demographic and development trends, its fiscal situation, and its economic development prospects (Section IV.1).

2. **Research:** Two subcommittees were formed, one to examine educational models and grade configuration, the other to study school boundaries and closures. The findings of the subcommittees are summarized in Section IV.2.
3. **Community Outreach:** Two listening sessions were hosted at area high schools to explain the planning process to the community and to provide the community with an opportunity to voice its concerns, and other outreach methods were used to solicit community input (Section IV.3).
4. **Planning Objectives:** The Committee developed a schedule of weighted planning objectives that emerged from its research and discussions, and it examined how each of these supported the Goals, Parameters, and Concerns of the Board of Education. The seven Planning Objectives are described in detail in Section IV.4.
5. **Planning Options:** The Committee developed an initial list of eleven Planning Options, with discussion of the benefits and detriments of each, their implementation requirements and schedule, and their impact on the Planning Objectives. The eleven Options are summarized in Section IV.5.
6. **Evaluation and Prioritization of Planning Options:** The weighted Planning Objectives were used to filter the preliminary list of Planning Options, followed by more detailed examination of the five Planning Options that are presented to the Board of Education in this report (Section IV.6).

Section V of this report presents a full description of each Option and an analysis of its underlying assumptions, its benefits and detriments, the factors that must be considered for its implementation, and how it meets or does not meet the Planning Objectives. The financial consequences of each Planning Option are presented, as much as they can be known at this stage of analysis. Appendix 4 provides analyses of the Options not selected.

II. BACKGROUND FACTORS

CARROLL COUNTY, MARYLAND

Carroll County is a largely rural jurisdiction. Although located geographically within the Baltimore metropolitan region, a combination of transportation factors, local growth ordinances, and restrictions on water and sewer capacity make it unlikely that it will experience the population or economic growth of neighboring Baltimore, Howard, and Frederick Counties. While the population grew by 144.3% in the 45 years between 1970 and 2015, the Maryland Department of Planning projects that it will grow by only 12.5% in the 35 years between 2015 and 2040. It is a highly desirable place to live, but it currently has a limited number of large employers and therefore serves as a residential community for many residents who travel to the Baltimore-Washington area or nearby Frederick, MD for work; fully 55% of workers commute to jobs outside of the jurisdiction on a daily basis.⁸ Given these demographic and economic factors, the tax base is likely to remain restricted.

Demographic projections provided by the Maryland Department of Planning, based on the 2010 census, indicate that between 2015 and 2040 the proportion of the population that will support the public school system – children in the ages of 0 to 19 and adults in the child-raising ages of 20 to 44 – will remain almost unchanged at about 52% of the total population. The relative proportions of the sub-cohorts within this group – 0 to 4 years, 5 to 19 years, and 20 to 44 years – are also projected to remain almost

⁸ The Maryland Department of Planning shows that in Carroll County in the period 2009 to 2013, 84.1% of the total number of commuters travelled outside of their county of residence (<http://rural.maryland.gov/wp-content/uploads/sites/4/2016/03/Rural-Counties-Commuter-Analysis.pdf>). The distinction may be between “workers”, which would include the entire employment base, and “commuter”, those who travel some distance away from home for work.

unchanged across the 25 year interval. This segment of the population will grow at a slightly slower rate (11.7%) than the population as a whole (12.5%) (Table 1).

In this same period, the portion of the population that is 45 years and older will increase modestly by 13.3%. However, unlike the population younger than 45 years, within this population segment a very significant shift will occur, with the population in the mature employment years of 45 to 64 decreasing by 22.5% and the cohort of older residents, likely including retirees, increasing by a very noticeable 86%. This oldest cohort will also increase from 15.7% of the total population in 2015 to 26% of the total population in 2040.

Many factors may alter these projections, including unforeseeable demographic shifts and changes in economic development patterns. However, to judge by the experience of other jurisdictions that have seen similar increases in the proportion of residents who are in the retirement years, the gradual aging of the population may have important consequences for the budgetary and other support that Carroll County Public Schools will receive from the County government in future decades.

Table 1: Carroll County Demographic Outlook⁹

Projected Population By Age Group (projected from 2010 census)	2015	2020	2030	2040	Change, 2015-2040
0-4	8,230	9,460	10,510	9,630	17.0%
5-19	33,750	31,700	31,790	35,390	4.9%
20-44	46,230	50,040	54,080	53,520	15.8%
Total, 0-44	88,210	91,200	96,380	98,540	11.7%
% of Tot. Pop.	52.3%	51.8%	52.6%	52.0%	
45-64	53,860	52,470	40,990	41,760	-22.5%
65+	26,480	32,240	45,890	49,260	86.0%
Total, 45+	80,340	84,710	86,880	91,020	13.3%
% of Tot. Pop.	47.7%	48.2%	47.4%	48.0%	
Total Population	168,550	175,910	183,260	189,560	12.5%

CARROLL COUNTY PUBLIC SCHOOLS

Enrollments, Current and Projected

Carroll County Public Schools is the 10th largest school system in the state of Maryland.¹⁰ Following a period of rapid enrollment growth in the late 1990s and early 2000s, the student population declined rapidly in the last decade. From a high figure of 28,914 in 2007, enrollment decreased to 25,256 in 2016. With the 2017 enrollment showing at 25,290, it appears that the public school population may have stabilized. Although one year does not represent a trend, information about live births corroborates this assessment: the live birth information from 2013 through 2016 indicates that modest growth of the kindergarten enrollment is probable. From the increase in the number of live births observed in the last three years, from 1,543 in 2013 to 1,760 in 2016, live births are projected to grow to 1,880 in 2022, with a resulting increase in the kindergarten enrollment from the 2017 figure of 1,629 to 1,879 by 2022 and 1,985 by 2027.¹¹ Based on the historic ten year average ratio of live birth to kindergarten attendance, it is anticipated that all of these children will attend Carroll County Public Schools.

School Capacity and Utilization

The school system has classroom capacity available to accommodate this increase in most of the geographic areas of the county, with some noticeable differences in utilization between attendance areas. Facility utilization is an important measure of the efficiency of a school system. Educational facilities that

⁹ Maryland Department of Planning "Demographic and Socio-Economic Outlook," based on 2010 Census. The total population figures are based on information provided by the Carroll County government, as approved by the Baltimore Metropolitan Council.

¹⁰ A profile of Carroll County Public Schools is provided in Appendix 3.

¹¹ Mr. William Caine and Ms. Anita Stubenrauch, "Enrollment Projections 2018-2019 to 2027-2028", presented March 28, 2018.

are significantly underutilized represent an unnecessary expenditure of maintenance and operation (M&O) funds that could be better used for instructional or other purposes. An underutilized facility may also be difficult to supervise and secure, and it may not be possible to provide it with a full support staff. By contrast, a school facility that is significantly over-crowded can impair the learning ability of students through classes that are too large, excessive stress placed on scheduling the core functions (particularly the cafeteria), difficulty in maintaining an orderly environment, and a sense of anonymity among students.

Among the compromises that an underutilized high school may face is presenting its students with all of the course offerings and all of the instructional sections that may be needed. Deficiencies in either may limit the ability of students to be considered for the colleges and universities of their choice. However, there may be ways to address this issue other than through redistricting, e.g. by establishing a magnet program within the school, or by instituting a limited school choice program.¹²

The closure of three schools in the 2016-2017 school year as a result of the Boundary Adjustment Committee's analysis improved the overall utilization of the schools. The RSCC accepted the closure of these schools and their subsequent transfer to the County government as givens for purposes of planning, not to be reversed except by Board of Education policy decisions. Maps 4 through 6 show the utilization of schools in the 2017-2018 school year and in the 2022-2023 school year. This information is summarized in Table 2 below.

The Board of Education has established optimal utilization for elementary and middle schools in the range of 87% to 95%, and for high schools in the range of 80% to 95%.¹³ It also established a systemwide utilization parameter of 87% to 95%. Currently, eight (8) schools exceed the Board parameter, 14 schools have utilizations that are below the Board parameter, and 14 schools are within the Board parameter. Projecting forward five years to school year 2022-2023, five (5) schools will exceed the Board parameter, 15 schools will be below the Board figure, and 16 schools will be within the parameter.

- School Year 2017-2018: Four elementary schools, two middle schools, and two high schools are currently above 95%. Ten elementary schools and two middle schools are below 87%, and two high schools are below 80%. While these individual schools fall outside the parameters established by the Board of Education, the systemwide utilization of 87% marginally meets the parameter set by the Board of Education.
- School Year 2022-2023: Two elementary schools, two middle schools, and one high school are projected to be above 95% utilization. Eight elementary schools and four middle schools will be below 87%, and three high schools will be below 80%. The systemwide utilization of 86% will be marginally below the parameter set by the Board of Education.

The table shows that the overall trend is toward fewer schools with high utilization, a larger number of schools with low utilization, and a larger number of schools that fall within the Board of Education parameter. While four more elementary schools are projected to fall into the optimal utilization range of 87% to 95%, three more secondary schools will fall below the Board's threshold for underutilization.

Although the overall utilization of schools is within acceptable boundaries, Maps 4 through 6 show that there are marked differences among school attendance areas within the county. The southern tier along the Route 26 corridor currently has two elementary schools, two middle schools, and one high school that exceed the Board parameter for utilization, while the northeast corner of the county shows two elementary schools and one high school that also exceed the parameter. Meanwhile, the northwest corner of the county shows underutilization in all of its schools. Projections to 2022 show that over-utilization will continue in the southeast region for elementary and middle schools, and in the northeast for the high school, and that under-utilization will continue in the northwest.

¹² Examples include Edgewood High School in Harford County, where an International Baccalaureate Program has converted a school with low attendance into a highly desired choice for high school students; and the Secondary School Reform (SSR) program in Prince George's County and the Downcounty Consortium in Montgomery County, which have attempted to balance enrollments by allowing high school choice of CTE and other programs within sub-districts of the school systems.

¹³ Board of Education guidance to the RSCC, March 7, 2018, Parameter g); see Section III.

Table 2: Summary of School Utilization, 2017-2018 and 2022-2023 School Years

	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
Elementary					
Total Utilization		86%		88%	2%
Schools above 95%	4	96%-102%	2	102%-112%	-2
Schools between 87%-95%	7	89%-94%	11	88%-95%	4
Schools below 87%	10	70%-86%	8	73%-82%	-2
Middle					
Total Utilization		92%		87%	-5%
Schools above 95%	2	96%-106%	2	96%-101%	0
Schools between 87%-95%	4	90%-94%	2	88%-90%	-2
Schools below 87%	2	80%-85%	4	75%-84%	2
High					
Total Utilization		85%		81%	-4%
Schools above 95%	2	97%	1	102%	-1
Schools between 80%-95%	3	83%-84%	3	80%-87%	0
Schools below 80%	2	73%-78%	3	65%-79%	1

It is important to understand if any of these utilization figures will mean that a school in Carroll County is either so underutilized or over-crowded that the educational program is impaired, or that the school operates inefficiently from a financial perspective and is a burden on the operating budget of the school system. At present, while some high school electives may not be offered in every school due to the small size of the student body, there is no school in the system that is incapable of delivering an adequate educational program because of over-crowding or underutilization.¹⁴ Schools that operate somewhat outside of the Board's parameters are far from dysfunctional: a school operating at 100% of capacity will find that there may be compromises in terms of scheduling, but the utilization figure in itself will not present any safety risks for students, for example congestion that blocks egress in case of an emergency. Similarly, a school operating in the 75% to 80% range is unlikely to face severe instructional challenges.¹⁵

Looking forward, however, there are some worrisome indications:

¹⁴ Dr. Margaret Pfaff, Director of Curriculum & Instructional Resources.

¹⁵ Authorities differ on what constitutes overcrowding or underutilization. MGT of America, for example, provided the following breakdown in its 2013 report to the Board of Education (presentation to the Board of Education, December 11, 2013):

- Adequate: 85% to 100%
- Approaching Inadequate: Elementary, 101% to 105%; Secondary, 101% to 110%
- Inadequate: Elementary, greater than 105%; Secondary, greater than 110%
- Approaching Inefficient: 75% to 85%
- Inefficient: Less than 75%

- By 2022, Freedom Elementary School is projected to be at 112% of capacity. This is well above any reasonable threshold for adequate utilization. Given that two adjacent schools, Mechanicsville Elementary and Eldersburg Elementary, are projected to be relatively underutilized at 82% and 78% respectively, there are possibilities for modest and targeted redistricting without the need for a capital project. The facility planning process used by CCPS annually assesses utilization and proposes adjustments to student assignments when they are needed. This process should be adequate to determine whether actions will be needed to relieve Freedom ES, if the projections are realized.
- Two high schools, Francis Scott Key and South Carroll, are currently at 73% and 78% utilization but are projected to be at 69% and 65% utilization, respectively, by 2022. Such low utilizations are considered inefficient and may affect the educational environment of the students. If these utilizations are realized, the Board of Education may need to take action to correct the situation through redistricting or through other measures.

Although Carroll County has a stable school system, future enrollment projections are notoriously difficult to predict with accuracy: changes in regional, state, or even national and international conditions can lead to sudden shifts of population, with attendant changes in public school enrollments. Consequently, the assessment that Carroll County Public Schools does not face an imminent crisis of overcrowding or under-utilization requires re-evaluation on annual basis, in accordance with the long-standing practice of the CCPS staff.

In the meantime, the uncertainty of the enrollment situation suggests the need for the school system to retain the flexibility to respond to a variety of new enrollment as well as educational demands. The quality of the school system helps to make Carroll County attractive to young families, and preserving capacity for enrollment growth will contribute to this attractiveness.

Along with other factors, it was this assessment that led the RSCC to exclude from consideration the closure of a school, whether as a single event or related to a systemwide redistricting initiative.

III. BOARD OF EDUCATION GOALS, PARAMETERS, AND CONSIDERATIONS

The Board of Education established a number of Goals, Parameters, and Considerations to guide the work of the RSCC.

GOALS FOR REDISTRICTING AND/OR SCHOOL CLOSURE:

1. Create a facility utilization capacity consistent with sound educational practice.
2. Create a facility utilization plan that considers the impact of facilities on educational programs.
3. Create a facility utilization plan that operates within budget requirements.
4. Create a facility utilization plan aligned with County Government's long-term strategic plan.

SPECIFIC PARAMETERS:

- a) Ensure that school start/end times remain within existing range for all levels;
- b) Make sure that school buses will not have ride times that exceed the longest existing ride time at each level (elementary, middle, and high);
- c) Improve or maintain the overall Facility Condition Index (FCI);
- d) Maintain the integrity of CCPS academic programs;
- e) Preserve the availability of regional special programs for students;
- f) Fulfill all COMAR requirements for any recommended school closure;
- g) Adhere to the following aggregate and level facility utilizations;
 - 1) System-wide - 87%-95%
 - 2) Elementary and Middle - 87% - 95%

3) High - 80% - 95%

- h) Reject from consideration closure of any isolated schools that serve as a community hub. For example those schools without another school (elementary, middle or high) within a 5.0 mile radius; and
- i) Present for the Board's consideration multiple options that may include both major or minor variations. All options shall include a comprehensive cost-benefit analysis.

CONSIDERATIONS:

- j) The impact of the recommendations on the current overall system average ride time;
- k) The Board understands that comprehensive redistricting in a vacuum does not provide any real operational efficiencies. Therefore, comprehensive redistricting should only be undertaken if in conjunction [with] a comprehensive solution that includes school closure, grade reconfiguration, or any other options that reduces operational cost by increasing efficiencies;
- l) Identify students who were redistricted by the first school closures and would be affected by any recommended redistricting

IV. THE PLANNING PROCESS

The RSCC followed a six-step process in developing Planning Options for consideration by the Board of Education. These steps are described in full in the following pages, and a schedule of the meetings and other events is provided in Appendix 2.

1. INFORMATION GATHERING

Given the diversity of backgrounds of the RSCC members, it was important that they begin their work from a common understanding of the enrollment, demographic, and economic situation of Carroll County Public Schools and of Carroll County itself. To achieve this, a series of presentations were provided over three meeting sessions of the RSCC:

March 28, 2018

Student Enrollments, Facility Utilization,
and Feeder Patterns

William Caine, Facilities Planner, CCPS
Anita Stubenrauch, Operational
Performance Supervisor, CCPS

April 12, 2018

Carroll County Educational Programs (with
middle school model and grade configuration)

Margaret Pfaff, Director of
Curriculum & Instructional
Resources, CCPS

Educational Programs, Class Size, and
Building Design

Steve Johnson, Assistant Superintendent
of Instruction, CCPS
David Lever, K-12 Planner

Capital Planning, School Conditions, and
the Costs of Ownership

Ray Prokop, Director of
Facilities Management, CCPS
David Lever, K-12 Planner

April 19, 2018

Carroll County Demographics

Lynda Eisenberg, Acting Director,
Department of Planning

Carroll County Finances

Ted Zaleski, Director,
Management and Budget

Carroll County Economic Development
Workforce Development

Denise Beaver, Deputy Director,
Economic Development

Important conclusions from the presentations include:

- **Enrollments.** There is reason for cautious optimism about the enrollments for CCPS in the next decade and more: birth rates have increased, and projections indicate that the elementary school enrollment will increase from 11,036 in 2017 to approximately 12,500 in ten years, an increase of about 13% that has long-term implications for the middle school and high school enrollments.
- **Special Programs.** Among the educational programs, there is a need to relocate the alternative education PRIDE Program at Friendship Valley Elementary from relocatable classroom units to the building, and the program should be expanded to a second site.
- **Class Size.** Class sizes have remained consistent over a number of years between approximately 21 and 24 students per academic class, with a low figure in the past year of 14.0 in the kindergarten at Robert Moton Elementary and a high of 28.3 in the 5th grade at Carrolltowne Elementary.
- **Career and Technology Education (CTE).** The CCCTC had an attendance of 736 students in the 2017-2018 school year, a reduction of 34 students from the previous year. This means that approximately 9% of the 8,194 enrolled high school students took instruction at the CCCTC during the school year. The CCCTC offers 23 programs, many of which require specialized instructional spaces; additional CTE programs that require less specialized spaces are offered at all of the high schools.
- **Capital Improvement Program.** In addition to the renovation/addition project at the CCCTC facility, the CCPS capital plan currently includes eight roof replacement projects, four kindergarten additions, 13 high school science classroom renovations, and projects to replace HVAC systems, surveillance and security equipment, technology infrastructure, electrical equipment, and windows.
- **County Finances.** The balance between revenues and expenditures is anticipated to be only \$1.7 million in FY 2020 and FY 2021, increasing to \$3.6 million in FY 2022. The County is dependent on the property tax, income tax, and recordation taxes for more than 90% of its revenue. At 55.8% on average, education is by far the single largest component of County operating costs.
- **Housing.** While the net migration has been negative for five of the past nine years, the number of housing units sold has increased in the past six years and is equal to the numbers in 2003. The county has over 10,500 potential residential lots in the Priority Funding Areas (PFAs), and more than 12,100 potential lots in the Municipal Growth Areas (MGA) and the Designated Growth Areas (DGA).
- **Employment and Income.** Carroll County has one of the highest graduation rates in the state (95%+) and one of the lowest unemployment rates (3.3% in 2017). Median household income is high – approximately \$85,000 in calendar 2016 – but at 13% of the total tax base, local commercial and industrial development is relatively low compared to other jurisdictions.

Together, these facts paint a picture of a very stable jurisdiction with a good school system and many attractions for households, but lacking the robust employment base that can provide a reliable source of revenues to sustain the operating budget or an extended program of capital improvements.

2. RESEARCH

In order to explore more deeply the educational and the demographic possibilities for Carroll County Public Schools, the RSCC was divided into an Educational Models and Grade Configuration Subcommittee and a School Boundaries and Closures Subcommittee. The subcommittees met and conducted research from late April until early June, and presented their findings to the full Committee at the meeting of June 14. The findings of the Subcommittees are summarized as follows:

a. Educational Models and Grade Configuration Subcommittee

The Subcommittee established two goals, to examine the current CCPS educational programs and to provide information on different educational models and grade configurations.

1. Educational Programs. For the first goal, the subcommittee members visited four elementary schools, two middle schools, and two high schools in mid-May to assess the facility conditions and locations of special programs. A report on these tours is provided in Appendix 5. The visits included the following regional programs:

- BEST (Behavior Education Support Team, at Robert Moton Elementary, East Middle, and Westminster High)
- IBI (Intensive Behavioral Intervention, at East Middle and Westminster High)
- Judy Center (at Robert Moton)
- LFI (Learning for Independence, at Hampstead Elementary, Robert Moton Elementary, Winfield Elementary, Shiloh Middle, Winters Mill High, and Westminster High)
- PREP (Preschool Regional Early Childhood Program, at Robert Moton Elementary, Hampstead Elementary, and Winfield Elementary)
- PRIDE (Positive Response to Issues of Discipline with Elementary Students, at Friendship Valley Elementary)
- Regional Autism (at Hampstead Elementary, Winfield Elementary, Shiloh Middle, and Winters Mill High)

Two additional programs were studied, but the facilities were not visited.

- BELLS (Building Early Language and Learning Success, at Carroll Springs). This facility was not toured because the subcommittee felt that it provided services in an appropriate and purpose-built environment, and the subcommittee's time would be better spent in situations where modifications might be needed.
- Career and Technology Education (CTE, at Carroll County Career and Technology Center). This facility was not visited because it is scheduled to be fully renovated, providing an appropriate setting for the CTE educational programs.

Discussion with administrators and visual observation led the members to conclude that there was a need for a thorough, comprehensive analysis of all educational programs, including Gifted and Talented and CTE. Planning Option 5 would be based on just such an analysis. The Subcommittee noted that at the present time, the PRIDE program could expand to serve more alternative education students (both with and without Individual Educational Plans, IEPs) and the Shiloh Middle School Autism program could be located more centrally.

In addition, during school visits it became apparent that the in-school square footage requirements of students in special programs often far exceed the space required for other students. For this reason, the Subcommittee members felt that the practice of including special program students within the headcount calculations of the general student population may skew facility usage calculations incorrectly toward underutilization.¹⁶ Particular attention should be paid to this dynamic should forecasted increases in enrollment in special programs exceed the rate of general student enrollment.

2. Educational Models and Grade Configurations. For the second goal, the subcommittee reviewed a body of literature. The research indicates that unambiguous academic advantages are not associated with any specific model of grade configuration, since outcomes depend on the student body, the community, the faculty, the administration, and the facility. However, the research does indicate that certain models carry detriments, particularly noting that isolating the 8th grade produces poor educational outcomes. The Subcommittee identified a number of best practices:¹⁷

- Fewer transitions between schools equates to higher achievement.

¹⁶ This difficulty emerges partly because the methodology used by the State to calculate SRC acknowledges special education classrooms, but assigns them an occupancy of 10 FTE. This exceeds the occupancy of many special education spaces in actual practice. In addition, the State formula does not acknowledge the increased space requirements of special education students who attend school in regular classrooms: for example, a classroom rated to hold 25 regular students may only be able to hold 23 students if several of these students have special education requirements that require equipment and/or an aide.

¹⁷ Educational Models and Grade Configuration Subcommittee Meeting Minutes, May 9, 2018.

- Students from lower socioeconomic classes benefit the most from K-8 schools (noting that the K-8 option presented by the Committee varies from the standard K-8 model in that the middle school component would receive students from six elementary schools).
- Support for the middle school team approach.
- Support for a small community-like atmosphere.
- K-6 as a favorable option (in which the 6th graders are elementary school students, not middle school students).
- If reconfiguration is driven by a need to reduce school or classroom size, the educational quality does not appear to be harmed.
- The need for the staff and the administration of the school to support the program.
- Appropriate facility space.

In addition, in order not to limit options, the Subcommittee conducted preliminary research into the merits of distance/online learning, including programs that blend standard and online and/or distance learning. The sources used by the Subcommittee are found in Appendix 5. Distance/online learning is promoted as a way to relieve overcrowding and tailor educational offerings to the needs of children with special learning requirements. However, the Subcommittee's research indicates that this approach does not lead to satisfactory and reliable educational outcomes, particularly for academically challenged students or students in need of remedial work, and that it is costly to implement, can present difficulties in finding qualified teachers, and the courses can be of questionable quality. However, further research should be undertaken to determine the potential application of distance/online learning to specific educational needs in Carroll County.

b. School Boundaries and Closures Subcommittee

At four meetings between May 5 and May 23, 2018, the focus of the School Boundaries and Closures Subcommittee was on Board of Education parameters 1.a) through h), with particular attention to parameters g) and h) concerning the aggregate and facility-level utilization and the isolated community schools.

The Subcommittee concluded, first, that all but two elementary schools in Carroll County have at least one other school within a 5 mile radius of its location; only one set of community elementary schools, Parris Ridge Primary and Mt. Airy Elementary, are isolated per the Board's suggested parameter of a 5 mile radius (Parameter h) (Map 7). However, since neither of these schools were under examination for potential closure based on the other criteria the Subcommittee examined, it was felt that this particular parameter for excluding a school from consideration did not have application to the work of the RSCC. The Subcommittee did find that if the Board-suggested 5 mile radius parameter were changed to 2 miles, there were a number of elementary schools that would be excluded from consideration for closure.

The Subcommittee did not examine whether any middle or high schools were isolated per the Board suggested parameter, under the view that the potential closure of a secondary school should be guided by other considerations, particularly the impact of the closure on the educational program and on ride times. Preliminary analysis of home-to-school distances indicates that the closure of any secondary school in Carroll County will be likely to cause a dramatic increase in travel distances and ride times for students.

Second, the Subcommittee concluded that it would be possible to achieve the Board's systemwide utilization parameter if up to two elementary schools were closed. The Board parameter would not be met if any middle school were closed, and the results for the high schools were inconclusive. The Committee as a whole agreed that the impacts from closing a high school would likely be so widespread and disruptive that no further consideration should be given to such a closure at this time. This was an important consideration in determining that the planning option to convert Winters Mill High School to middle school use would not be presented to the Board for consideration.

Following this preliminary analysis, the Subcommittee agreed to examine further the potential of closing one or more elementary schools based on the following criteria:

1. Student relocation challenges (i.e. the availability of capacity in adjacent schools)
2. FCI (age and condition)
3. Special programs at the school
4. Operating cost for the school

With respect to efficiency of operation, the Subcommittee determined that all of the schools operate efficiently within a narrow range, as measured by the Building and Core Staff Costs (BCSC). BCSC includes the costs that are charged directly to schools, including those associated with the office of the Principal, custodial care, guidance and health services, school library/media, and building maintenance. BCSC does not include transportation, centralized building maintenance and operational costs, special education, or grant-related expenditures. Using this metric, elementary schools operate within a range of \$1,651 to \$2,314/SRC seat, with an average of \$1,984/SRC seat; the range for middle schools is \$1,379 to \$1,826/SRC seat, with an average of \$1,633/SRC seat; and the range for high schools is \$1,918 to \$2,402/SRC seat, with an average of \$2,177/SRC seat. Since all of the schools operate efficiently, this factor was not considered to be significant in identifying a school facility for potential closure.

In accordance with Board parameter e), to “preserve the availability of regional special programs for students,” the Subcommittee agreed to exclude from consideration any elementary school that housed a regional special program. After eliminating the elementary schools with special programs, and using the remaining three criteria in the order given above, the Subcommittee ranked all of the elementary schools and focused its attention on three schools, Linton Springs, Sandymount, and Friendship Valley. With data on transportation and the impacts of possible closure, the Subcommittee eliminated two of the schools from consideration:

- Linton Springs Elementary School was eliminated due to its large capacity, efficiency in operation, and location in a high growth area.
- Friendship Valley Elementary School was eliminated due to its location in a high growth area and the difficulty of redistricting the students.

With further input from the Educational Models Subcommittee, the School Boundaries and Closure Subcommittee presented its conclusions to the full Committee.

Although the algorithm developed by the Subcommittee pointed toward Sandymount Elementary as the school most favorable for closure, preliminary studies on the home-to-school distances that would result showed that there were likely to be very significant increases in transportation routing and ride times for many students. Some students at Mechanicsville, Robert Moton, Cranberry Station, Hampstead, and Spring Garden Elementary Schools would be likely to experience travel distances at least 25% to 100% longer than their current rides, with attendant lengthening of bus ride times to a degree that could not be specified without detailed analysis of alternative routes (See Map 2). The Subcommittee concluded that substantially more research would be needed before a recommendation could be made for any school closure.

The Subcommittee also agreed to consider options for the closure of East Middle School. Based on its analysis of both East Middle School and William Winchester Elementary School, the Subcommittee developed three alternative options for the closure of East Middle School. These are described as Planning Options 7, 8, and 9 (Appendix 4). An additional option was brought forward by one of the RSCC members, described under Option 11. None of these Options, however, is presented for consideration by the Board of Education, as explained on page 19.

The information provided by the two subcommittees guided the entire subsequent process of the RSCC, and their findings have been used throughout this report.

3. COMMUNITY OUTREACH

Recognizing the importance of engaging with the community in its planning effort, the RSCC followed the informational sessions described above with two community listening sessions. The Committee felt that community engagement should involve more than information-gathering; it also represents a form of

outreach, a way for a planning group to present itself to the community and to demonstrate that its processes are transparent and that it is receptive to ideas from many stakeholders. This is considered to be an important component of the trust between governmental organization and citizen that is an essential ingredient of democratic process and of successful comprehensive planning.

Other community engagement activities developed by the Committee included public announcement of the meeting times and locations in accordance with the Opens Meeting Act, and establishment of an email address that community members could use to communicate their concerns. All community messages have been compiled in a document, but the messages were only responded to if they contained misunderstandings that the Committee or the Facilitator believed needed to be addressed.

The first community listening session was held at Winters Mill High School on April 26, the second at South Carroll High School on May 31. Almost all of the RSCC members were able to attend, and the sessions were recorded. The Facilitator provided the audience with a brief overview of the enrollment situation and the condition of schools in Carroll County before the start of each listening session. The Facilitator also clarified the current status of the planning process and the purpose of the listening sessions: that to date the RSCC had been in a fact-finding process, that no decisions had been made by the Committee, and that the input from community members would be taken into account as the Committee develops options to present to the Board. RSCC members took notes throughout the audience comment period but, as announced at the beginning of the meeting, they did not respond to comments or offer their own views on the matters raised by community members.

While the turnout at the listening sessions was modest, valuable insights were provided through this process. A total of 23 community members spoke at these two sessions, providing a perspective on a range of community concerns.¹⁸ These included the dislocations that could be caused by school closures, questions on the future of the closed North Carroll High School facility, perceived over-crowding at Manchester Valley High School, bus routes and ride times, and school feeder patterns. The process itself elicited comment: members of the audience expressed appreciation for the opportunity to speak, acknowledged that the RSCC members made eye contact with speakers and took notes, and encouraged the RSCC in what was described as difficult and important work.¹⁹

4. PLANNING OBJECTIVES

In presenting the RSCC with its charge in early March, the Board of Education explained that the work of the Committee was to be entirely independent of the Board. Honoring the Goals, Parameters, and Considerations of the Board, the Committee also saw the necessity to orient its work through a clear set of planning objectives. The objectives themselves emerged through the discussions of the Committee. Once the list of objectives was finalized, the Committee assigned a weight to each objective. Although all of the objectives were considered to be important, the weightings were intended to show the importance of each goal relative to the fundamental mission of Carroll County Public Schools, the education of students. A weight of three (3) indicated that an objective has a very significant importance in relation to this mission, while a weight of two (2) or one (1) indicates that it has relatively lower importance.

Considerable discussion took place to assess the completeness of the list of objectives, to develop the precise wording for each, to understand its implications, and to give it an appropriate weighting. A distinction was made between a Planning Objective and the resources needed to implement it: on the analogy of health care, it was agreed that an objective might have considerable value and should be given considerable weight, even if the resources needed to give it reality are difficult to obtain or if full realization will take a considerable amount of time.

¹⁸ At the April 26 meeting, one community member spoke on behalf of another member who could not be present.

¹⁹ The RSCC received additional information from a community member proposing the reopening of North Carroll High School as a junior-senior high with a magnet program. The Education Subcommittee examined the material and reported on it to the full Committee. While of interest, the proposal would require a number of significant policy changes with respect to educational programs, the inclusion of middle school students in a high school environment, and the prior decision to close NCHS. Consequently, the RSCC did not consider this proposal among the Planning Options.

The agreed Planning Objectives are outlined as follows:

Functional setting for educational programs (systemwide): This Objective addresses whether the size, configuration, location and interior fittings of instructional spaces support the specific educational programs they house.

Weighting: This Objective concerns the fundamental mission of the school system, the education of students. Although the focus of the RSCC is on facilities, any Planning Option that enhances the mission of the Board should receive high consideration. This Objective was therefore given a weighting of 3.

Condition of school buildings (systemwide): This Objective addresses the need to maintain or improve the condition of the building plant to ensure that interior environments are healthy and safe, building systems operate trouble-free and with a minimum use of energy, and maintenance is kept to a reasonable level. The condition of the buildings is measured by the Facility Condition Index (FCI).

Weighting: This Objective concerns the integrity, safety, and healthfulness of the buildings that support the educational mission, as well as their operational efficiency, and therefore was given a weighting of 3.

Operating expenses (systemwide): This Objective concerns the overall cost of operating the school system, including plant operations (utilities, custodial, maintenance, etc.), staffing, and transportation.

Weighting: Since operational efficiencies in support activities like facilities and transportation release funds to improve classroom instruction, including adequate teacher pay, this Objective has a direct relationship to the mission of the public school system. This Objective also reflects the rationale for establishing the RSCC, to explore the potential for operational savings, and was therefore given a weighting of 3.

Existing communities: This Objective addresses the effect the Planning Option will have on the cohesion of existing communities.

Weighting: The Objective acknowledges that although education is the primary mission of the school system, schools also play an important role in the vitality and identity of communities, and that community support and participation is in turn essential to the health of the school. This Objective was therefore given a weighting of 2.

Feeder patterns: This Objective concerns whether the Option will simplify and clarify school feeder patterns, with the goal that the majority of students will attend a school in their own community or a nearby community.

Weighting: This Objective reflects the understanding that school feeder patterns may have an impact on community cohesion, on the social lives of students, and on family life.²⁰ This Objective was given a weighting of 1.

Economic development: This Objective concerns how the Planning Option affects such dimensions of economic development as attracting new businesses, workforce development, and real estate values.

Weighting: This Objective acknowledges that decisions regarding school facilities can affect the decisions of households and businesses that are considering locating in Carroll County, with implications for the economic life of the community and therefore the revenues that are made available to support the school system. This Objective was given a weighting of 1.

Ride times: This Objective concerns whether the option is likely to increase or decrease the average ride time of students between home and school.

Weighting: This Objective recognizes that Planning Options that involve redistricting will affect the travel distances of students from schools, the bus routes they are assigned to, and therefore their ride times. Ride time has a bearing on the time students have available for before-and-

²⁰ The community survey conducted in the autumn of 2017 demonstrated considerable community dissatisfaction with the existing feeder pattern. Dr. Paula M. Singer, *Carroll County Public Schools Redistricting and Facility Utilization Survey*, Fall 2017, and presentation to the Board of Education, December 6, 2017.

after school activities and on family life, as well as on operational expenditures. This Objective was therefore given a weighting of 2.

Each of the Planning Objectives was aligned with the explicit Goals, Parameters, and Considerations of the Board of Education, as shown in Table 3:

Table 3: Planning Objectives, Board of Education Goals/Parameters, and Weightings

Planning Objective	Board Goal	Board Parameter/ Consideration	RSCC Weighting
Functional setting for educational programs (systemwide)	1, 2	d, e, g	3
Condition of school buildings (systemwide)	1, 2	c	3
Operating expenses (systemwide)	3	k	3
Existing communities	4	h	2
Feeder patterns	1	a, b, l	1
Economic development	4		1
Ride times	NA	a, b, j, l	2

5. PLANNING OPTIONS

With the information gathered through the informational sessions and the community listening sessions, the RSCC proceeded during June, July and early August to the heart of the matter, the development of options to present to the Board of Education. The RSCC followed a sequential process to arrive at the Planning Options that are presented in the report. Members of the Committee felt that it was important not only to consider all possible options, even those that might not be attractive on face value for educational or practical reasons, and then to use a process of selection and prioritization that was objective and defensible to the greatest extent possible.

The RSCC discussed eleven separate planning options; seven of these concerned the future of Westminster East Middle School. A full description and analysis of each option is provided in this report, showing the purpose of the option, the planning assumptions it entails, its anticipated benefits and detriments, its implementation requirements and schedule, its evaluation according to the Planning Objectives, and its budgetary implications as far as these can be known. The list of Options, presented in the original order in which they were discussed by the Committee, included:

I. Accept existing facility configuration, with improvements to individual programmatic spaces (special programs, Gifted and Talented (G&T), etc.)

Assumptions: Examines only facility conditions related to current educational programs; facility improvements will generally take place within the existing building footprint.

II. Close one school (likely elementary)

Assumptions: There must be unambiguous evidence that the candidate school is underutilized, is in very poor condition, or is extremely costly to operate, or that the closure would significantly benefit other schools or the school system as a whole.

III. East Middle School:

A.1 Retain Existing School Facility with Limited Improvements: Targeted improvements to improve the educational setting and building performance.

Assumptions: Decisions about which improvements to undertake will be based on factors such as educational needs, cost and available budget, age of building systems and anticipated remaining running life, life safety and ADA considerations, impact on educational programs during construction, and community preferences; expansion of the building should not be necessary (but should not be ruled out entirely pending investigation of programs and building conditions).

- A.2 Full Modernization: Replacement or complete renovation to achieve all educational specification and building performance requirements.
Assumptions: The final product will be a state-of-the-art facility, on the same site or on a nearby site.
- B. Large Middle School: Close William Winchester ES and redistrict its students to other elementary schools; close East MS and consolidate its students with West MS (6th grade in former William Winchester ES)
Assumptions: Minor renovations may be needed for WMS or WWES.
- C. 8th Grade to High School: Close East MS, consolidate the 6th and 7th grades with the 6th and 7th grades at West MS, and redistrict all 8th Grade students from both middle schools to Westminster HS and Winters Mill HS.
Assumptions: Minor renovations may be needed for West MS, and substantial renovations may be needed for the two high schools. The 8th grade would most likely be housed in an academy separated from the main 9-12 educational setting.
- D. Winters Mill Facility as Middle School: Close Winters Mill HS and redistrict its students to other high schools; close East MS and relocate its students to the former Winters Mill HS.
Assumptions: Some renovation of WMHS may be needed.
- E. K-8 Replacement Facility: New facility that replaces William Winchester ES and East MS.
Assumptions: The final product will be a state-of-the-art facility, on the same site or on a nearby site. The middle school portion will continue to receive students from five elementary schools in addition to William Winchester ES.
- F. Primary/Intermediate/Middle Schools: Consolidate East MS 7th and 8th graders to West MS, redistrict the 6th graders from East MS and West MS to William Winchester ES and Sandymount ES reconfigured as Grade 3-6 schools, and redistrict the K-2 students from these two elementary schools to other elementary schools
Assumptions: Renovations may be needed at West MS, Sandymount ES, William Winchester ES, and other elementary schools to accommodate new grade configurations.

IV. Comprehensive redistricting

- A. Without School Closure
Assumptions: Redistricting must be warranted by clear gains in factors to be defined by the Board of Education, including balancing school utilizations, improving feeder patterns, improving educational opportunities, improving budgetary efficiencies, improving ride times, and/or other factors.
- B. With School Closure
Assumptions: Redistricting must be warranted by clear gains in factors to be defined by the Board of Education, including balancing school utilizations, improving feeder patterns, improving educational opportunities, improving budgetary efficiencies, improving ride times, and/or other factors; and school closures must be unambiguously supported by evidence that the candidate school is underutilized, is in very poor condition, or is extremely costly to operate, or that the closure would significantly benefit other schools or the school system as a whole.

6. EVALUATION AND PRIORITIZATION OF OPTIONS.

Methodology for Evaluating and Prioritizing the Planning Options

Each Planning Option was tested to determine whether it impacted, did not impact, or had no effect on the Planning Objectives, using the weightings defined above.

To perform the evaluation, the RSCC membership was divided into teams of two. Each team was assigned a specific Planning Objective and then evaluated each of the eleven Planning Options in relation

to this Objective . The evaluations were presented to the full Committee at the end of July with discussion, and the results were tabulated to establish a numerical priority order for the Planning Options (Appendix 6).

It was understood that evaluating whether and how an Option affected a certain Planning Objective must necessarily be broad and general at this stage of analysis. For example, Option III.A.1 above, “Retain Existing [East Middle] School Facility with Limited Improvements,” will undoubtedly have some impact on the Planning Objective “Condition of School Facilities”; how much impact, however, will depend on the scope of work undertaken, which in turn will depend on the prioritization of educational and facility needs, the funding available, the cost of construction at the time of the work, possible phasing of the work, etc. Similarly, seven of the Options involve some level of redistricting or students: until specific decisions are made on student assignments, it would be difficult to assess accurately how much the Option will affect travel distances, bus routes, and bell schedules, and therefore how much the Ride Times Planning Objective will be affected.

Nevertheless, the experience of the RSCC members did allow them to determine with some assurance whether the impact of any particular Option is likely to be positive, negative, or neutral. A trinary approach was therefore taken to the evaluations: using the example of “Condition of School Facilities,” if an Option is likely to have any positive impact at all on facility condition, it received a full 3 in the evaluation; if the impact is likely to be at all negative, it received a full minus 3; and if the impact is likely to be negligible or nonexistent, it received a zero. Zeros were also used where the impact could not be determined at this stage of analysis, or where positives and negatives appeared to balance one another without a clear argument in favor of one or the other.

This simplified evaluation method served as a screen to determine which options should be eliminated and which should be pursued further based on more detailed information. The broad numerical results of the analysis also showed how the Committee prioritized the Options against one another. Given the current state of knowledge about each Option, and the possibility that many of the Options in fact involve multiple sub-options, this was the only reasonable way to reduce the number of options, arriving at an initial selection and prioritization that was both objective and that gave results that were clearly distinguishable from one another.

The Planning Options presented in this report are qualitative and conceptual in character. For each option, a full list of benefits and detriments is outlined, the issues related to implementation are stated (as much as these can be foreseen), and an overall evaluation is provided. The budgetary implications of the options are discussed on page 21.

Results from Application of the Methodology

The evaluation process initially reduced the list of options to seven, specifically eliminating the four options that would redistrict the East Middle School students to other schools (Options III. B, C, D and F). These options were seen as having a negative impact on educational programs, on existing communities, on feeder patterns, on economic development, and on ride times. An additional option, the closure of one school (Option II), was eliminated because the total benefit was uncertain and because in fact no candidate school presented itself as an obvious choice based on under-enrollment or particularly bad facility conditions; while at the same time the negative impacts on communities, economic development, ride times, and the flexibility to address enrollment growth were perceived as very significant impediments. For this reason, Comprehensive Redistricting with School Closure was also eliminated.

The remaining five (5) Planning Options were prioritized as follows, based solely on the scores they received in the evaluation process. The options are listed in priority order from the highest scoring to the lowest.

Planning Option		Evaluation Score
1. (III.E)	East Middle: K-8 replacement facility	12
2. (III.A.2)	East Middle: Full modernization	10
3. (III.A.1)	East Middle: Retain existing school facility with limited improvements	9
4. (IV.A)	Comprehensive redistricting, without school closure	4

5. (I) Accept existing facility configuration, with improvement of individual programmatic spaces

4

Each of these options is discussed more fully in Section V below. Analyses of the Planning Options that were eliminated are provided in Appendix 4.

Westminster East Middle School

Three of the five Planning Options concern Westminster East Middle School. The age and condition of this facility make it an unavoidable topic for any planning effort in Carroll County. Westminster East Middle School was originally constructed as a high school in 1936, presumably as a Works Project Administration (WPA) facility. Additions were constructed in 1950 and 1964, bringing the total square footage to the current 120,400. In 1976 the entire facility was renovated to convert it to a middle school. The 1964 addition of 14,356 sf, originally built as the vocational education annex separate from the main school building, is used for the Behavior Education Support Team (BEST). This annex has never been renovated for its new purpose and is considered to be inadequate.²¹

Although the instructional programs at the school are reported to be good and the building has been well maintained, the Board of Education faces the inescapable fact that a decision must be made about the facility within the next few years: either it must be upgraded and renovated to some substantial extent, replaced, or abandoned as an educational facility. The FCI for this facility was 78.71%, which by industry standards indicates a compelling need for replacement, complete renovation, or abandonment. When the FCI was converted to a Physical Assessment Score the result was 257; added to the Functional Assessment Score of 579 gave a combined figure of 836, the worst score among the eleven schools that were constructed prior to 1980.²²

Facing Longwell Street, the building has a handsome, architecturally sophisticated facade in the Art Deco style that characterizes much of the WPA's work. A major safety issue concerns access to the building: the main parking area is across Longwell Street from the west entrance of the school, forcing visitors to cross a city street to gain access to the building. Bus drop-off and pick-up is on this street in front of the building, while parental drop-off/pick-up is on Key Street on the south side of the school.²³ Inside the main entrance, visitors and students confront half-flight staircases leading up to the floor that houses the Administration, the Media Center, the Gym, and the 7th grade classrooms, or down to the 6th grade level and access to the Related Arts wing (built in 1950). The 8th grade is on the 3rd floor.

These staircases exemplify one of the major deficiencies of the facility, the lack of accessibility per the requirements of the Americans with Disabilities Act (ADA). The ADA deficiencies run throughout the school: in the restrooms, in the multiple changes of level to connect the older building to the newer additions, and in the access to classrooms. Evidently the only accessible route, a requirement of the ADA, is through the gymnasium and is limited to the first floor where the administrative offices and the media center are located. The location of the BEST program in a separate facility is thought to make inclusion of these students in regular programs more difficult, and generally to inhibit the use of the main building by the BEST students.²⁴

According to the records of the Public School Construction Program, the following building systems have been replaced since 2000, using a combination of State and local funds:

- Boilers (2000)
- Gym bleacher replacement (2000)
- Energy management system installation (2002)
- Interior Door Replacement (2008)
- Lighting Replacement (2014)

²¹ BEST is a program for special education "students with behavioral issues that disrupt a traditional classroom setting. Provides a small, highly structured setting with a low student to teacher ratio. Provides education with on -site therapeutic support including family support. Located at Robert Moton Elementary, East Middle School, Westminster High School." CCPS Presentation, Combined Education Committee, August 24, 2016

²² FY 2019 Educational Facilities Master Plan, page 6-5.

²³ East Middle School Summer 2017 newsletter.

²⁴ Report on school visits, Educational Program and Grade Configuration Subcommittee (Appendix 5).

- Security: Access control system, visitor management system, and integration with surveillance system (2014)

Although a detailed facility assessment has not been performed on this facility, discussion with the school administrators, with CCPS instructional staff and with CCPS facilities staff, as well as visual observation of the school, indicate that the building systems and instructional areas are in extensive need of renovation.

- Building Systems: According to information from the CCPS Department of Facilities, the following major building systems are in need of upgrade or replacement:
 - HVAC
 - Roof (a portion was replaced in 1994)
 - Electrical
 - Fire Alarm
 - Windows/Storefront

In addition, there are no vertical conveyance systems in the building. To bring the building into compliance with ADA, vertical conveyance would need to be installed in the form of elevators or lifts.

- Educational Spaces: The most prominent deficiencies are in the following areas:
 - The BEST wing, occupying the original vocational educational spaces;
 - Special Education, which lacks an LFI room;
 - Lack of Resource Rooms (Math, Reading, Special Education, ESOL, and Gifted & Talented)

For each East Middle School Option, the capital costs are presented for construction beginning in the summer of 2021, the earliest possible date based on typical durations required for planning and design.

Budgetary Implications

In Parameter i. of the guidance that was provided to the RSCC on March 7, 2018, the Board of Education asked the RSCC to consider “multiple options that may include both major or minor variations. All options shall include a comprehensive cost-benefit analysis.” The RSCC understands the term “comprehensive cost-benefit analysis” to designate a professional-level financial study that considers the present value of all costs and correlates these costs with the outcomes expected from the project. A cost-benefit analysis in this sense not only allows comparison between options, it also provides a level of credible financial information that can be relied upon in future decision making (taking into account the influence of inflation and/or construction cost escalation and the potential for unforeseen circumstances to alter the cost profile).

However, the RSCC found that at this early stage of investigation, no budget figures could be associated with certain of the Planning Options. Where costs cannot be known at this time, the Committee felt that it would be irresponsible to present information that the Board could not rely on. Considering that certain options were likely to be eliminated for reasons other than cost – among others, because they were thought to be detrimental to student education and/or welfare, because of their complexity, or because of their disruptive impact on communities – the Committee chose only to present cost information in which it has some level of confidence, and to defer detailed financial analysis of transportation and staffing impacts until the preferences of the Board of Education are known.

For each option, a general narrative of costs is provided as well as specific information when available. The costs of capital projects can be estimated with a relative degree of certainty (taking into account a number of variables that can affect costs, for example future market conditions). By contrast, the costs associated with the transportation routes of students cannot be known until decisions are made about redistricting, which may involve a number of separate sub-options. Other costs such as possible staffing increases also cannot be known until further decisions are made.

- Only Options 1 (III.E) and 2 (III.A.2) lend themselves to reasonably accurate calculations of the capital costs.

- Options 3 (III.A.1) and 5 (I) will require that choices be made among greatly varying scopes of capital work. These are policy choices which will depend on the availability of funds, the educational objectives of the Board, and community preferences. A range of costs is presented for Option 3. For Option 5, the scope of work will depend on the annual budget that is provided.
- Option 4 (IV.A) would require decisions to be made among a large number of possible redistricting schemes. Since a great deal of staff time and effort would be needed to provide cost information at even a general level for any single option, much less to provide cost information for all of the possible options and sub-options, no budget information is provided for this Option.

The capital costs have been developed using the following assumptions:

- The cost of new construction and full renovation is based initially on the State of Maryland Public School Construction cost for projects that will be funded in the FY 2020 CIP: \$318/sf.²⁵
- Sitework is calculated at 5% of construction cost for renovations and at 19% of construction cost for new construction.
- Construction contingency is calculated at 5% of the combined construction and sitework cost for renovation and at 2.5% of the combined cost for new construction.
- For projects that involve new construction:
 - It is assumed that a new site will be located and the existing East Middle School will remain.
 - If, however, the East Middle School site must be used for the new facility, a demolition cost is shown. This assumes that the entire existing building will be required to be removed. Until a feasibility study is performed, it cannot be known if any portion of the existing building can be retained.
- Project development costs are calculated in accordance with the parameters used by the Carroll County Public Schools Facility Department:
 - Design: 7% of combined construction and sitework costs;
 - Construction Management (CM) Pre-Construction: 2% of combined construction and sitework costs;
 - Furniture, furnishings and equipment (FF&E): 5% of construction cost only.
- Phasing costs: For all renovation work in the East Middle School, it will be necessary to phase the work under the assumption that temporary housing will not be found for the students in another facility or in relocatable units on site. Phasing adds costs due to the repeated mobilization and demobilization of the constructor and the inefficiencies of interrupting work before it is complete. It is assumed that three phases of work will be needed, for a premium of 25% added to both the construction and sitework costs.
- Construction cost escalation is applied at the rate of 4% per year. Actual construction cost escalation depends on market conditions and may vary from this figure.

Schedule Implications

The schedules shown for the five Planning Options are based on reasonable but aggressive timelines for decisions by the Board of Education and County Government, development of planning instruments such as educational specifications and design documents, and bidding where required. For the four Options that involve capital projects, the construction schedules overlap with the construction on the CCCTC. If concurrent construction is not feasible due to fiscal constraints, the schedules would need to be adjusted, with attendant adjustment of the costs to account for construction cost escalation.

²⁵ Public School Construction Program, "Revised Instructions for Submission of FY 2020 Capital Improvement Program," issued August 30, 2018.

V. DETAILED PLANNING OPTIONS FOR CONSIDERATION BY THE BOARD OF EDUCATION

Detailed descriptions and analysis are provided below for the five Planning Options that are presented to the Board of Education for consideration.

OPTION 1. (III.E) EAST MIDDLE SCHOOL K-8 REPLACEMENT FACILITY: NEW FACILITY TO REPLACE WILLIAM WINCHESTER ES AND EAST MS

Purpose: To improve the long-term operational and budgetary efficiency of the school system by closing East Middle School and William Winchester Elementary, consolidating all the students into a new K-8 facility or campus.

Description: Close East Middle and William Winchester Elementary and relocate students into a new K-8 campus.

The elementary school portion of the new facility would house only the students from William Winchester Elementary; the middle school portion would continue to house the students who feed into East Middle School from six elementary schools, including William Winchester.²⁶ This structure is at variance from the usual understanding of K-8, in which the middle school consists entirely of students who have risen through the elementary grades at that school, in this case William Winchester Elementary. In this respect the proposed K-8, because it includes rising 7th graders from elementary schools other than William Winchester, is in reality an elementary school/middle school model. To implement a K-8 school in the more usual sense would mean that the elementary school students from five schools other than WWES would be assigned to other middle schools.

A feasibility study would be required to determine the best option (it is also a requirement of the State of Maryland for any facility which will be abandoned or in which more than 50% of the existing square footage will be demolished).²⁷ The feasibility study would develop options, including (per State requirements) an option to renovate the school as a K-8 facility, and for each option it will provide an analysis of the benefits and detriments as well as the project and life-cycle costs. Options to be studied would likely include:

- Facility:
 - Construction on a new site. The Friendship Valley Elementary site of 49 acres was originally master planned to include a middle school. An educational campus with two elementary schools and one middle school could be investigated.
 - Construction on the site of East Middle School.
- Administration:
 - Structured as a single facility with two administrations.²⁸
 - Structured as two separate facilities with two administrations on a single campus.

It should be noted that use of the existing East Middle School site for the new K-8 facility will place the William Winchester Elementary students outside of their attendance area, requiring redistricting.

Planning Assumptions:

- A site for the new K-8 facility will be found near the existing site of East Middle School in the Westminster area, or the new facility will be built on the existing site.
- The new facility will be designed to the highest standards to meet the contemporary educational needs of both elementary and middle school students, as well as current high performance building criteria (by law, the new facility must achieve a minimum rating of Silver under the Leadership in Energy and Environmental Design (LEED) certification program).

²⁶ The other five elementary schools are Runnymede, Cranberry Station, Robert Moton, Westminster, and Ebb Valley.

²⁷ COMAR 23.03.02.06.L

²⁸ There are precedents in the Gholson Middle/Cora Rice Elementary School in Prince George's County and the St. Michaels Elementary/Middle/High School in Talbot County.

Benefits

- Achieves a state-of-the-art new school facility or facilities to support the educational programs, with low maintenance and high operating efficiency.
- No long-term disruption of student attendance areas or transportation routes.
- The opportunity to develop a new educational specification will allow unique programs like PRIDE (currently housed in relocatable units at Friendship Valley Elementary School), BEST and community use space to be incorporated into the facility at relatively less cost than as stand-alone, separate projects, with enhancement of inclusion for special education students.
- Gain in overall condition of school facilities (FCI) as two older facilities are replaced with a new facility or facilities.
- Potential gain in long-term efficiency of school system through removal of inefficient older facilities in favor of an efficient new facility.
- May make the East Middle School property available for reuse/repurposing, with potential financial benefit to the County government. Public-private partnership arrangements should be investigated to determine if the development potential of the land can generate a revenue stream to support the new capital investment.
- May provide an opportunity to revise attendance districts and feeder patterns to achieve greater efficiency.
- Enhances the appeal of Westminster as a residential location.

Detriments

- Difficulty of locating a site for the K-8 facility. If the Friendship Valley Elementary or the East Middle School sites are not acceptable, then a new site would need to be procured, adding to the cost of the project.²⁹
- Very large capital outlay (without program and design exploration, it is unclear whether the capital cost of the new facility would exceed the combined cost of renovating East MS and William Winchester ES).
- Middle school would still receive students from five elementary schools in addition to William Winchester, weakening two of the purported advantages of the K-8 grade configuration (i.e., the reduction of transitions between elementary and middle school, and the cohesion of the student body through all grade levels). Research by the Educational Models and Grade Configuration Subcommittee indicates that there are no obvious educational advantages to the K-8 grade configuration.
- Would be the only K-8 school in the county: concerns whether students will receive the same academic, social, and extra-curricular opportunities as their peers in standard elementary schools and in 6-to-8 grade middle schools.
- Cost to County of maintaining the East Middle property and eventually repurposing or disposing of the site.
- Need to repurpose or demolish former William Winchester ES building (however, this may also represent a benefit to West Middle School by freeing up space for parking or other uses).

Implementation

- Establish a committee to consider all issues related to locating, planning, designing, constructing, and operating a K-8 facility, including issues of co-locating elementary and middle school students on the same campus or within the same facility. Committee should include:
 - EMS and WWES principals, or their representatives
 - Teacher representative
 - Heads of educational divisions
 - Heads of school PTAs
 - Community representatives
 - School Resource Officers
 - CCPS operational staff: facilities, transportation, food services, health, communications, security, etc.

²⁹ Prior work by the CCPS staff indicated the difficulty of identifying appropriately sized and located property within the PFA. If necessary, a formal property search would need to be conducted. If a suitable new property were found, it would need to be acquired by the County government and then transferred to the Board of Education.

- Develop an educational specification for the new facility.
- Develop a building and relocation plan: timeframe, officer responsible, resources needed, renovations needed, costs
- Suggested timeframe:
 - Committee formed, begins work: Fall 2018 to Fall 2019
 - Present recommended closure of EMS and WWES and redistricting of students to Board: November 2019
 - Board decision: By December 2019
 - COMAR process: Spring 2020
 - IAC and BPW approval to close EMS and WWES: Spring/Summer 2020
 - Closure of EMS and WWES and redistricting of students: September 2020
 - Capital Improvement Program:
 - County funding of A/E: FY 2020
 - State Planning Approval: FY 2021 (submission fall 2019)
 - State and County Funding Approval: FY 2022 (and following fiscal years, depending on scope/size of project) (first submission fall 2020)
 - Construction:
 - Begin: Summer 2021
 - Completion: Summer 2023

Planning Objectives:

Planning Objective	RSCC Weight-Ing	RSCC Evaluation	BOE Goal	BOE Paramet'r/ Consdrt'n
Functional setting for educational programs (systemwide)	3	3	1, 2	d, e
Condition of school buildings (systemwide)	3	3		c
Operating expenses (systemwide)	3	3	3	
Existing communities	2	2		
Feeder patterns	1	0		
Economic development	1	1	4	
Ride times	2	0		
Total Evaluation Score:		12		

Budgetary Implications: Cost of a new facility: \$88.3 million, including demolition, based on current IAC costs escalated to July 2021.

Project Size:

William Winchester Elementary	63,708 sf
East Middle School	<u>120,400 sf</u>
Total (rounded):	184,000 sf

Project Estimate:

Estimated construction cost (July 2019):	184,000 sf @ \$318/sf = \$58,512,000
Sitework:	19% of construction = \$11,117,000
Construction contingency:	2.5% of construction + site = \$1,741,000
Total Construction Cost (July 2019):	\$71,370,000
Project development costs:	13% of total construction = \$9,278,000
Estimated Project total with sitework & contingencies (w/o demolition):	\$80,648,000
Demolition of existing facility, if required:	\$1,000,000
Revised estimated total, with demolition:	\$81,648,000
Escalation from July 2019 @ 4%/yr: 2 year: 8.16% premium	\$6,581,000
Estimated total project cost (July 2021, w/o demolition):	\$87,229,000
Revised estimated total (w/ demolition):	\$88,311,000

Variable elements that may affect the estimate:

Construction Cost Escalation: Assumes 4% per year, compounded. Could vary considerably due to market conditions.

Site Acquisition, if required

Sitework: May vary considerably based on location of utilities, latent soil conditions, floodplain and other restrictions, and other site factors.

Construction contingency: Latent soil conditions cannot be known in advance without expensive exploratory investigation and can affect the cost of structural work, access to utilities, and mechanical system.

Demolition: May vary depending on age of structures, hazmats, other factors.

OPTION 2 (III.A.2) EAST MIDDLE SCHOOL FULL MODERNIZATION: REPLACEMENT OR COMPLETE RENOVATION TO ACHIEVE ALL EDUCATIONAL SPECIFICATION AND BUILDING PERFORMANCE REQUIREMENTS

Purpose: To achieve a state-of-the-art facility, acknowledging the importance of the facility's location to the community and the difficulty of implementing options that involve closure of the facility.

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

A feasibility study will provide information about which option, renovation vs. replacement, provides the best solution with respect to the educational program, building performance, site characteristics, community preferences, and costs. The regulations of the Interagency Commission on School Construction (IAC) require such a study if an existing school building is to be abandoned or more than 50% of its square footage is to be demolished.

The new or renovated facility will be designed to the highest standards to meet the contemporary educational needs of middle school students, as well as current high performance building criteria (by law, a new facility must achieve a minimum rating of Silver under the Leadership in Energy and Environmental Design (LEED) certification program).

Aesthetically, the renovated facility would be of equivalent value to the replacement facility. The historic façade would be incorporated into the renovation, or important elements could be salvaged and incorporated into the replacement facility.³⁰ However, unavoidable constraints in the circulation and physical structure of the existing middle school facility, for example the split-level main staircase and the relation between the first floor and the adjacent site grade levels, may make it difficult for the renovation to achieve all of the desired educational and building performance standards that are possible in a new facility. In the absence of a "swing" space school to house students during construction of the renovation, it will be necessary to phase the project, increasing the duration of construction and its cost.

Planning Assumptions:

- The project will deliver the best possible educational facility.
- If replacement is the option selected, it may be on the current site or on another nearby site in the Westminster area.

Benefits

- Achieves a state-of-the-art new school facility, with low maintenance and high operating efficiency.
- No long-term disruption of student attendance areas or transportation routes.
- The opportunity to develop a new educational specification will allow unique programs like BEST and community use space to be incorporated into the facility at relatively less cost than as stand-alone, separate projects.

³⁰ Bester Elementary in Hagerstown (Washington County Public Schools), which involved demolition of an historic building, is a good example of how elements from an older building can be incorporated at little cost into a new structure in order to communicate the history of the site.

- Gain in overall condition of school facilities (FCI) as an older facility is replaced with a new facility or the existing facility achieves a like-new condition through renovation.
- Continuity of functional and symbolic role of building in the community.
- May provide an opportunity to revise attendance districts and feeder patterns to achieve greater efficiency.
- Under replacement, may make the East Middle School property available for reuse/repurposing, with potential financial benefit to the County government. Public-private partnership arrangements should be investigated to determine if the development potential of the land can generate a revenue stream to support the new capital investment.
- Enhances the appeal of Westminster as a residential location.

Detriments

- High capital cost with associated long-term debt.
- Absorption of large capital outlay will prevent other needed capital projects from moving forward in other communities.
- Difficulty or impossibility of relocating students to other facilities during construction work:
 - For full renovation, phasing of work will increase costs by 15% to 25%.
 - For replacement on the same site, phasing may be avoided if the new facility can be located with no overlap of the existing building footprint.
- Some disruption to the learning environment for all work done outside of summer months.
- Difficulty of finding a suitable site for replacement school if not done on existing East Middle School campus.
- Difficulty of correcting constraints on the existing site, e.g. the separation by Longwell Street of the parking area from the school entry.

Implementation

- Establish committee to develop educational specification. The committee should include:
 - EMS principal or representative
 - Teacher representative
 - Heads of educational divisions
 - Head of school PTA
 - School operational staff: building engineer, custodians
 - Community representatives
 - CCPS operational staff: facilities, transportation, food services, health, communications, security, etc.
- Define the scope:
 - Engage a third-party designer to analyze at least three options based on the educational requirements: renovation without expansion, renovation with expansion, and replacement. The feasibility study will develop first and life-cycle cost analyses for each option.
 - The Board will select the best option, based on the Superintendent's recommendation.
- Suggested timeframe:
 - Committee formed, develops educational specifications: Fall 2018 – Spring 2019
 - Feasibility Study: Spring 2019 (County funded via amendment, or fund balance)
 - Committee recommendation to Board and Board decision on scope to be implemented: Summer 2019
 - Educational Facilities Master Plan: Summer 2019
 - Design: Summer 2019 – Summer 2020
 - Capital Improvement Program:
 - County funding of A/E: FY 2020
 - State Planning Approval: FY 2021 (submission fall 2019)
 - State and County Funding Approval: FY 2022 (and following fiscal years, depending on scope/size of project) (first submission fall 2020)
 - Construction:
 - Begin: Summer 2021

- Completion: Depends on scope and number of phases

Planning Objectives:

Planning Objective

	RSCC Weight- ing	RSCC Evaluat- ion	BOE Goal	BOE Paramet'r/ Consdr't'n
Functional setting for educational programs (systemwide)	3	3	1, 2	d, e
Condition of school buildings (systemwide)	3	3		c
Operating expenses (systemwide)	3	3	3	
Existing communities	2	0		
Feeder patterns	1	0		
Economic development	1	1	4	
Ride times	2	0		
Total Evaluation Score:		10		

Budgetary Implications:

- Complete Renovation: Approximately \$63.4 million, based on current IAC construction cost (\$315/sf, building plus site at 5% of construction cost), escalated to July 2021. Includes renovation of BEST facility and community use space.
- Replacement: Approximately \$58.2 million, including demolition, based on current IAC construction cost (\$318/sf, building plus site at 19% of construction cost), escalated to July 2021. Includes BEST program and community use space.

Renovation

Project Size:

East Middle School 120,400 sf

Project Estimate:

Estimated construction cost (July 2019):	120,400 sf @ \$318/sf = \$38,287,000
Sitework:	5% of construction = \$1,914,000
Construction contingency:	5% of construction + site = \$2,010,000
Total Construction Cost (July 2019):	\$42,211,000

Phasing premium: 25%	\$10,553,000
Revised total, with phasing:	\$52,764,000

Project development costs:	11% of total construction = \$5,804,000
Estimated Project total with sitework and contingencies:	\$58,568,000

Escalation from July 2019 @ 4%/yr: 2 year: 8.16% premium	\$4,780,000
Estimated total project cost (July 2021):	\$63,348,000

Replacement (on East Middle School site)

Project Estimate:

Estimated construction cost (July 2019):	120,400 sf @ \$318/sf = \$38,287,000
Sitework:	19% of construction = \$7,275,000
Construction contingency:	2.5% of construction + site = \$1,139,000
Total Construction Cost (July 2019):	\$46,701,000

Project development costs:	13% of total construction = \$6,071,000
Estimated Project total with sitework and contingencies:	\$52,772,000

Demolition of existing facility, if required:	\$1,000,000
Revised estimated total, with demolition:	\$53,772,000

Escalation from July 2019 @ 4%/yr: 2 year: 8.16% premium	\$4,307,000
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Estimated total project cost (July 2021) (w/o demolition of existing):	\$57,079,000
Revised estimated total (w/ demolition):	\$58,161,000

Variable elements that may affect the estimates:

Construction Cost Escalation: Assumes 4% per year, compounded. Could vary considerably due to market conditions.

Site Acquisition, if required.

Sitework: May vary considerably based on location of utilities, latent soil conditions, floodplain and other restrictions, and other site factors.

Construction contingency: Latent conditions cannot be known in advance without expensive exploratory investigation and can affect structural work, access to utilities, and mechanical system.

State funding: Assumes continuation of current practices

OPTION 3 (III.A.1) EAST MIDDLE SCHOOL: RETAIN EXISTING SCHOOL FACILITY WITH LIMITED IMPROVEMENTS TO THE EDUCATIONAL SETTING AND BUILDING PERFORMANCE

Purpose: To improve the condition of the East Middle School facility within budget constraints, acknowledging the importance of the facility to the community and the difficulty of implementing options involving closure of the facility

Description: Identify the educational and building performance deficiencies of the existing East Middle School and develop a plan to correct the deficiencies within a defined budget and schedule.

This Option will consider a wide spectrum of possible improvements to the existing Westminster East Middle School, from replacement of critical building systems to substantial renovation (but without renovation of the entire school to a like-new condition). Once a minimum scope of essential work has been identified, the scope of additional improvements can be tailored to the educational program in combination with the anticipated budgetary resources. This approach is particularly appropriate when a facility is in critical need of improvement but the cost of a full renovation is prohibitive because of financial constraints or the impact a single large project might have on other needed projects in the jurisdiction.

Following development and approval of an educational specification, a feasibility study would be conducted to:

- Identify existing deficiencies in building systems and educational settings;
- Develop a list of options, typically including the following (in generally ascending order of cost and duration):
 - Building system upgrades;
 - Partial renovation(s) without building-wide system improvements;
 - Partial renovation(s) with building-wide system improvements;
 - Limited Renovation (per State definition: at least five major building systems plus widespread architectural/educational enhancements).³¹
- Evaluate each option for a range of factors: impact on education, cost, schedule, disruption to the existing educational program.
- Serve as the basis for a recommendation by the Superintendent to the Board of Education.

Planning Assumptions:

- Decisions about which improvements to undertake will be based on factors such as educational needs, cost and available budget, age of building systems and anticipated remaining running life, life safety and ADA considerations, impact on educational programs during construction, and community preferences.
- The scope generally should not require expansion of the building; however, this would be determined by examination of the planning options during the feasibility study phase.

³¹ Public School Construction Program *Administrative Procedures Guide*, Section 100.4.B.1.b.

- The improvements in this Option are distinguished from Modernization, which results in a like-new school through complete renovation or replacement (see Option III.A.2 below).

Benefits

- No long-term disruption of student attendance areas or transportation routes.
- Continuity of functional and symbolic role of building in the community.
- Scope of capital projects can be tailored to budget and schedule.
- Permits re-examination of BEST and other special programs to improve location, facilities, and inclusion of students in regular programs.

Detriments

- Difficulty or impossibility of relocating students to other facilities during construction work.
- Disruption to learning environment for all work done outside of summer months.
- Large capital outlay for even minimum scope of work (must include BEST program in scope).
- Restricted scope due to budget constraints will lead to higher maintenance and operating costs later, as well as possible staff or community dissatisfaction.
- Phasing in an occupied building will increase costs and will require intensive cooperation from school administration, staff and community.
- May not correct site constraints, e.g. separation of parking from school entry by city street, or separation of the BEST program from the main building and the regular student body.

Implementation

- Establish committee to develop the educational specification and identify highest priority educational and facility needs. The committee should include:
 - School principal or designee
 - Teacher representative
 - Heads of educational divisions
 - Head of school PTA
 - School operational staff: building engineer, custodians
 - Community representative
 - CCPS operational staff: facilities, transportation, food services, health, communications, security, etc.
- Define the scope:
 - Committee will define the educational requirements through the educational specification process.
 - A feasibility study will be performed by a third party to define the architectural/engineering scope and the best option based on the educational requirements. A range of options should be studied and presented, and the feasibility study will develop first and life-cycle cost analyses for each option.
 - Board will select the option that best meets the educational, cost, and other objectives, based on the Superintendent's recommendation.
- Suggested timeframe:
 - Committee formed, develops recommendations: Fall 2018 to Spring 2019
 - Feasibility Study: Spring/Summer 2019
 - Committee recommendation to Board and Board decision: Summer 2019
 - Educational Facilities Master Plan: Summer 2019
 - Design: FY 2020
 - Capital Improvement Program:
 - County funding of A/E: FY 2020
 - State Planning Approval: FY 2021 (submission fall 2019)
 - State and County Funding Approval: FY 2022 (and following fiscal years, depending on scope/size of project) (first submission fall 2020)
 - Construction:
 - Begin: Summer 2021
 - Completion: Depends on scope and number of phases

Planning Objectives:**Planning Objective**

	RSCC Weight- ing	RSCC Evaluat- ion	BOE Goal	BOE Paramet'r/ Consdrt'n
Functional setting for educational programs (systemwide)	3	3	1, 2	d, e
Condition of school buildings (systemwide)	3	3		c
Operating expenses (systemwide)	3	3	3	
Existing communities	2	0		
Feeder patterns	1	0		
Economic development	1	0		
Ride times	2	0		
Total Evaluation Score:		9		

Budgetary Implications:Project Size:

East Middle School 120,400 sf

Low Range: Critical Building System Replacements

Estimated construction cost (July 2019): 120,400 sf @ \$169.44/sf ³² = \$20,400,000
 Sitework: 5% of construction = \$1,020,000
 Construction contingency: 5% of construction + site = \$1,071,000
Total Construction Cost (July 2019): \$22,491,000

Phasing premium: 25% \$5,623,000
Revised total, with phasing: \$28,114,000

Project development costs: 9% of total construction = \$2,023,000
Estimated Project total with sitework and contingencies: \$30,137,000

Escalation from July 2019 @ 4%/yr: 2 year: 8.16% premium \$5,459,000
Estimated total project cost (July 2021) (w/o demolition of existing): \$35,596,000

High Range: Limited Renovation

Project Estimate

Estimated construction cost: 120,400 sf @ \$200/sf ³³ = \$24,080,000
 Sitework: 5% of construction = \$1,204,000
 Construction contingency: 5% of construction + site = \$1,264,000
Total Construction Cost (July 2019): \$26,548,000

Phasing premium: 25% \$6,637,000
Revised total, with phasing: \$33,185,000

Project development costs: 13% of total construction = \$4,314,000
Estimated Project total with sitework and contingencies: \$37,499,000

Escalation from July 2019 @ 4%/yr: 2 year: 8.16% premium \$3,060,000
Estimated total project cost (July 2021) (w/o demolition of existing): \$40,559,000

³² Composite cost based on five major building systems: HVAC (\$93.47/sf), Electrical (\$47.26/sf), Fire Alarm (\$2.44/sf), Roof (\$24/sf), and Windows/Storefront (\$15.02/sf). Prices for Electrical, Fire Alarm, and Windows/Storefront courtesy of Oak Construction Co., August 2018; price for Roof based on CCPS experience; price for HVAC based on Gipe Associates, Inc., scope study, July 2014, p. 14, escalated to 2019.

³³ Allows approximately \$30/sf for architectural and educational improvements.

Variable elements that may affect the estimates:

Construction Cost Escalation: Assumes 4% per year, compounded. Could vary considerably due to market conditions.

Site Acquisition, if required.

Sitework: May vary considerably based on location of utilities, latent soil conditions, floodplain and other restrictions, and other site factors.

Construction contingency: Latent conditions cannot be known in advance without expensive exploratory investigation and can affect structural work, access to utilities, and mechanical system.

State funding: Assumes continuation of current practices

OPTION 4 (IV.A): COMPREHENSIVE REDISTRICTING WITHOUT SCHOOL CLOSURE

Purpose: To achieve operational efficiencies, improve feeder patterns, balance course offerings among schools, balance utilizations, improve ride times, or other effects to be determined by the Board of Education, without closure of any school facility.

Description: Countywide study of student assignments in order to meet goals that will be established by the Board of Education, with detailed analysis of staffing, costs, transportation impacts, and other operational costs, and of capital improvements needed.

In the guidance that the Board of Education provided to the RSCC, Consideration item b) states “The Board understands that comprehensive redistricting in a vacuum does not provide any real operational efficiencies. Therefore, comprehensive redistricting should only be undertaken if in conjunction [with] a comprehensive solution that includes school closure, grade reconfiguration, or any other options that reduce operational cost by increasing efficiencies.”

Comprehensive redistricting could be justified in a school system by two main factors that do not include school closure:

- Marked inequities in school utilization, with some schools significantly overcrowded while other schools are underutilized, resulting in differential effects on educational opportunities and outcomes, and inefficient use of school system resources.
- Inefficiencies in transportation expenditures caused by inefficient routing of buses, too many buses on the road, or too many manhours spent in transportation.

Given the finding of the RSCC that there is no current justification for a school closure or educational benefit from grade reconfiguration, the Committee hesitated to bring forward an option calling for comprehensive redistricting. However, the value of such an effort would depend entirely on the goals that were established for it by the Board of Education. These goals could include:

- To balance school utilizations;
- To improve educational opportunities by balancing the course offerings and sections at high schools;
- To improve feeder patterns;
- To improve the operating budget by examining inefficiencies in the transportation of students;
- To improve overall ride times for students;
- To achieve fiscal and operational efficiencies.

If several of these goals were adopted by the Board of Education, and it was shown through study that there were redistricting approaches that could actually achieve the adopted goals, then the overall results would be positive. Under this assumption, the RSCC believed that redistricting could improve the educational setting for students and could improve the feeder patterns.

However, even if operational efficiency were included among the goals, it would remain uncertain whether cost savings could be achieved until alternative scenarios had been developed and analyzed.

Planning Assumptions:

- The Board of Education will establish the goals to be achieved by redistricting.
- School closure will not be an element of the redistricting effort.

Benefits

- As redistricting goals and criteria are defined:
 - May balance utilization of schools for a number of years.
 - May result in better feeder patterns for students.
 - May result in cost efficiencies (transportation, other resources).
 - May allow course offerings in some high schools to expand.

Detriments

- Significant disruption to existing student attendance patterns countywide, with consequent changes to student travel distances/times.
- Potential disruption to communities.
- Could involve significant resistance from specific affected communities.
- Will require minimum one year to study options.
- May require renovations to support changes in enrollment or educational programs.

Implementation

- Establish a committee to determine goals and criteria, and to present recommendations to the Board of Education. Committee should include at a minimum:
 - Heads of academic instruction
 - One principal from each level
 - Heads of special education and alternative education programs
 - Community representatives
 - CCPS staff: facilities, transportation, food services, health, communications, security, etc.
- Committee tasks:
 - Articulate a clear statement of goals to be achieved through the redistricting
 - Develop the methodology (e.g. whether to engage outside consultants or utilize CCPS staff for analysis of options)
 - Study options with an understanding of full implications of each
 - Outline the advantages and disadvantages of each option
 - Develop cost profiles of each option, including staffing, transportation, facility changes, other resources needed.
 - Establish the timeframe for implementation
- Suggested timeframe for planning process:
 - Committee formed, begins work: Fall 2018 to Fall 2019
 - Present recommended redistricting plan to Board: November 2019
 - Board decision: December 2019
 - COMAR process: Spring 2020
 - If change of use of schools is involved, request to IAC and BPW: Spring/Summer 2020
 - Changes of use of school(s) and redistricting of students: September 2020

Planning Objectives:

Planning Objective	RSCC Weight-Ing	RSCC Evaluat-ion	BOE Goal	BOE Paramet'r/Consdrt'n
Functional setting for educational programs (systemwide)	3	3	1, 2	d, e
Condition of school buildings (systemwide)	3	0		
Operating expenses (systemwide)	3	0		
Existing communities	2	0		
Feeder patterns	1	1		a, b, j
Economic development	1	0		

Ride times	2	0
Total Evaluation Score:		4

Budgetary Implications: Unknown, pending development of redistricting options

OPTION 5 (I). ACCEPT EXISTING FACILITY CONFIGURATION, WITH IMPROVEMENT OF INDIVIDUAL PROGRAMMATIC SPACES

Purpose: To develop an incremental program of facility improvements that will support selective educational programs within acknowledged budgetary constraints.

Description: Involves examination of the specialized educational programs, determination of their individual spatial needs, analysis of existing spatial and facility conditions, and development of a prioritized plan of targeted corrections.

Option 5 proposes to accept the existing number of school buildings, the existing grade configurations within Carroll County Public Schools, and the existing specialized programs, but to thoroughly examine the specialized programs to determine if the facilities that house them are appropriate to both the educational goals of the program and to the number of students that they serve. In visiting four elementary schools, two middle schools, and two high schools, the Educational Models and Grade Configuration Subcommittee of the RSCC identified a number of facility conditions that negatively impact the specialized education programs of the school system. This led the full Committee to speculate that similar constraints might apply to other programs that were not visited by the Subcommittee, for example the Gifted and Talented programs in several schools.

This Planning Option suggests an incremental program of improvements that would distribute capital renewal projects throughout the geographic area of the county and throughout the specialized educational programs. The Option does not propose new educational programs or the expansion of existing programs, although both of these factors are commented on in the Additional Considerations section. To the extent that these programs are integrated with and help to support the regular educational programs, the Committee believes that this Option has benefits that go beyond the students in the specific targeted programs. The schedule for carrying out the improvements would depend on the availability of funds in each fiscal year.

Planning Assumptions:

- The study to determine facility needs will examine only facility conditions related to the current educational programs. Examination of the adequacy of programs is a separate study that would be conducted by the instructional divisions. For purposes of the facility study:
 - Existing educational programs will not be expanded in enrollment and new programs will not be added, other than those mandated by the State.
 - The existing staffing is considered to be adequate and will not change, unless programs are mandated to change or expand.
- Some educational programs will need to expand in area, but unless highly justified, facility improvements will take place within existing building footprints and utilizing existing building systems (HVAC, electric, etc.).
- The specific requirements of each community, e.g. the percentage of children in the Free and Reduced Price Meal Program (FARMS), should be taken into account in assessing the educational programs and facilities needs.

Benefits:

- Will improve the educational setting for select student groups, at lowest overall cost.
- May respond to or even anticipate State educational requirements, e.g. PK or CTE.
- Incremental implementation: avoids overall disturbance to schools, feeder patterns, transportation routes, etc.
- Implementation schedule can be tailored to available and anticipated financial resources.
- Depending on the annual allocation, does not necessarily displace major capital projects.
- May utilize existing spaces more efficiently (e.g. high schools to support CTE expansion under discussion at MSDE, or spaces for community college courses).

- Will preserve flexibility for future enrollment increases or changes to educational programs, e.g. PK.

Detriments:

- Does not address overall facility conditions (i.e., has marginal impact on systemwide FCI).
- Does not directly affect the educational environment for the majority of students.
- Does not improve the overall efficiency of the school system, or the feeder patterns.
- Does not improve the disparities of utilization among schools.
- Prioritization of the improvements may be controversial.
- Will require periodic restudy: because of the possible lengthy implementation schedule, educational requirements as well as student enrollments and demographics may change.

Implementation:

- Establish a committee that includes:
 - Heads of educational divisions to identify programs and needs
 - Administrators for the schools that have special programs
 - School system staff in specific areas of expertise: facilities, IT, transportation, security
 - Community representatives
 - Budget experts
- Tasks of the committee:
 - Examine all unique educational programs (special education, alternative education, Gifted and Talented, CTE, etc.) that are currently operational.
 - Define the intent of each program and of the interactions among programs (e.g. special education and CTE).
 - Determine the spatial needs of each program through an educational specification process, taking account of the projected number of students in the programs and the program requirements of the Maryland State Department of Education, as they are approved by the State Board or the legislature (e.g. new CTE requirements).
 - Engage a third-party consultant to determine the spatial adequacy of each facility that houses unique educational programs (floor plans, interviews with principals, walk-through, questionnaires, etc).
 - Propose alterations as needed (expansion of space, targeted renovation, re-location to new site, additions) as well as changes that can be made without capital projects.
 - Define costs: capital, staffing, transportation, other operational.
 - Determine project priorities based on a defined set of criteria and operational/capital cost parameters.
 - Determine budgetary framework and timeframe for implementation.
 - Develop recommendations, including:
 - A capital program (taking into account the CCCTC project and other projects already in the capital program, as well as the needs of East Middle School).
 - A standing committee to examine enrollment trends, facility conditions, educational requirements, and community preferences on a regular cycle, and develop further recommendations.
- Suggested timeframe:
 - Establish committee: Autumn 2018
 - Engage consultant: Spring 2019
 - Committee presents recommendations to Board: Approx. Fall/Winter 2019
 - Board acts on recommendations: Fall/Winter 2019
 - Highest priority projects incorporated into EFMP: Summer 2020
 - First projects presented for planning and/or funding in CIP: October 2020 (FY 2022 CIP)
 - Capital Improvement Program:
 - County funding of A/E or A/Es: Annually or semi-annually, beginning in FY 2020
 - State Planning Approval: Annually or semi-annually, beginning in FY 2021 (submission fall 2019), as required (small projects may not require planning approval)

- State and County Funding Approval: Annually or semi-annually, beginning in FY 2022 (and following fiscal years, depending on scope/size of project) (first submission fall 2020)
- Construction:
 - Begin: First projects begin Summer 2021
 - Completion: Depends on individual project scopes and occupancy conditions. Many projects are likely to be small and can be completed during the summer.

Planning Objectives:

Planning Objective

	RSCC Weight- Ing	RSCC Evaluat- ion	BOE Goal	BOE Paramet'r/ Consdr't'n
Functional setting for educational programs (systemwide)	3	3	1, 2	d, e
Condition of school buildings (systemwide)	3	0		
Operating expenses (systemwide)	3	0 *		
Existing communities	2	0		
Feeder patterns	1	0		
Economic development	1	1	4	
Ride times	2	0		
Total Evaluation Score:		4		

Budgetary Implications: Unknown, pending committee study to determine scope of improvements. For this option, it is likely that capital budget constraints will govern: the scope of projects and their schedules will be formulated when the available annual capital budget is established.

In general, each \$1 million of funding can support approximately 2,800 square feet of building renovation at current costs. Therefore, at an allocation of \$4 million per year, approximately 11,200 square feet could be renovated. This is approximately equal to 10 to 12 regular classrooms.

VI. ADDITIONAL CONSIDERATIONS

In the course of its deliberations, the RSCC adhered closely to the mission of considering the facilities of Carroll County Public Schools. However, the members of the Committee also found that the interdependency of school-related issues compelled attention to a number of non-facility matters. The Committee offers these as suggestions for the general betterment of education in the school system.

Regional and Specialized Educational Programs. The Committee believes that the regional programs should be reviewed to examine trends in enrollment as well as new requirements that may emerge from the State Board of Education or from the Kirwan Commission, currently developing its final report preparatory to the 2019 legislative session. Since attendance in the regional programs has grown in recent decades, and is likely to grow in the future as the result of State requirements, it would be prudent to determine if the school system has the physical capacity as well as the staffing and other resources to accommodate increased future demands on the programs.

Planning Option 5 above, which suggests an incremental approach to improving the instructional settings of educational programs, assumes the current number of programs and the current levels of staffing. This Option could, however, become the platform for a more far-reaching investigation of the future needs of the school system in early childhood instruction, special education, alternative education, Gifted and Talented, Career and Technology Education, magnet programs and other areas of specialized education.

The preliminary research conducted by the Educational Models and Grade Configuration Subcommittee of the RSCC raised a number of cautions about the application of Online, Distance, and Blended Education programs. Such programs have been of particular interest in sparsely populated rural states and school systems as a way to provide every student with equal access to education, to assist special education and alternative education students who may have difficulties in the regular classroom as well as home-schooled children, and to provide advanced course offerings to students who are not sufficiently challenged by regular courses at their schools. Washington state has had a virtual school district for more than a decade, the Washington Virtual Academies (WAVA), which offers online instruction across

the entire state. While Carroll County does not have the extremely low-density rural environment of parts of Washington state, which might justify a WAVA-like program, the RSCC suggests that the Board of Education further explore how these new educational offerings might still serve unique populations within the school system.

Enrollments and High School Elective Offerings. Although the report asserts that there are currently no extreme disparities in utilization among the schools in Carroll County, and that projected disparities in the future can be addressed through the annual enrollment and utilization review process already in place, at the school-house level a number of difficulties emerge from low utilization. In some situations, the relatively small school populations at some high schools means that not all electives can be offered every year, or that if they are offered, there may not be enough sessions to meet the needs of all students who are interested in the subject. It is clear that student interest in a topic, which can vary from year to year, plays an important role in deciding whether an elective course should be offered; but the availability of courses can also stimulate student interest. The absence of course offerings may not only thwart a student's growing curiosity at a crucial stage of intellectual development, it may hinder a promising student's chances of being accepted at the college of his or her choice.

Redistricting is one method to increase student enrollments, and in circumstances where adjacent schools show significantly different utilizations, spot or regional redistricting may be a sensible option. However, other methods could be explored to better balance enrollments, including the development of magnet programs with districtwide attendance at schools with low utilization, or instituting a choice program that allows students under certain circumstances to choose the high school that offers the curriculum in which they are interested. There are numerous examples throughout the state where efforts of this kind have proven to be successful.

VII. CONCLUSION

The Redistricting and School Closure Committee is made up of a group of volunteer citizens who have embraced the concept that good school facilities are a critical component not only of education, but also of the lifeblood of a healthy community. These individuals represent the many facets of community life: the families that send students to school, the businesses that support services for the citizens of the county, the county government, and the staff and administration of the school system itself. The multitude of perspectives provided by these dedicated individuals has enriched the discussion about how a Carroll County Public Schools facilities plan should be formulated.

Recognizing that there is a pressing need to find efficiencies within the school system to address the budget shortfalls, the Committee nevertheless finds that neither comprehensive redistricting nor closure of a school are warranted at this time. Either of these actions would carry immense consequences for the school system, not the least of these being the loss of flexibility to address the growth of the student body at a time when there are a number of promising signs that enrollments may increase in the coming years.

The Committee has determined instead that the existing building plant is in significant need of investment to upgrade facilities to contemporary standards of building performance and educational suitability. Thus, four out of the five Planning Options that are presented to the Board of Education involve capital investments; three of these are focused on the East Middle School, while the fourth is oriented toward an incremental but systematic upgrade of educational programs throughout the system. Only one of the Options, Comprehensive Redistricting, does not involve capital projects, but it indicates that in order for redistricting to be beneficial, the objectives of the Board of Education must be clearly defined. These objectives might include balancing school utilizations, balancing course offerings in the high schools, improving feeder patterns, improving transportation or other operational efficiencies, or reducing ride times.

By presenting a broad range of options, it is hoped that the eventual facilities solution can be tailored to both the educational goals of the Board of Education and the realities of funding availability. Educational quality and the welfare of building occupants are the primary drivers of these Planning Options. Without question, upgraded facilities will operate more efficiently, with certain types of upgrades, for example HVAC systems, providing more immediate returns than others, for example windows. However, these efficiencies can only be gained through the expenditure of capital funds. No simple formula ties the

quantity of capital funds invested to defined amounts of energy conservation, water efficiency, or reduced maintenance, the three key areas in which long-term savings can be realized through capital investments. Whether savings can be realized through comprehensive redistricting will depend on the actual choices that are made; at present, there are no glaring instances of disparities in utilization or building conditions that would suggest that redistricting or closure would lead to obvious operational savings.

Once further decisions are made by the Board that align with its educational objectives and fiscal obligations, detailed examination can begin to identify the full range of costs that are entailed in the selected Planning Option or Options: capital costs, which are affected by scope and timeframe; transportation impacts; operational efficiencies; and staffing needs. This report in effect provides a platform for a further stage of investigation. It is hoped that by following a rigorous process of decision-making and prioritization, the RSCC has clarified the choices that are available to the Board.

APPENDICES

- 1. Membership, Redistricting and School Closure Committee**
- 2. Profile of Carroll County Public Schools**
- 3. Planning Process: Schedule of Events**
- 4. Detailed Planning Options: Also Considered**
 - Option 6 (II) Close One School (Likely Elementary)**
 - Option 7 (III.B) Westminster East Middle School: Large Middle School**
 - Option 8 (III.C) Westminster East Middle School: 8th Grade to High Schools, Consolidate 6th and 7th Grades**
 - Option 9 (III.D) Westminster East Middle School: Winters Mill as Middle School, Redistrict High School Students**
 - Option 10 (III.F) Westminster East Middle School: Consolidation of 7th And 8th Grades, Combined with New Intermediate and Primary Schools**
 - Option 11 (IV.B) Comprehensive Redistricting with School Closure**
- 5. Educational Models and Grade Configuration Subcommittee:**
 - Report on School Tours**
 - References**
- 6. Planning Options Evaluation Matrix**
- 7. Definitions**

MAPS

- Map 1 East Middle School Closure Location Allocation 100% Capacity**
- Map 2a Location Allocation: Remove Sandymount Elementary 100% Capacity Overview**
- Map 2b Location Allocation: Remove Sandymount Elementary 100% Capacity Closeup**
- Map 3a Location Allocation: Remove Wm. Winchester Elementary 100% Capacity Overview**
- Map 3b Location Allocation: Remove Wm. Winchester Elementary 100% Capacity Closeup**
- Map 4a 2017-18 Elementary School Utilizations**
- Map 4b 2022 Projected Elementary School Utilizations**
- Map 5a 2017-18 Middle School Utilizations**
- Map 5b 2022 Projected Middle School Utilizations**
- Map 6a 2017-18 High School Utilizations**
- Map 6b 2022 Projected High School Utilizations**
- Map 7 CCPS Elementary Schools: 5 Mile Buffer**
- Map 8 Location Allocation: Remove Winters Mill High School 100% Capacity**

APPENDIX 1. MEMBERSHIP, REDISTRICTING AND SCHOOL CLOSURE COMMITTEE

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

The following staff members were assigned by the Superintendent to support the work of the RSCC. They provided data and information, gave presentations, conducted research, coordinated scheduling and meeting logistics, and constructed documents for the RSCC.

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

APPENDIX 2. PLANNING PROCESS: SCHEDULE OF EVENTS

March 7, 2018	Board of Education charge to the Redistricting and School Closure Committee; RSCC Meeting No. 1: Introductions, confirmation of the Board of Education charge, administrative matters
March 28, 2018	RSCC Meeting No. 2: Educational presentation: Student Enrollments, Facility Utilization, and Feeder Patterns
April 12, 2018	RSCC Meeting No. 3: Educational presentations: Carroll County Educational Programs, Educational Programs, Building Design and Class Size, Capital Planning/School Conditions/Cost of Ownership
April 19, 2018	RSCC Meeting No. 4: Educational presentations: Carroll County Demographics, Carroll County Finances, Carroll County Economic and Workforce Development
April 26, 2018	RSCC Meeting No. 5: Public Hearing, Winters Mill High School
May 31, 2018	RSCC Meeting No. 6: Public Hearing, South Carroll High School
June 14, 2018	RSCC Meeting No. 7: Subcommittee Reports
June 28, 2018	RSCC Meeting No. 8: Factors to Consider, Preliminary List of Options
July 12, 2018	RSCC Meeting No. 9: List of Options (continued); Weighting of Options
July 26, 2018	RSCC Meeting No 10: Evaluation of Options – Preliminary
August 9, 2018	RSCC Meeting No. 11: Evaluation of Options – Final; Prioritization of Options
August 23, 2018	RSCC Meeting No. 12: Discussion and acceptance of report to the Board of Education
September 12, 2018	Board of Education Meeting: Presentation of Options

APPENDIX 3. PROFILE OF CARROLL COUNTY PUBLIC SCHOOLS

Number of schools:

Elementary ³⁴	22
Middle	8
High	7
Special Education	1
Alternative Education	1
Career and Technology Education High	1
Total	40

Grade Configurations:

Elementary	PK-5
Middle	6-8
High	9-12

Regional Programs:

Elementary Regional Special Education Centers	5
Autism Program Centers	4
Elementary – 2	
Middle – 1	
High - 1	
Other:	4
Behavioral Support - 3	
Elementary Disciplinary program - 1	

Projected Enrollments: ³⁵

	2018	2022	2027
Elementary	10,881	11,127	12,272
Middle	5,851	5,555	5,808
High	8,194	7,859	7,584
Total	24,926	24,541	25,664

Facility Utilization: ³⁶

	2018	2022	2027
Elementary	86%	88%	97%
Middle	92%	87%	91%
High	85%	81%	79%
Total	87%	86%	89%

Capital Profile:

Current Replacement Value, all facilities (building only):	\$1.26 Billion
Backlog of projects and needs:	\$390 Million
Systemwide Facility Condition Index (FCI): ³⁷	31%
Range of FCI scores:	3.78% to 78.71%
CCPS Assessment Score (for schools built prior to 1980): ³⁸	836 to 1517
Average age of facility square footage:	27 Years (1990)
	(14 th oldest square footage in state)

³⁴ Two elementary facilities are paired as grades PK-2 and grades 3-5 (Parr's Ridge Primary and Mt. Airy Elementary).

³⁵ Enrollments and Utilization calculations do not include students enrolled in certain regional programs.

³⁶ *Facility Utilization*: A measure calculated by dividing the full time equivalent enrollment (FTE) of the facility by the State Rated Capacity (SRC).

³⁷ *Facility Condition Index (FCI)*: An industrywide single-value measure of building condition calculated by dividing the total current cost of required repairs and replacement of building systems by the current cost to replace the facility. A higher FCI represents a building in worse condition than one with a lower FCI. FCI does not account for space or program deficiencies, or for site deficiencies.

³⁸ *Assessment Score*: A measure developed by CCPS that combines evaluation of specific program areas with the FCI (converted to same numerical scoring system as the program evaluation). A higher Assessment Score indicates a building in better condition and more educationally suitable than one with a lower score.

Capital funding:	
Needed to maintain current FCI:	\$44.4 Million/Year
Needed to improve FCI by 10%:	\$55.0 Million/Year
Average capital program (past 5 years):	\$10.6 Million/Year

Highest Priority Capital Needs:

Career and Technology Center Renovation	2018-2023
Building Systems:	
Roof Replacements:	1 to 2 per year, 2018-2027
HVAC System Replacements:	16 projects, 2018-2027
Electrical System Upgrades:	3 projects, 2018-2022
Fire Alarm Replacement:	1 project, 2018-2022
Window Replacement:	3 projects, 2018-2022
Science Room Renovations:	3 projects, 2018-2020
Kindergarten Additions:	4 projects, 2019-2021
Paving Replacements:	On-going
Technology Improvements:	On-going

Future Capital Needs:

One High School Modernization
One Middle School Modernization

APPENDIX 4. DETAILED PLANNING OPTIONS: ALSO CONSIDERED

OPTION 6 (II) CLOSE ONE SCHOOL (likely elementary)

Description: Involves closure of one elementary school, based on the work to date of the Subcommittee on School Boundaries and Closures and further examination of implications.

Purpose: To achieve fiscal and operational efficiencies while maintaining the quality of education for all students.

Planning Assumptions:

- A school will only be considered for closure only if there is unambiguous evidence that it is underutilized, is in very poor condition, or is extremely costly to operate, or if the closure would significantly benefit other schools (e.g. by boosting enrollment to support a more complete educational program).
- Since there is no information that unambiguously indicates at this time that any school in the system (other than East Middle School) is a possible candidate for closure, neither the Subcommittee nor the full RSCC is recommending closure of any particular school.
- The algorithm developed by the Subcommittee on School Boundaries and Closures identified Sandymount Elementary School as the highest priority candidate for closure (although with very weak justification). The RSCC therefore used Sandymount to model the possible impacts of a school closure.

Benefits

- Improves overall efficiency of operations by reducing fixed costs.
- Improves utilization of facilities by reducing overall State Rated Capacity (SRC).
- Improves overall condition of school facilities (FCI) by eliminating one older facility.
- May make a property available that has potential for reuse/repurposing.
- May make comprehensive redistricting more acceptable to community and the Board of Education.

Detriments

- Ride times/distances will increase for affected students (per preliminary analysis by CCPS Department of Transportation of distances-from-home to nearest school).
- Disrupts one or more community feeder patterns.
- May require capital projects at receiving schools (renovations or additions).
- May disrupt educational program at receiving school (e.g. reduction of ~~competition for~~ space assigned to special programs due to increased enrollment).
- Impact on community; likely community objections to loss of a neighborhood school.
- Impact on out-of-district students.
- Reduces flexibility to address future enrollment growth or changes in educational programs.
- May require repayment of outstanding State bond issues on capital improvements.
- Cost to County of repurposing or disposing of the property.
- Closure of a school may deliver a negative message to prospective homebuyers or businesses.

Implementation

- Establish a committee that includes:
 - Instructional staff and heads of educational divisions
 - School system staff in specific areas of expertise: facilities, IT, transportation, food services, communications, security, etc.
 - Community representatives
 - Budget experts
- Identify the school to be closed:
 - Identify school by considering additional selection factors, as suggested by RSCC and developed by new committee.
 - Communicate detailed description of methodology used to identify the school.
 - Conduct study of full implications: impact on receiving schools, transportation and other operational costs, student ride times/distances, potentially negative impacts on student

diversity and number of walkers, repayment of State bond debt, cost to County to repurpose/dispose of property, etc. Changes in student composition (ethnic, socioeconomic, as well as academic, physical, social, and language skills) should be evaluated, and provision of additional services to minimize negative impacts on students should be addressed before any closure or redistricting option is undertaken.

- Propose new school boundaries.
- Conduct full public hearings.
- Present recommendation to Board of Education.
- Suggested timeframe:
 - Committee formed, develops recommendations: Fall 2018 to Fall 2019
 - Present recommended closure to Board: November 2019
 - Board decision: December 2019
 - COMAR process: Spring 2020
 - IAC/BPW approval to close school: Spring/Summer 2020
 - Closure of school and redistricting of students: September 2020

Planning Objectives:

Planning Objective	RSCC Weighting	RSCC Evaluation
Functional setting for educational programs (systemwide)	3	-3
Condition of school buildings (systemwide)	3	3
Operating expenses (systemwide)	3	3
Existing communities	2	-2
Feeder patterns	1	0
Economic development	1	-1
Ride times	2	-2
Total Evaluation Score:		-2

Budgetary Implications: Unknown, pending identification of school to close. Reduction of operating expenses at the closed school may be offset by increased transportation and staffing costs related to the receiving schools.

OPTION 7 (III.B) WESTMINSTER EAST MIDDLE SCHOOL: LARGE MIDDLE SCHOOL

Description:

- Close William Winchester ES and redistrict 517 students. The projections indicate the Westminster Area elementary schools have 400 empty seats.
- Close East MS and redistrict all students to West MS. West MS could handle approximately 1,650 students if 6th graders are housed at William Winchester ES. May require some middle school redistricting.
- The total enrollment for East and West for 2022 is projected to be 1,599.

Purpose: To improve the operational and budgetary efficiency of the school system by closing East Middle School and consolidating it with West Middle School at the William Winchester ES/West MS campus.

Planning Assumptions: Minor renovations of the West Middle School and the William Winchester Elementary School facilities may be needed to accommodate an enlarged middle school population.

Pros

- No (or very little) change of middle student assignments and bus routes (proximity of East MS and West MS)
- Gain in efficiency of school system (reduction of square footage and SRC)
- Gain in overall condition of school facilities (FCI)
- Avoidance of expensive capital project for East MS

- May make a property available that has potential for reuse/repurposing.

Cons

- Redistricting of William Winchester ES to adjacent schools in the community, involving changes of student assignments, disruption of community, transportation costs, potentially negative impacts on student diversity and number of walkers, etc. Changes in student composition (ethnic, socioeconomic, as well as academic, physical, social, and language skills) should be evaluated, and provision of additional services to minimize negative impacts on students should be addressed before any closure or redistricting option is undertaken.
- Propose new school boundaries.
- Some second-tier redistricting of elementary school students may be needed to balance enrollments. See Map 3.
- Will result in a very large middle school:
 - May be difficult to implement CCPS middle school team approach and other middle school requirements because of size of grade levels, spatial characteristics of West MS.
 - Concerns re: behavioral issues, size of classes, individual attention to students, testing, and involvement of students in music, theater and other extra-curricular activities.
 - Bus and traffic safety issues due to large number of buses on restricted West MS site, where parking is currently inadequate.
 - Some renovation work may be needed at West MS and/or Wm. Winchester ES.
- Separation of 6th grade in former WWES building, with no conditioned connection to West MS for physical education and other required middle school classes.
- Difficulty of accommodating the BEST students from East MS, as well as students in other special programs, e.g. IBI.
- Condition of receiving schools:
 - William Winchester ES is in 2nd worst condition (following East MS); West MS is 5th; implies little opportunity to enhance the student learning environment (in addition to the possible spatial constraints noted above).
 - Full occupancy following consolidation, with no potential for temporary occupancy elsewhere, would severely limit the possibility of renovating WWES and WMS in the future.
- Cost to County of repurposing or disposing of the East Middle property.

Implementation

- Establish a committee to consider all issues related to consolidating two student bodies and redistricting elementary school students. Committee should include:
 - Principals of East MS and West MS, or their representatives
 - Instructional staff
 - Heads of educational divisions
 - Two representatives of school PTAs
 - Community representatives
 - School Resource Officers
 - CCPS staff: facilities, transportation, food services, health, communications, security, etc.
- Develop a consolidation plan:
 - Alignment of spaces and schedule in West MS and former WWES with middle school educational program.
 - Timeframe, officer responsible, resources needed, renovations needed, security and safety issues, traffic management, etc.
- Suggested timeframe:
 - Committee formed, develops recommendations: Fall 2018 to Fall 2019
 - Present recommended closure of East MS, repurposing of WWES, and redistricting scheme to Board: November 2019
 - Board decision: By December 2019
 - COMAR process: Spring 2020
 - IAC and BPW approval to close EMS and repurpose WWES: Spring/Summer 2020

- Closure of East MS school, consolidation of middle school students, and redistricting of WWES students: September 2020

Planning Objectives:

Planning Objective	RSCC Weighting	RSCC Evaluation
Functional setting for educational programs (systemwide)	3	-3
Condition of school buildings (systemwide)	3	3
Operating expenses (systemwide)	3	3
Existing communities	2	-2
Feeder patterns	1	-1
Economic development	1	-1
Ride times	2	-2
Total Evaluation Score:		-3

Budgetary Implications: Unknown for renovations pending analysis of West MS and WWES, and for elementary school redistricting, pending new student assignments.

OPTION 8 (III.C) WESTMINSTER EAST MIDDLE SCHOOL: 8TH GRADE TO HIGH SCHOOLS, CONSOLIDATE 6TH AND 7TH GRADES

Description:

- Close East MS and redistrict 6th and 7th grade to West MS. The capacity of West MS is 1,055 and East and West are projected to have 1,088 6th and 7th graders in 2022. Some minor redistricting or an addition would be necessary.
- William Winchester remains as an elementary school.
- Move all 8th graders from East MS and West MS to Westminster HS and Winters Mill HS. East and West Middle Schools are projected to have a total of 511 8th graders in 2022. Winters Mill HS and Westminster HS are projected to have 542 total empty seats.

Purpose: To improve the operational and budgetary efficiency of the school system by closing East Middle School and distributing the students among West MS and two high schools.

Planning Assumptions:

- Minor renovations to the West Middle School facility may be needed to accommodate the consolidated 6th and 7th grade enrollment.
- Substantial renovations may be needed at Westminster HS and Winters Mill HS in order to ensure that the 8th grade population receives a middle school educational program and that all security and safety concerns are met.

Pros

- No (or very little) change of middle student assignments and bus routes (proximity of East MS, West MS, Winters Mille HS, and Westminster HS)
- Gain in efficiency of school system (reduction of square footage and SRC).
- Gain in overall condition of school facilities (FCI).
- Avoidance of expensive capital project for East MS.
- May make a property available that has potential for reuse/repurposing.

Cons

- Research by Educational Models and Grade Configuration Subcommittee indicates placing 8th grade in high school context may be detrimental to student achievement and behavior.
- Requires some redistricting of East and West MS 8th graders to two high schools, with implications for student travel distances/times, transportation costs, and disruption of communities.

- Considerable renovation and/or addition work would be required at the two high schools to ensure appropriate safety and separation of student bodies, with 8th graders likely to be housed in a separate academy.
- Detailed scheduling would be required to ensure appropriate internal circulation of students when common facilities must be used (e.g. gymnasium, auditorium, cafeteria).
- Increases the number of school transitions by splitting 6th and 7th grades from 8th grade (assuming 8th grades are kept separate in high school settings, e.g. as 8th grade academies) (Note: similar to Somerset County Public Schools).
- Results in a large middle school (West MS):
 - May be difficult to implement CCPS middle school team approach because of size of grade levels, spatial characteristics of West MS.
 - Concerns re: behavioral issues, size of classes, individual attention to students.
 - Bus and traffic safety issues due to large number of buses on restricted site.
 - Some renovation and possibly addition work may be needed at West MS.
- Difficulty of accommodating the BEST students from East MS, as well as students in other special programs, e.g. IBI.
- Would be the only middle school in the county with this grade configuration: concerns whether students will receive the same academic, social, and extra-curricular opportunities as their peers in standard 6th to 8th schools.
- Cost to County of repurposing or disposing of the East Middle property.

Implementation

- Establish a committee to consider all issues related to consolidating 6th and 7th grades into one school, and redistricting 8th grade to WHS and WMHS. Committee should include:
 - Two middle school principals and two high principals, or their representatives
 - Heads of educational divisions
 - Four heads of school PTAs
 - Student representatives of two high schools
 - Community representatives
 - School Resource Officers
 - CCPS staff: facilities, transportation, food services, health, communications, security.
- Develop a consolidation and redistricting plan: timeframe, officer responsible, resources needed, renovations or additions needed at receiving schools, costs
- Suggested timeframe:
 - Committee formed, develops recommendations: Fall 2018 to Fall 2019
 - Present recommended closure of East MS, grade re-configuration of WHS and WMHS, and redistricting of students to Board: November 2019
 - Board decision: December 2019
 - COMAR process: Spring 2020
 - IAC and BPW approval to close East MS: Spring/Summer 2020
 - Closure of East MS school and redistricting of students: September 2020

Planning Objectives:

Planning Objective	RSCC Weighting	RSCC Evaluation
Functional setting for educational programs (systemwide)	3	-3
Condition of school buildings (systemwide)	3	3
Operating expenses (systemwide)	3	3
Existing communities	2	-2
Feeder patterns	1	-1
Economic development	1	-1
Ride times	2	-2
Total Evaluation Score:		-3

Budgetary Implications: To be developed for transportation and other support functions; unknown for renovations or additions pending analysis of West MS and two high schools.

OPTION 9 (III.D) WESTMINSTER EAST MIDDLE SCHOOL: WINTERS MILL AS MIDDLE SCHOOL, REDISTRICT HIGH SCHOOL STUDENTS

Description:

- Close Winters Mill High School and redistrict students to other high schools. Winters Mill HS is projected to have 1,176 students, and there are projected to be 1,794 empty seats in other high schools.
- Close East Middle and relocate students into former Winters Mill High.

Purpose: To improve the operational and budgetary efficiency of the school system by closing East Middle School and repurposing a nearby high school, utilizing available capacity in other high schools to receive the displaced students.

Planning Assumptions: Some renovation of Winters Mill High School will be needed to accommodate the middle school educational program.

Pros

- Minimal changes to middle school assignments or travel patterns (proximity of East MS and Winters Mill HS).
- Gain in efficiency of school system (reduction of square footage and SRC).
- Gain in overall condition of school facilities (FCI).
- Avoidance of expensive capital project for East MS.
- May make a property available that has potential for reuse/repurposing.

Cons

- Requires extensive redistricting of Winters Mill High students to area high schools, with impacts on student travel distances/times and transportation costs. See Map 8 for home-to-distance impacts.
- Cost of targeted renovations of Winters Mill High to accommodate middle school students.
- Likely intensive community opposition to reassignment of WMHS students.
- Significant likely impact on the high school feeder patterns.
- Cost to County of repurposing or disposing of the East Middle property.

Implementation

- Establish a committee to consider all issues related to moving East MS students to WMHS and redistricting WMHS students to other high schools. Committee should include:
 - ESM and WMHS principals, or their representatives
 - Heads of educational divisions
 - Heads of school PTAs
 - Community representatives
 - School Resource Officers
 - CCPS staff: facilities, transportation, food services, health, communications, security.
- Develop a consolidation and redistricting plan: timeframe, officer responsible, resources needed, renovations needed, costs.
- Suggested timeframe:
 - Committee formed, begins work: Fall 2018 to Fall 2019
 - Present recommended closure of EMS, repurposing of WMHS, and redistricting of students to Board: November 2019
 - Board decision: By December 2019
 - COMAR process: Spring 2020
 - IAC and BPW approval to close EMS and repurpose WMHS: Spring/Summer 2020
 - Closure of EMS school and redistricting of students: September 2020

Planning Objectives:

Planning Objective	RSCC Weighting	RSCC Evaluation
Functional setting for educational programs (systemwide)	3	-3
Condition of school buildings (systemwide)	3	3
Operating expenses (systemwide)	3	3
Existing communities	2	-2
Feeder patterns	1	-1
Economic development	1	-1
Ride times	2	-2
Total Evaluation Score:		-3

Budgetary Implications: Costs can be identified to move EMS students to WMHS; costs to redistrict WMHS students to other high schools are unknown pending decisions on reassignments. Cost for renovations to WMHS, if needed for middle school students, are unknown pending analysis of existing spaces and configuration in relation to middle school educational program. Possible capital costs to accommodate WMHS students in other high schools are unknown pending student assignments.

OPTION 10 (III.F) WESTMINSTER EAST MIDDLE SCHOOL: CONSOLIDATION OF 7TH AND 8TH GRADES, COMBINED WITH NEW INTERMEDIATE AND PRIMARY SCHOOLS

Description:

- Close East Middle and relocate the 7th and 8th grade students into West Middle School.
- Convert Sandymount and William Winchester Elementary Schools into grade 3-6 (intermediate) schools, and redistrict the East Middle 6th graders to these schools.
 - Redistrict the approximately 514 K-2 students from Sandymount and William Winchester Elementary Schools to other elementary schools. The projections indicate that the Westminster Area elementary schools (excluding Sandymount and William Winchester) will have 428 empty seats in 2022.

Purpose: To improve the long-term operational and budgetary efficiency of the school system by closing East Middle School, and to better use available capacity at elementary schools.

Planning Assumptions:

- Minor renovations in West Middle School may be needed to accommodate the larger 7th and 8th grade enrollment.
- Some renovations may be needed at Sandymount and William Winchester Elementary Schools to accommodate the new 6th grade.
- Some renovations may be needed at other elementary schools to accommodate the increase in K-2 students.
- May make a property available that has potential for reuse/repurposing.

Pros

- Potential gain in long-term efficiency of school system (reduction of square footage and SRC, removal of inefficient older facilities in favor of efficient new facility).
- Gain in overall condition of school facilities (FCI) as older facilities are replaced with a new facility or facilities.
- Avoidance of expensive capital projects for East MS.
- Better utilization of existing capacity in West Middle School and several elementary schools.
- Separates 6th graders from kindergarten students.

Cons

- If 6th graders at the new 3-6 schools are considered middle school students, they need to receive the same instructional offerings as 6th graders in typical 6-8 schools. This will require unique staffing and facility accommodations in Sandymount and William Winchester Elementary Schools.

- There is insufficient capacity at Sandymount and William Winchester Elementary Schools to receive all 6th graders from East Middle School, in addition to the 3rd through 5th grade students already attending these two schools; further redistricting will be needed.
- There is insufficient capacity at the elementary schools adjacent to Sandymount and William Winchester Elementary Schools to receive all of the PK to 2nd grade students from these two schools; consequently it would be necessary to redistrict some students from the adjacent schools to schools further away.
- For some students, this would increase the number of transitions from two (elementary to middle, middle to high) to three (PK-2 to 3-6, 3-6 to 7/8, 7/8 to 9-12).
- Establishes a unique middle school grade configuration at West Middle School.
- Establishes unique elementary school grade configurations at Sandymount and William Winchester, with no aligned primary school on the same campus or nearby (unlike Parr's Ridge/Mt. Airy Elementary Schools).
- Difficulty of accommodating the BEST students from East MS, as well as students in other special programs, e.g. IBI.
- Complex feeder patterns: some rising 3rd grade students from the adjacent K-5 schools will attend their home schools, others will attend the new 3-6 schools at Sandymount and William Winchester.
- Removes youngest children from community schools (Sandymount and William Winchester).
- 6th graders who currently attend East MS from distant schools like Ebb Valley may have long ride times to Sandymount or William Winchester.

Implementation

- Establish a committee to consider all issues related to moving East MS 7th and 8th grade students to West MS, establishing two grade 3-6 schools, and redistricting K-2 students from two elementary schools to other schools. Committee should include:
 - ESM, WMS, Sandymount, and William Winchester principals, or their representatives, and principals from likely receiving elementary schools
 - Heads of educational divisions
 - Heads of school PTAs
 - Community representatives
 - School Resource Officers
 - CCPS staff: facilities, transportation, food services, health, communications, security.
- Develop a consolidation and redistricting plan: timeframe, officer responsible, resources needed, renovations needed, costs
- Suggested timeframe:
 - Committee formed, begins work: Fall 2018 to Fall 2019
 - Present recommended closure of EMS and redistricting of students to Board: November 2019
 - Board decision: December 2019
 - COMAR process: Spring 2020
 - IAC and BPW approval to close EMS and repurpose WMHS: Spring/Summer 2020
 - Closure of EMS school and redistricting of students: September 2020

Planning Objectives:

Planning Objective	RSCC Weighting	RSCC Evaluation
Functional setting for educational programs (systemwide)	3	-3
Condition of school buildings (systemwide)	3	3
Operating expenses (systemwide)	3	3
Existing communities	2	-2
Feeder patterns	1	-1
Economic development	1	-1

Ride times	2	-2
Total Evaluation Score:		-3

Budgetary Implications: Costs can be identified to move EMS 7th and 8th grade students to WMS; costs to redistrict EMS 6th grade students to two elementary schools, reconfigure these schools as grades 3-6, and redistrict K-2 students to other elementary schools are unknown pending decision on reassignments. Cost for renovations to any of the subject schools, if needed, are unknown pending analysis of existing spaces and configuration in relation to the educational programs.

OPTION 11 (IV.B) COMPREHENSIVE REDISTRICTING WITH SCHOOL CLOSURE

Description: Countywide study of student assignments in order to meet goals that will be established by the Board of Education, with detailed analysis of staffing, costs, transportation impacts, and other operational costs, and of capital improvements needed.

Purpose: Goals that could be established by the Board of Education include:

- To balance school utilizations;
- To improve feeder patterns;
- To improve educational opportunities by balancing the course offerings and sections at high schools;
- To improve the operating budget by removing inefficiencies in the transportation of students;
- To improve overall ride times for students;
- If redistricting involves school closure: To achieve fiscal and operational efficiencies.

Planning Assumptions:

- The Board of Education will establish the goals to be achieved by redistricting.
- School Closure:
 - A school will only be considered for closure only if there is unambiguous evidence that it is underutilized, is in very poor condition, or is extremely costly to operate, or if the closure would significantly benefit other schools (e.g. by boosting enrollment to support a more complete educational program).
 - Since there is no information that unambiguously indicates at this time that any school in the system (other than East Middle School) is a possible candidate for closure, neither the Subcommittee nor the full RSCC is recommending closure of any particular school.
 - The algorithm developed by the Subcommittee on School Boundaries and Closures identified Sandymount Elementary School as the highest priority candidate for closure (although with very weak justification). The RSCC therefore used Sandymount to model the possible impacts of a school closure.

Pros

- As redistricting goals and criteria are defined:
 - May balance utilization of schools for a number of years.
 - May result in better feeder patterns for students.
 - May result in cost efficiencies (transportation, other resources).
 - May allow course offerings in some high schools to expand.
- If school closure is involved:
 - Improves overall efficiency of operations by reducing fixed costs.
 - Improves utilization of facilities by reducing overall State Rated Capacity (SRC).
 - Improves overall condition of school facilities (FCI) by eliminating one older facility.
 - May make a property available that has potential for reuse/repurposing.
 - May make comprehensive redistricting more acceptable to community and the Board of Education.

Cons

- Significant disruption to existing student attendance patterns countywide, with consequent changes to student travel distances/times.
- Potential disruption to communities.

- Could involve significant resistance from specific affected communities.
- Will require minimum one year to study options.
- May require renovations to support changes in enrollment or educational programs.
- May involve one or more school closures, with consequences outlined under Item II above.
- If closure is involved:
 - Reduces flexibility to address future enrollment growth or changes in educational programs,
 - May require repayment of outstanding State bond issues on capital improvements.
 - Cost to County of repurposing or disposing of the property.
 - Closure of a school may deliver a negative message to prospective homebuyers or businesses.

Implementation

- Establish a committee to determine goals and criteria, and to present recommendations. Committee should include at a minimum:
 - Heads of academic instruction
 - One principal from each level
 - Head of special education and alternative education programs
 - CCPS staff: facilities, transportation, food services, health, communications, security, etc.
- Committee tasks:
 - Articulate a clear statement of goals to be achieved through the redistricting, e.g.:
 - To balance school utilizations
 - To simplify feeder patterns
 - To improve efficiency of operations (e.g. transportation)
 - To balance educational opportunities
 - To achieve targeted level of savings
 - Other
 - Develop the methodology (e.g. in-house analysis vs. outsourcing)
 - Communicate a detailed description of the methodology
 - Study options, with and without school closure(s), with an understanding of full implications of each
 - Outline the advantages and disadvantages of each option
 - Develop cost profiles of each option, including staffing, transportation, facility changes, other resources needed.
 - Establish the timeframe for implementation
- Suggested timeframe for planning process:
 - Committee formed, begins work: Fall 2018 to Fall 2019
 - Present recommended redistricting plan to Board: November 2019
 - Board decision: December 2019
 - COMAR process: Spring 2020
 - If closures are involved, request to IAC and BPW: Spring/Summer 2020
 - Closure of school(s) and redistricting of students: September 2020

Planning Objectives:

Planning Objective	RSCC Weight- Ing	RSCC Evaluation: w/ Closure
Functional setting for educational programs (systemwide)	3	-3
Condition of school buildings (systemwide)	3	3
Operating expenses (systemwide)	3	3
Existing communities	2	-2
Feeder patterns	1	1

Economic development	1	-1
Ride times	2	0
Total Evaluation Score:		1

Budgetary Implications: Unknown, pending development of redistricting options.

APPENDIX 5. EDUCATIONAL MODELS AND GRADE CONFIGURATION SUBCOMMITTEE

A. REPORT ON SCHOOL TOURS

Summary of Data Collected from Visiting Specialized Programs at Regional Sites

The following report was developed by the members of the Educational Models and Grade Configuration Subcommittee to record observations made on visits to schools with special program.

Members of this subcommittee selected to visit those schools where specialized regional programs are offered to students. Our purpose was to collect data related to the program and explore the special needs required to maximize the efficacy of each program. Schools/programs visited included the autism programs at Hampstead Elementary, Winfield Elementary, Shiloh Middle, and Winters Mill, the BEST programs at Robert Moton, East Middle, and Westminster High, and the PRIDE program at Friendship Valley Elementary. This summary includes the data collected from the administrator at each school and their comments regarding the impact of space and other related issues on the program.

BEST Program

Robert Moton Elementary School

Currently has 35 students (as of 05/18). This number changes throughout the school year as students are identified for or transitioned out of the program. Definitely have had a steady increase in the program, up to 100%, and is typically at or near capacity. Usually 10-12 students start in the program each year; however, scheduled to have 29 students starting in the program at the beginning of the 2018-19 school year.

Each class is limited to about 6 students at a maximum, plus staff (currently about 30 staff assigned to the program). More students than 6 typically creates more behavior issues. Previous years have had 600+ restraints/seclusions reported, this year the number is down to approximately 150.

There is no additional space within the current layout of rooms. With expansion of the program they will have to sacrifice space being utilized in other ways. During the 2017-2018 school year there were 5 classrooms. As of the 2018-2019 school year the program is slated for 7 classrooms.

Breakdown of Classroom and Auxiliary Space

7 classrooms

Occupational/physical therapy space

Crisis counselor's office

Extra classroom to accommodate students when another student is in crisis

1 Calming room

2 Seclusion rooms

1 Support room

Number of Staff Members Dedicated to the Program

Teacher Level Positions- 8

Paraprofessionals- 6

Hourly Assistants- 18

Total- 32

In addition to the above staff listed the program has related service providers to include speech/language pathologist and behavioral specialist.

Comments from the Principal

The administration would like a dedicated crisis support area. Currently the lay out of the program has classrooms directly across from the seclusion rooms. This is a disruption to the learning environment for the students not involved in a crisis.

The current restrooms are wasted space because they are multiple stall restrooms. Students in the program are only allowed in the restroom one at a time. This space could be better utilized.

Space is needed as the program continues to grow.

More space for storage of items would be nice.

LFI (would like to have a classroom with a dedicated bathroom)

Other programs at Robert Moton

The Judy Center is housed in an addition that was built 7 years ago and is a very nice space. Attendance varies as they have weekly come learn and play with me programs. They are partnered with birth-5 years and provide services to students in homes as well (interactive play therapy).

PREP 4 classes with 6-8 students in each class and has a designated bathroom within the space.

Pre K currently has 22-24 students

Administration identified that there is an area between the original building of Robert Moton and the addition that was built for the Judy Center that currently is wasted space. This area has potential to be built and utilized differently.

East Middle School

The BEST program is located in the old building "D", which was originally a garage bay for the high school career and technology program. There are electric panels when you walk in and the building smells like a garage. The building is not connected to the main building and makes inclusion more difficult. It also creates issues going between the buildings for transitions due to weather or the unique needs of the students and safety concerns should a student try to leave the building.

Currently there are approximately 24 students in the program. Approximately 20% are identified as having high functioning autism and not the students having significant behavior issues. The number of students varies, but the program has continued to see a constant rise in the number of students from year to year. Next year, 10 students are scheduled to start at the beginning of the year, compared to the 4-5 that are typically enrolled at the start of a new school year.

Breakdown of Classroom and Auxiliary Space (not all are located in the D building)

- 5 classrooms (4 core, 1 IBU)
- 1 counselors office w/ the largest radiator in the room
- 1 faculty lounge
- 1 crisis intervention area
- 1 seclusion room
- 1 support room w/4 cubbies
- 1 gym (not air conditioned)/health room
- 1 large storage area
- 1 PE office
- 1 bathroom across gym

Westminster High School

BEST was created 13 years ago and all students in BEST have IEPs. Currently 48 students are enrolled (as of 5/18) and there has been an increase every year (4-5 per year on average). The largest increase has been with students not previously identified for special education services. Many students are presenting with new onset of psychological issues at a younger age. These students will come through the IBI unit. This makes predicting incoming number of students more difficult since they were not previously identified through special education services. Approximately 40% of students in the BEST program are identified as having High Functioning Autism (HFA).

The goal of the BEST program is to return students to the least restrictive environment in their home school. Each student's time in the program varies based on their unique needs. The goal is to graduate all BEST students on time.

Students in BEST can apply to Career Tech. BEST program follows semesters and is unable to pace students differently.

BEST received a donation from a family and is currently in the process of adding an outdoor patio area for the program to utilize. Cameras are in every classroom and hallway.

Breakdown of Classroom and Auxiliary Space

10 classrooms (and 7 additional work spaces):

- 1 Conference room/Resource space
- 1 Art/Health/Resource Room (in school intervention)
- 2 Intervention therapist rooms
- 1 Staff workspace/Lunch area
- 1 History/Social studies
- 1 Sensory Room

1 Office

1 IBI

1 Math

1 Science room

2 classrooms combined for Tech/PE - opened up for cafeteria

Hallways are utilized for pacing/extra space

Number of Staff Members Dedicated to the Program

10 Teachers

15 Instructional Assistants, including hourly

1 FT Therapist

1 Hourly Therapist

1 PT School Psychologist

1 PT Speech pathologist

Total- 29 full and part time

LFI at WHS

Currently 2 classrooms with 9 students (3 are BEST students). WHS has the only BEST program that can also include LFI students.

Comments from the Principal and Staff

More space needed (can arrange current classrooms to add two classes)

More staff needed (teachers)

Needs another full time Therapist/Psychologist

The goal is to make BEST more inclusive.

PRIDE at Friendship Valley

The program has been at FVE since 2010-2011 school year. It was previously housed at Carroll Springs. Enrollment fluctuates over the course of the year as much as 9-26 students; as of 5/18 there are 9 students. The program has seen a steady increase in student enrollment. Placement in the program varies based on the students needs. PRIDE is intended to be a short term placement, but can vary from a few weeks to months, possibly longer. Administrators stated they won't turn students away from the program, they work with the child's home schools and principals to support each student's behavioral needs.

Currently housed in a portable outside of FVE main building. This creates many issues for transitioning students in and out of the portable to attend specials, lunch, etc in the main building. The portable creates many issues with size (low ceilings), sounds (the air conditioner was very loud), and an overwhelming amount of items within the classrooms (many shelves with games, books, education items, etc.) There are many students with sensory issues, distractibility, and elopement issues within this program. The classrooms are crowded with students, staff, and resources.

Breakdown of Classroom and Auxiliary Space

- 3 classrooms with about 7 children per class, plus staff.
- 2 seclusion rooms within same area as support room
- 3 bathrooms (2 in classrooms and 1 in hall)
- 1 office
- 1 staff/copy room

Number of Staff Members Dedicated to the Program

- 3 Teachers
- 3 Instructional Assistants
- 1 Hourly
- 1 Counselor
- 2 1:1s through IEPs
- The school psychologist is shared with other schools

Comments from the Principal and Staff

Program should be within the comprehensive elementary school; not in portables. FVE does not have the room to move the program inside the school.

Expand the program, potentially have a north and south program versus a centrally located program

Need more space for storage of items

Would like a small self contained class within the building

Autism Programs

Hampstead Elementary School

The Autism program has been at Hampstead elementary for 6 years, Previously it was located at William Winchester Elementary. There are 20 students (as of 5/18) enrolled in the program and classes are limited to 3-6 students per class. There are 12 students already scheduled for next school year. The program has seen an increase in students each year. On average there is usually about 20 students consistently.

Breakdown of Classroom and Auxiliary Space

- 4 classrooms (plus 8 other rooms):
 - 1 APE/Motor/OT/Multipurpose room
 - 2 SLP rooms
 - 1 OT/PT room
 - 1 Sensory room (large)

- 1 Support room
- 1 Seclusion room with resource attached with shelves (not ideal)
- 1 Special education office

There is no designated space for the school psychologist.

The first classroom has a designated bathroom and a closet, they utilize utility carts for storage. There are 4 students in this class.

The second classroom is a bit smaller with 3 students. There is a bathroom with changing table and can utilize for LFI students.

The third classroom has 4 students. No designated bathroom.

Number of Staff Members Dedicated to the Program

- 4 Teachers
- 4 Instructional Assistants
- 18 Hourly Assistants

* We toured multiple classrooms that the design required walking through one classroom to obtain access to another classroom. This seemed like a major distraction to have students walking through classes in session.

LFI

Services students from K-5 within one classroom. This classroom connects to the 5th grade classroom, and classes walk through the room to get to the other classrooms.

Number of Staff Members Dedicated to the Program

- 1 Teacher
- 1 Instructional Assistant
- 5 Hourly Assistants

PREP

This is a PreK program for students with IEPs, 4-5 in one a.m. class.

Winfield Elementary

The Autism Program has been at this location 6 years, and was previously located at William Winchester Elementary school. There are 23 students enrolled in this program (as of 5/18) and the program has continued to see a steady growth (more students in kindergarten coming in than older grades.) Some students may end up in general education versus continuing in the autism program over time. Students in the program are integrated into the general education classes as appropriate (i.e., cafeteria, specials, etc.). Throughout the school creative storage solutions were noted (ex: resource in an alcove of the hallway, bicycles stored in another alcove, etc.) The Autism program is not year round, but many students receive ESY services.

Breakdown of Classroom and Auxiliary Space

- 4 Classrooms with 5/6 students per class, grouped by age and communication needs
- 4 additional work spaces

*Below are a list of rooms toured and identified for the autism/special programs and/or general education students (included for purpose of showing space needed for various purposes)

- 1 Motor room used for multiple purposes (OT, PT, APE, Break, Reward)
- 1 Sensory Room (used for book storage, etc.), not ideal space.
- 1 Special Ed resource room (large)
- 1 Computer lab
- 1 Multiple use for teachers
- 1 Other Resource room (1/2 the size of other special ed resource room)

- 1 Media Center and Media office (teachers can use this space for class and resource)
- 1 Large SLP room (teacher expressed used primarily for autism students and likes this space due to low risk of elopement and great for interactive play)
- 1 Resource room that is larger and was previously divided, staff would like the divider replaced for two smaller spaces.
- 1 Larger SLP room (used for grades 2-5)
- 1 Small book storage/Copy room
- 1 Reading Specialist room/conference room/flexible space
- 1 OT/PT room
- 1 Math Resource/GT room

The previous addition to the school gave another kindergarten classroom and a boiler room.

Number of Staff Members Dedicated to the Program

28 total staff

LFI

This classroom is housed in the same hallway as the autism program.

Number of Staff Members Dedicated to the Program

6 total staff

PREP

5 students per class (identified through birth-5)

Number of Staff Members Dedicated to the Program

2 total staff

Comments from the Principal

More space for storage

More staff

Extra classroom

Parking was a huge issue at this school due to the lack of spaces and numerous staff for programs. Staff have to park along the road.

Shiloh Middle School

The Autism program has been located at Shiloh for two years, prior to that it was located at New Windsor Middle School for 4-5 years. Currently there are 11 students, and 10-11 scheduled for next school year. The program has seen an increase in number of students being serviced from year to year. Some students in the program may transition to LFI. Students are integrated into the cafeteria, specials, related arts, and some general ed with typical peers. They try to limit the number of students per class to 5 maximum.

Breakdown of Classroom and Auxiliary Space

2 academic classrooms with exterior doors (rotates between two core classes)

1 Large adaptive/motor room (was the computer lab previously)

2 Restrooms, 1 male and 1 female (both ADA compliant)

Double doors with alarms

Lockers

1 Modified Related Arts (Art, Music, independent living skills, bed located in the classroom)

*The classroom with the kitchen used for independent skills is down the hall.

1 Medium size sensory room

1 SLP for Autism and LFI

1 Exclusion/seclusion space

- 1 Office space
- 1 Larger (long) storage, multi purpose, copier room
- 1 Sped office, clerical, Autism staff, PT office space
- 1 Small storage
- 1 Psychologist, multi purpose room
- 1 SLP office
- 1 Team planning, ELL

Number of Staff Members Dedicated to the Program

- 3 Classroom teachers (2 academic, 1 related arts)
- 1 Adaptive PE
- 1 SLP
- 2 FT Instructional Assistants
- 13 Hourly Assistants
- Other itinerant staff- Behavior Specialist (.5), School Psychologist (.2), OT, PT

LFI

- 1 Class, large classroom with 6 students
- 1 Sensory room
- 1 large kitchen within FACS classroom

Comments from the Principal

The program needs the following resources:
 The Rolling sensory squeeze machine
 FT Psychologist
 Storage space (utilizes two sheds outside currently for extra storage)
 Team areas
 More space
 More staff

Winters Mill High School

The autism program has been located at Winters Mill for two years; it was previously at North Carroll High School.

The floor plan of this program was unique when compared to other programs. It flowed very well between classrooms and support rooms and allowed for inclusion. There are alarm doors at the end of the hallway where the students in the program enter/exit for their buses. LFI is also located in this area of the school. There are currently 8 students (as of 5/18) with the space to expand to about 19-20 students. When we toured the program there was about 11 students.

Breakdown of Classroom and Auxiliary Space

- 2 classrooms
- 1 large motor room
- 1 cooking/independent life skills room
- 1 sensory room
- 1 resource room/multipurpose
- 1 seclusion room
- 1 restroom
- 1 possible third classroom (used for vocational training)

Number of Staff Members Dedicated to the Program

- 2 FT Teachers
- 11 Instructional Assistants
- Other Service providers

LFI

2 classrooms, kitchen in class
1 bathroom w/shower

Comments from the Principal

Staffing is the biggest challenge (keeping instructional assistants).

Administrative Request for PreK Autism Program

Administrators from the elementary Autism Programs would like the Pre K Autism program to be moved from Carroll Springs to each of the elementary schools that house the K-5 programs (currently Winfield and Hampstead). Each administration felt this made sense to allow these students to have less transitions in their routine (which is essential to children with Autism), allow the staff and students to become familiar with each other and their unique needs, and allow for student access to age level typical peers, specials, and other aspects of the school (more inclusive).

Carroll Springs Pre K Autism Program

It should be noted this program was not toured. Information provided by staff.
Currently there are 3 classrooms with a total of 26 students (as of 5/18).

There are 2 additional workspaces used (NET room and SLP therapy room).

Number of Staff Members Dedicated to the Program

4 teachers
3 Instructional Assistants
1 SLP
21 Hourly employees

APPENDIX 5. EDUCATIONAL MODELS AND GRADE CONFIGURATION SUBCOMMITTEE

B. REFERENCES

The Subcommittee conducted preliminary research into the two topics below. The list of references is not intended to be comprehensive or definitive, but it provided excellent material for the deliberations of the RSCC.

Grade Configuration

Barton, Rhonda, and Jennifer Klump. "Figuring Out Grade Configurations." *Principal's Research Review*, vol. 7, no. 3, 2012.

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Howley, Craig B. "Grade-Span Configurations." AASA | American Association of School Administrators, www.aasa.org/SchoolAdministratorArticle.aspx?id=10410.

Jones, Jeff. "What the Research Says (or Doesn't Say) About K-8 Versus Middle School Grade Configurations." *Education Northwest*, 18 Aug. 2011, educationnorthwest.org/news/what-research-says-or-doesnt-say-about-k-8-versus-middle-school-grade-configurations.

Distance Learning / Online Learning / Blended Instruction

Bernard, Robert M., et al. "How Does Distance Education Compare With Classroom Instruction? A Meta-Analysis of the Empirical Literature." *Review of Educational Research*, vol. 74, no. 3, 2004, pp. 379–439., doi:10.3102/00346543074003379.

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Molnar, et al. "Virtual Schools in the U.S. 2017." *National Education Policy Center*, 11 Apr. 2017, nepc.colorado.edu/publication/virtual-schools-annual-2017.

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WestEd With Edvance Research, Inc. *Evaluating Online Learning Challenges and Strategies for Success*, 2008

APPENDIX 6. PLANNING OPTIONS EVALUATION MATRIX

		PLANNING OBJECTIVES							
WEIGHTINGS:		3	3	3	2	1	1	2	
PLANNING OPTION		Functional setting for educational programs (systemwide)	Condition of school buildings (system wide)	Operating expenses (system wide)	Existing Communities	Feeder patterns	Economic development	Ride times	TOTAL
I.	Accept existing facility configuration, with improvement of individual programmatic spaces (special programs, G&T, CTE, etc.)	3	0	0*	0	0	1	0	4
II.	Close one school (likely elementary)	-3	3	3	-2	0	-1	-2	-2
III.	East Middle School: Options								
A.1	Retain Existing School Facility with Improvements (renovate/replace)	3	3	3	0	0	0	0	9
A.2	Full Modernization	3	3	3	0	0	1	0	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	-2	-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	-2	-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	-2	-3
E.	K-8 Facility (replace WMW & EMS)	3	3	3	2	0	1	0	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	-2	-3
IV.	Comprehensive redistricting								
A.	Without School Closure	3	0	0	0	1	0	0	4
B.	With School Closure (likely elementary)	-3	3	3	-2	1	-1	0	1

APPENDIX 7. DEFINITIONS

Assessment Score

A measure developed by CCPS that combines evaluation of specific program areas with the FCI (converted to same numerical scoring system as the program evaluation). A higher Assessment Score indicates a building in better condition and more educationally suitable than one with a lower score.

Facility Condition Index (FCI)

An industrywide single-value measure of building condition calculated by dividing the total current cost of required repairs and replacement of building systems by the current cost to replace the facility. A higher FCI represents a building in worse condition than one with a lower FCI. FCI does not account for space or program deficiencies, or for site deficiencies. The total repair cost can be derived from a facility assessment or from industry standards related to the usable lifespan of individual building systems and components.

Full Time Equivalent Enrollment (FTE)

The number of students who must be accommodated in the school at any one time. Part-time students are counted based on the percentage of time they spend in the school (e.g. 40 half-day prekindergarten students count as 20 FTE).

Head Count

The actual number of students who attend the school, irrespective of the amount of time they spend in the facility.

Life Cycle Cost

The initial cost to construct a facility, building system, or piece of equipment combined with the cost to operate and maintain the facility, system, or equipment over its expected life.

Location Allocation Map

A graphic instrument used by the transportation staff of CCPS to provide a preliminary demonstration of the impact of school assignments. By assigning each student to the school that is geographically closest to the student's home and drawing a straight line between the home and the school, the application provides a visual sense of how much travel distances may change due to reassignments. Since the Map does not consider actual road patterns or transportation access, it does not substitute for the detailed examination of student assignments based on a range of factors, the transportation routing that must be performed for each redistricting option, nor the calculation of ride times or transportation costs.

State Rated Capacity (SRC)

The number of students that the IAC determines that an individual school has the physical capacity to enroll. SRC is based on a statewide determination of the number of students that can be accommodated in individual instructional spaces.

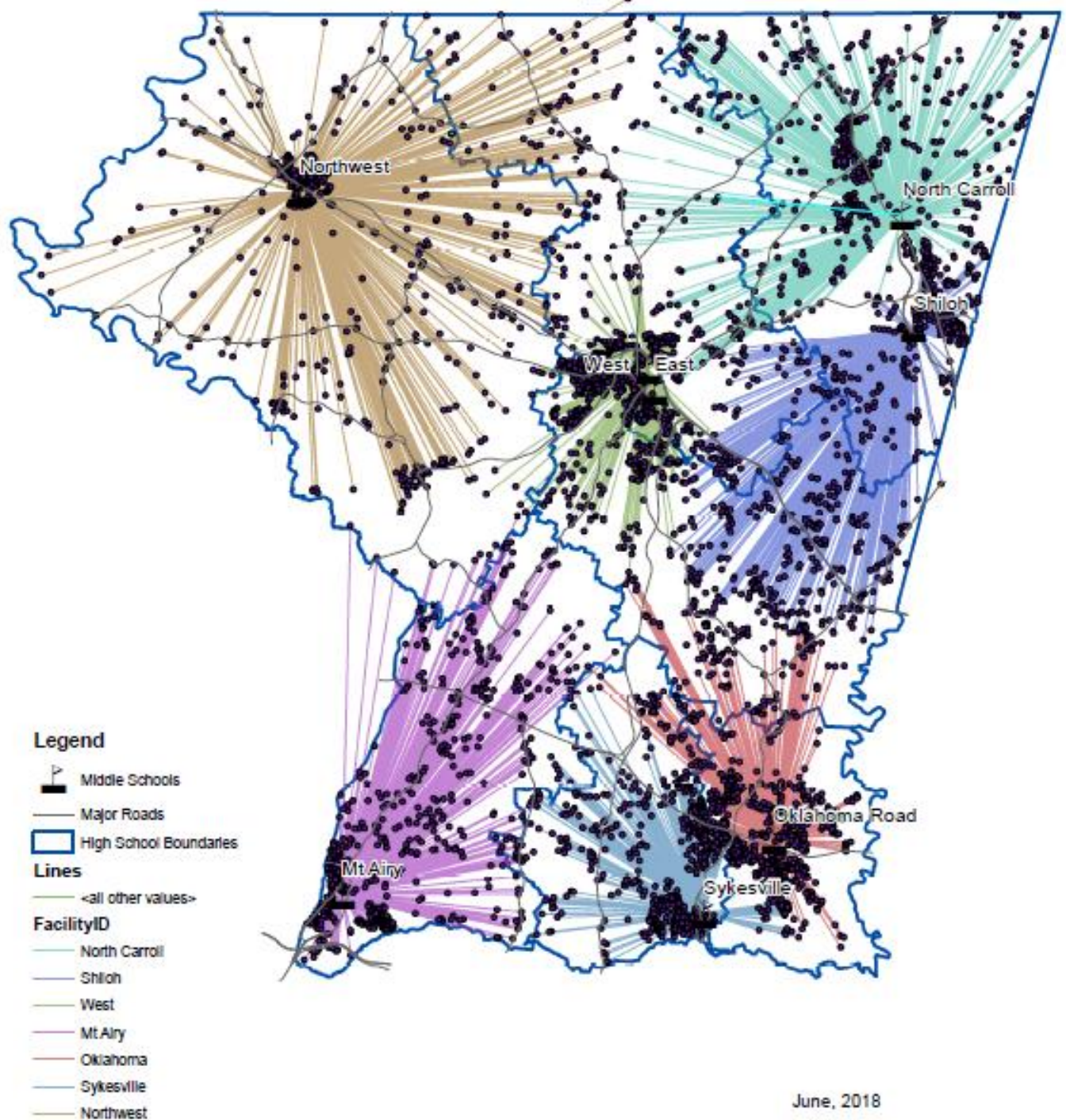
Utilization

A measure calculated by dividing the full time equivalent enrollment (FTE) of the facility by the State Rated Capacity (SRC), expressed as a percentage.

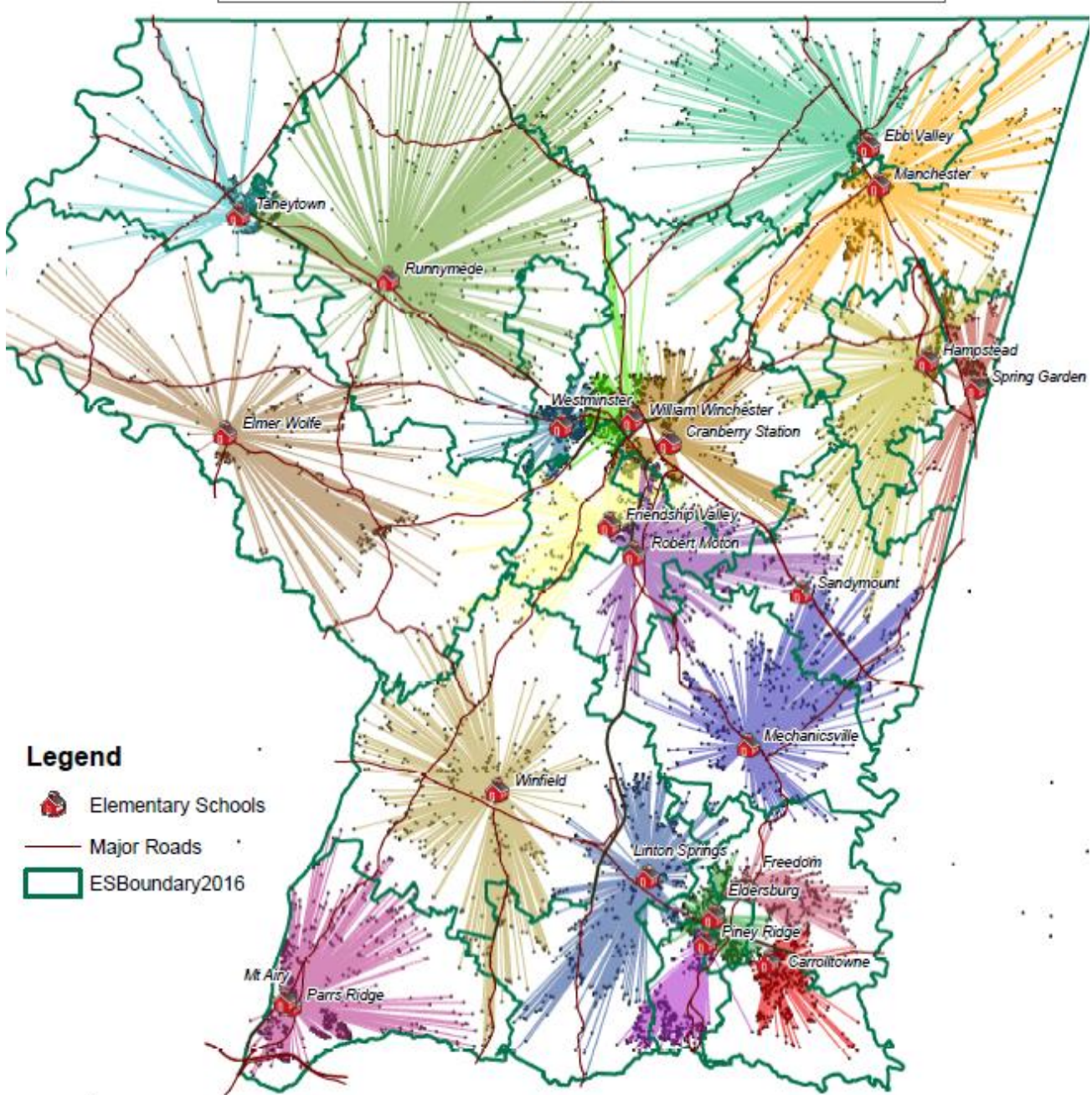
MAPS

MAP 1

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



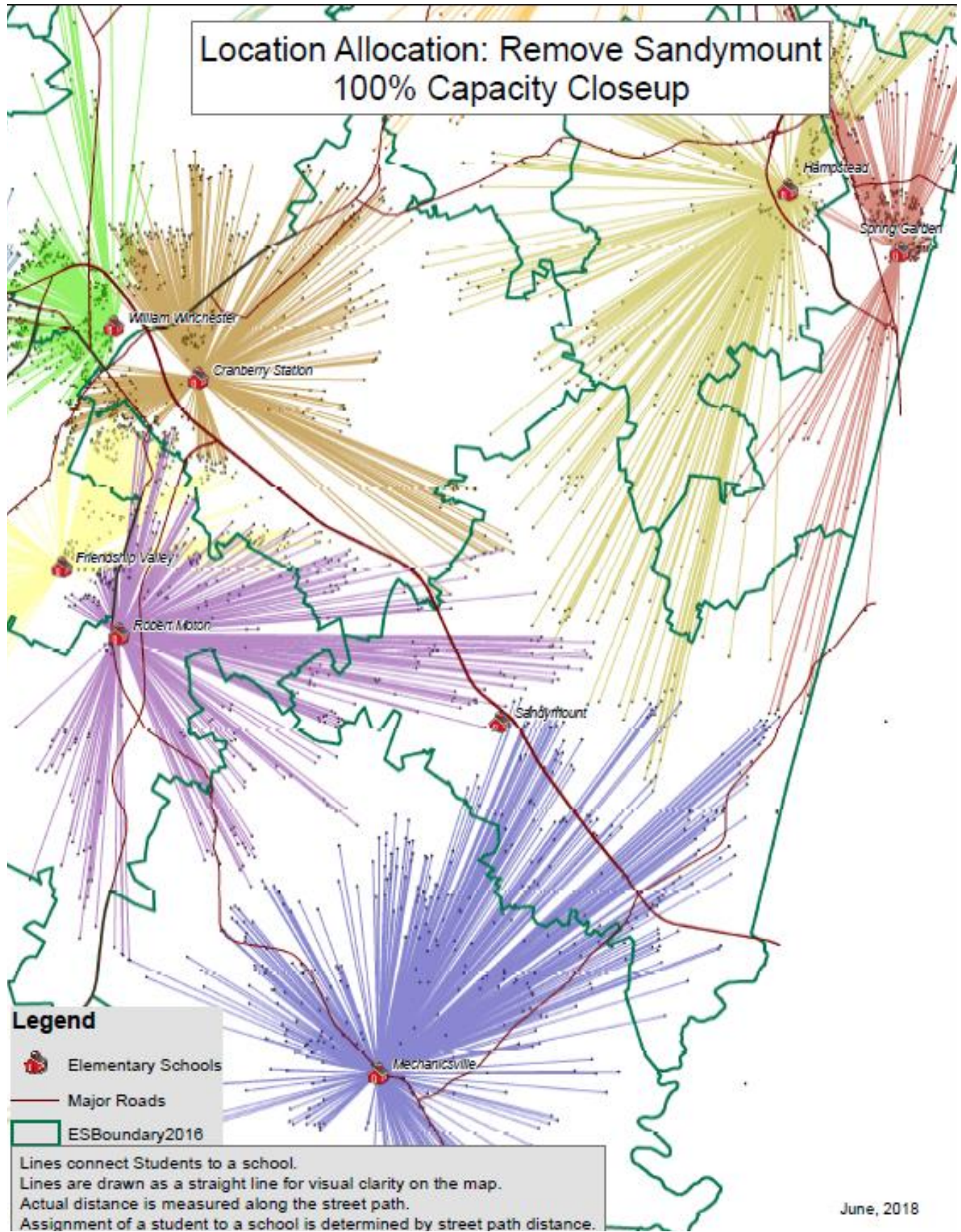
Location Allocation: Remove Sandymount 100% Capacity Overview



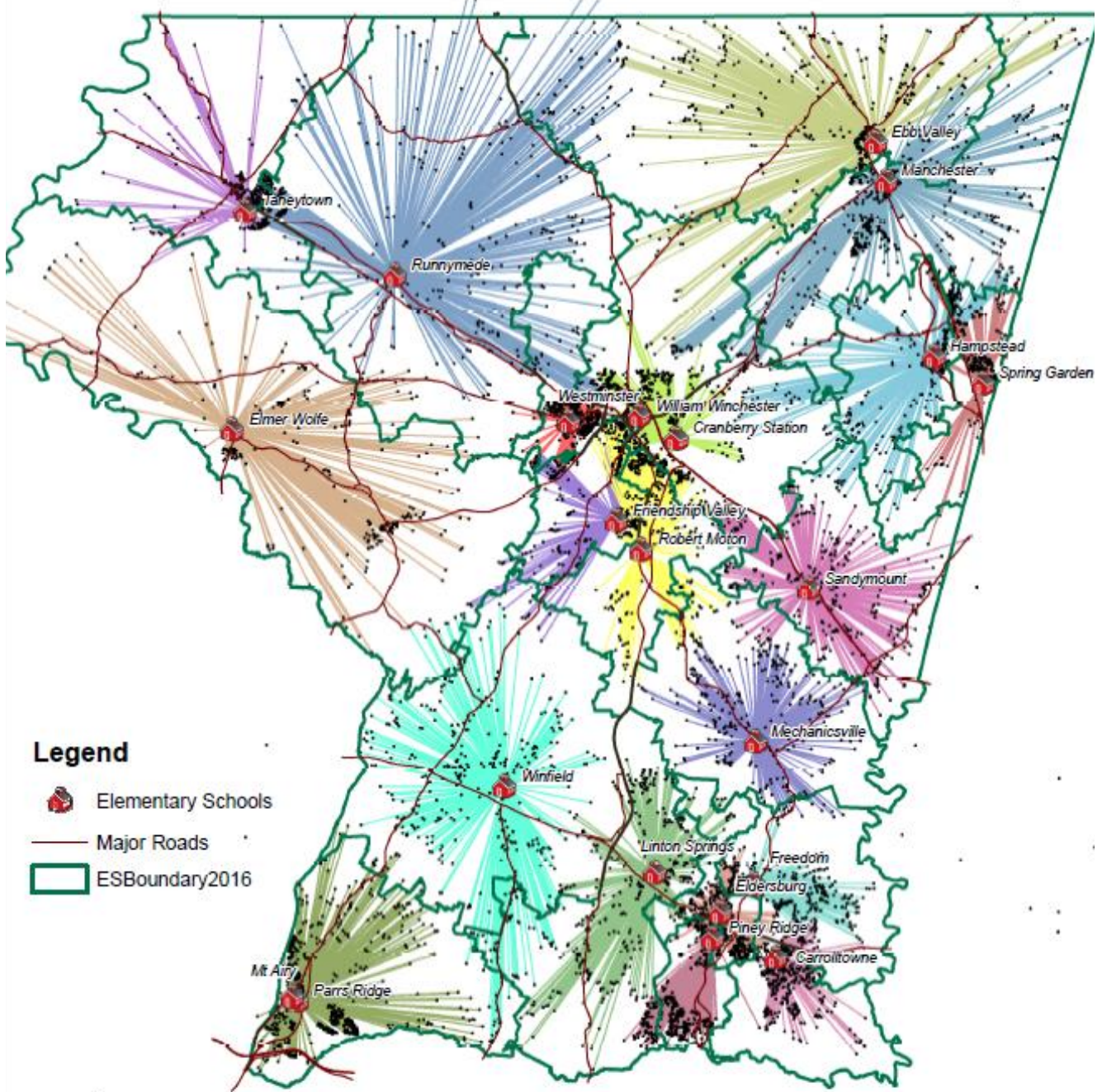
Lines connect Students to a school.
 Lines are drawn as a straight line for visual clarity on the map.
 Actual distance is measured along the street path.
 Assignment of a student to a school is determined by street path distance.

June, 2018

MAP 2b



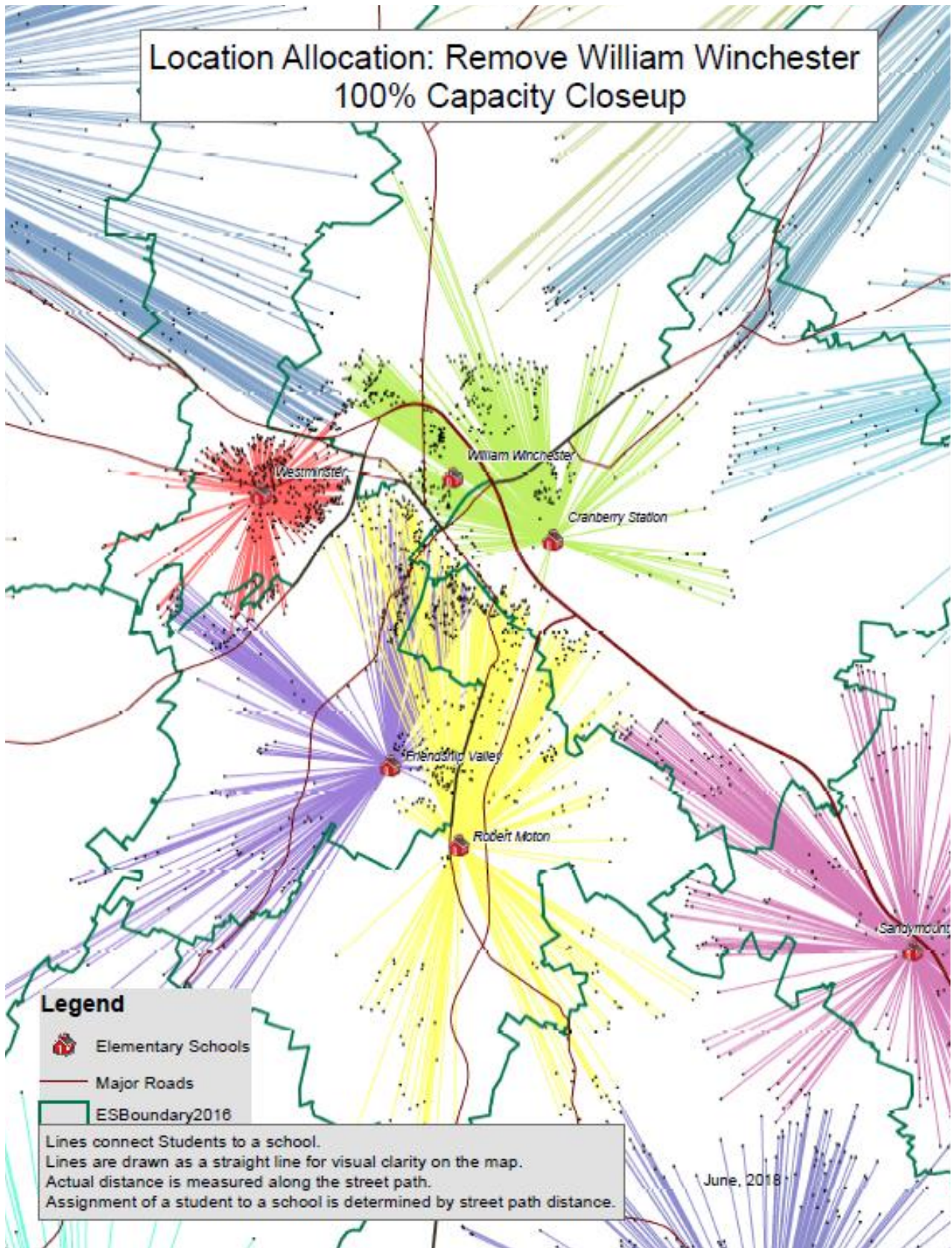
Location Allocation: Remove William Winchester 100% Capacity Overview



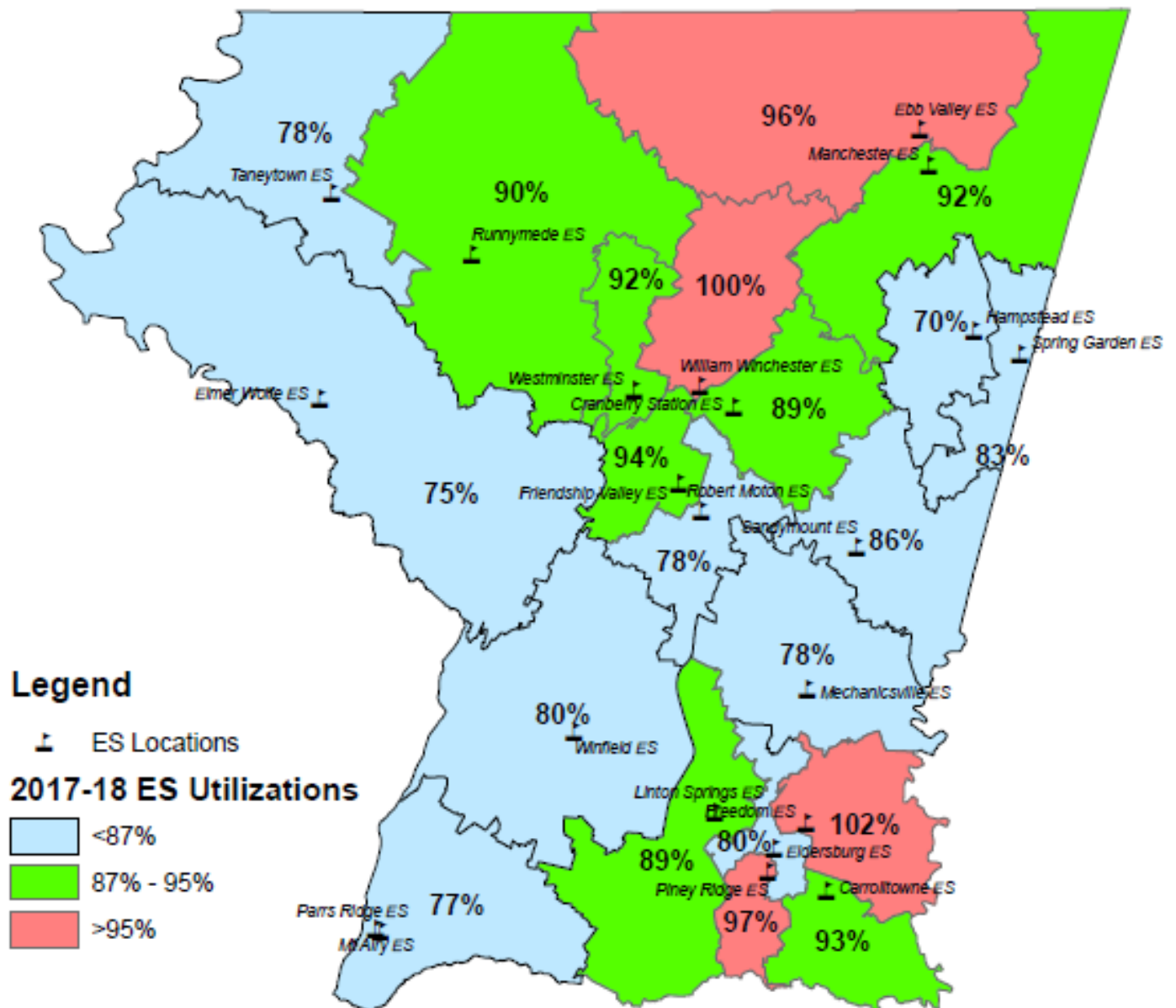
Lines connect Students to a school.
 Lines are drawn as a straight line for visual clarity on the map.
 Actual distance is measured along the street path.
 Assignment of a student to a school is determined by street path distance.

June, 2018

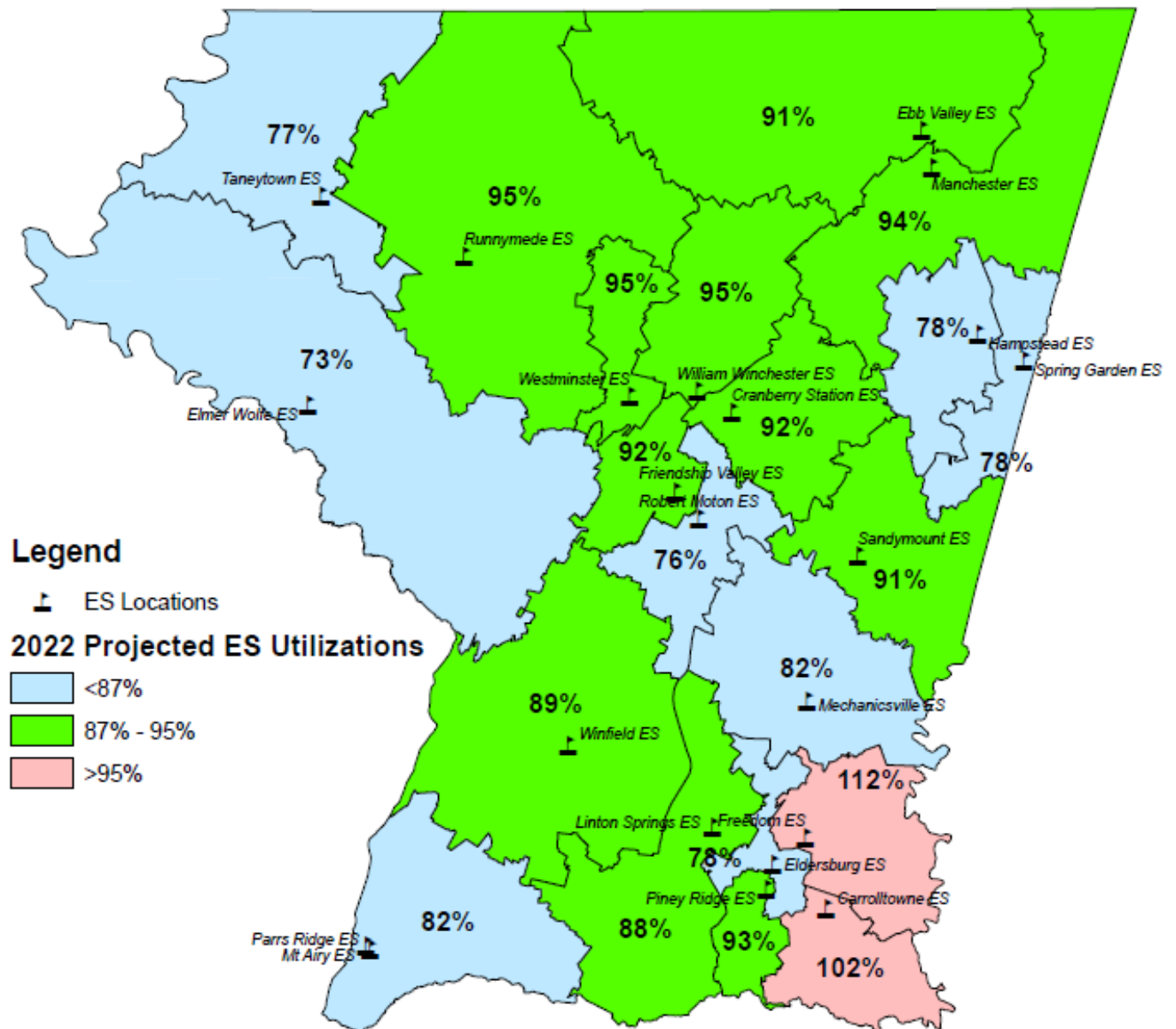
MAP 3b



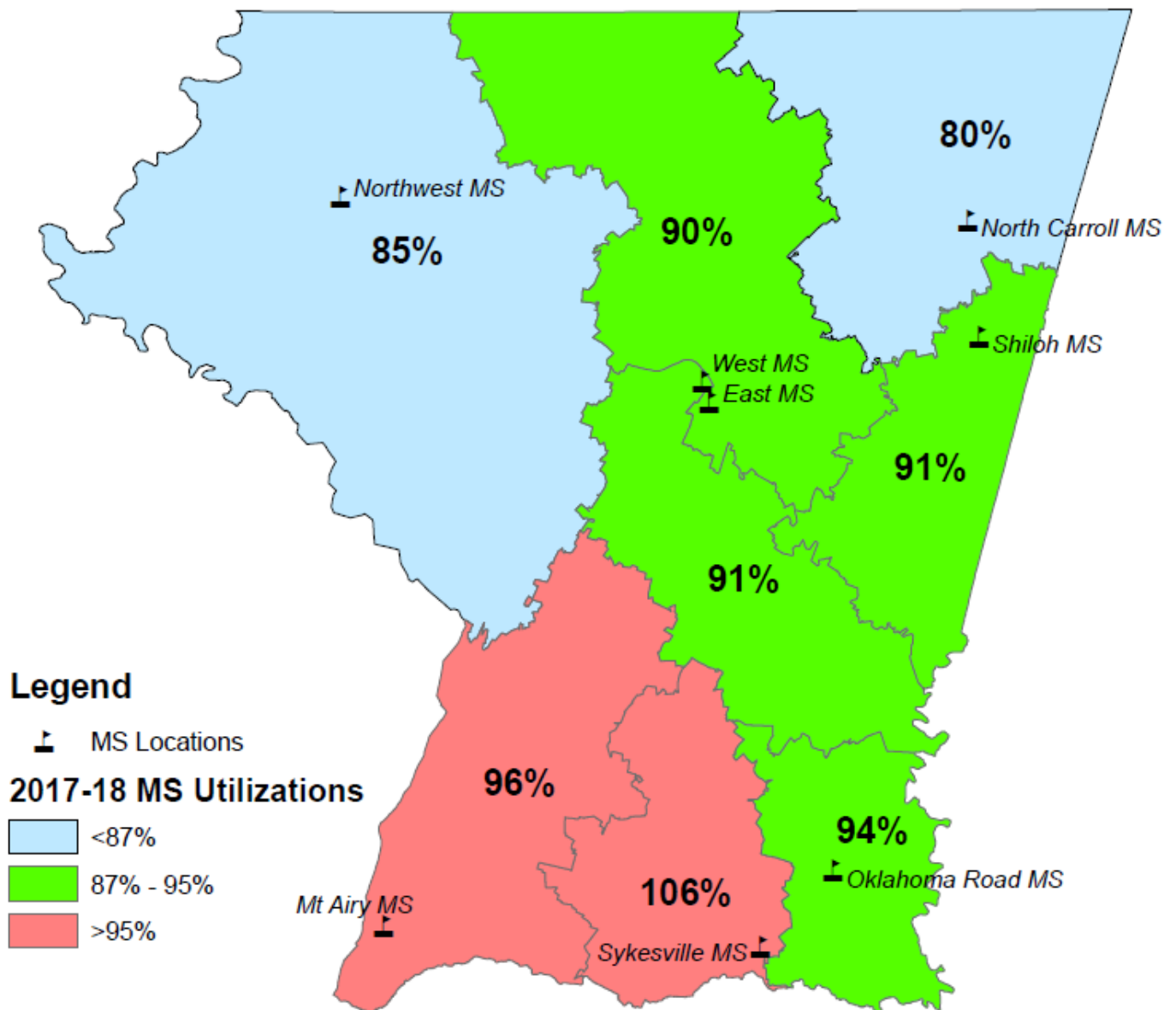
2017-18 Elementary School Utilizations



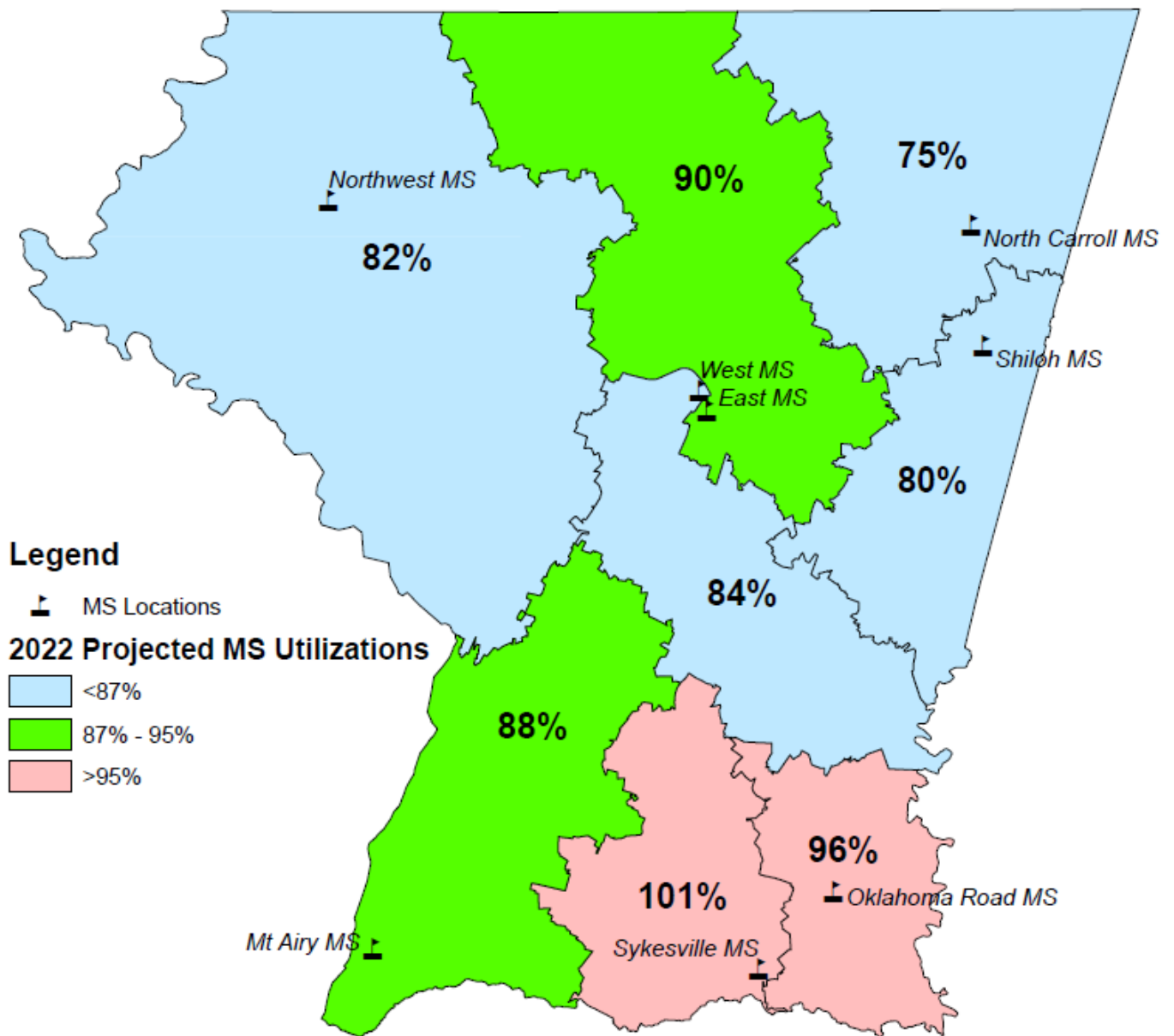
2022 Projected Elementary School Utilizations



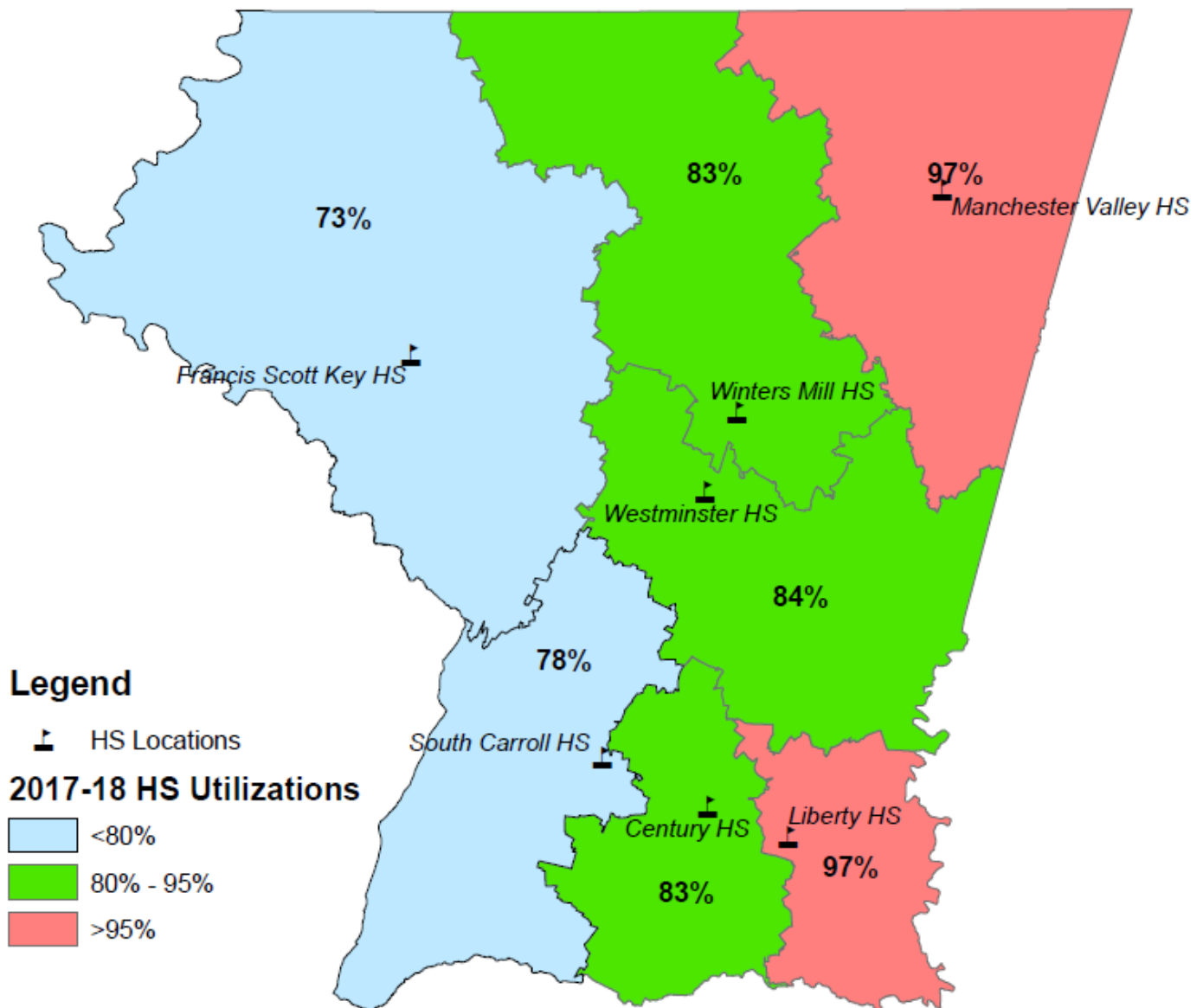
2017-18 Middle School Utilizations



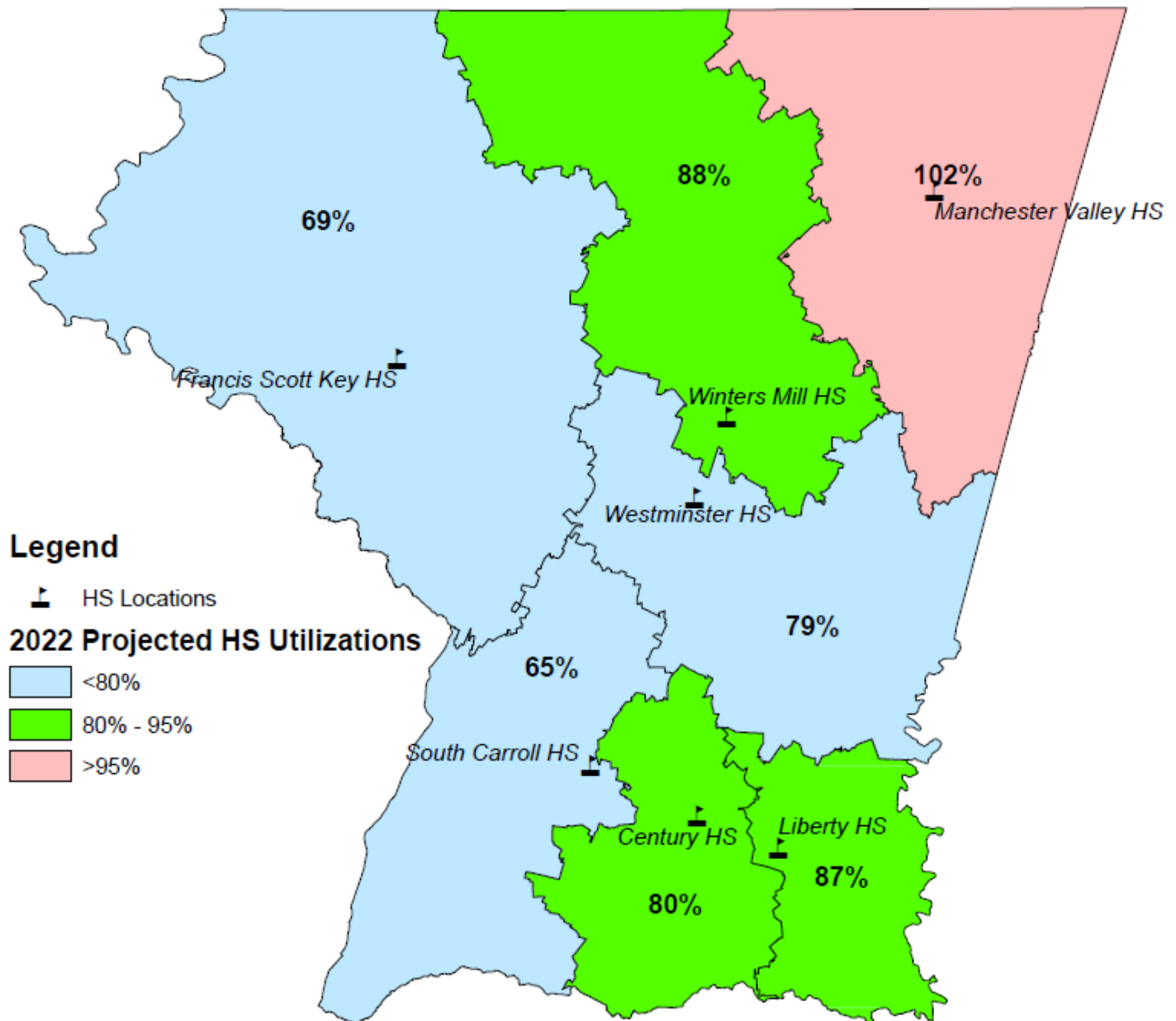
2022 Projected Middle School Utilizations



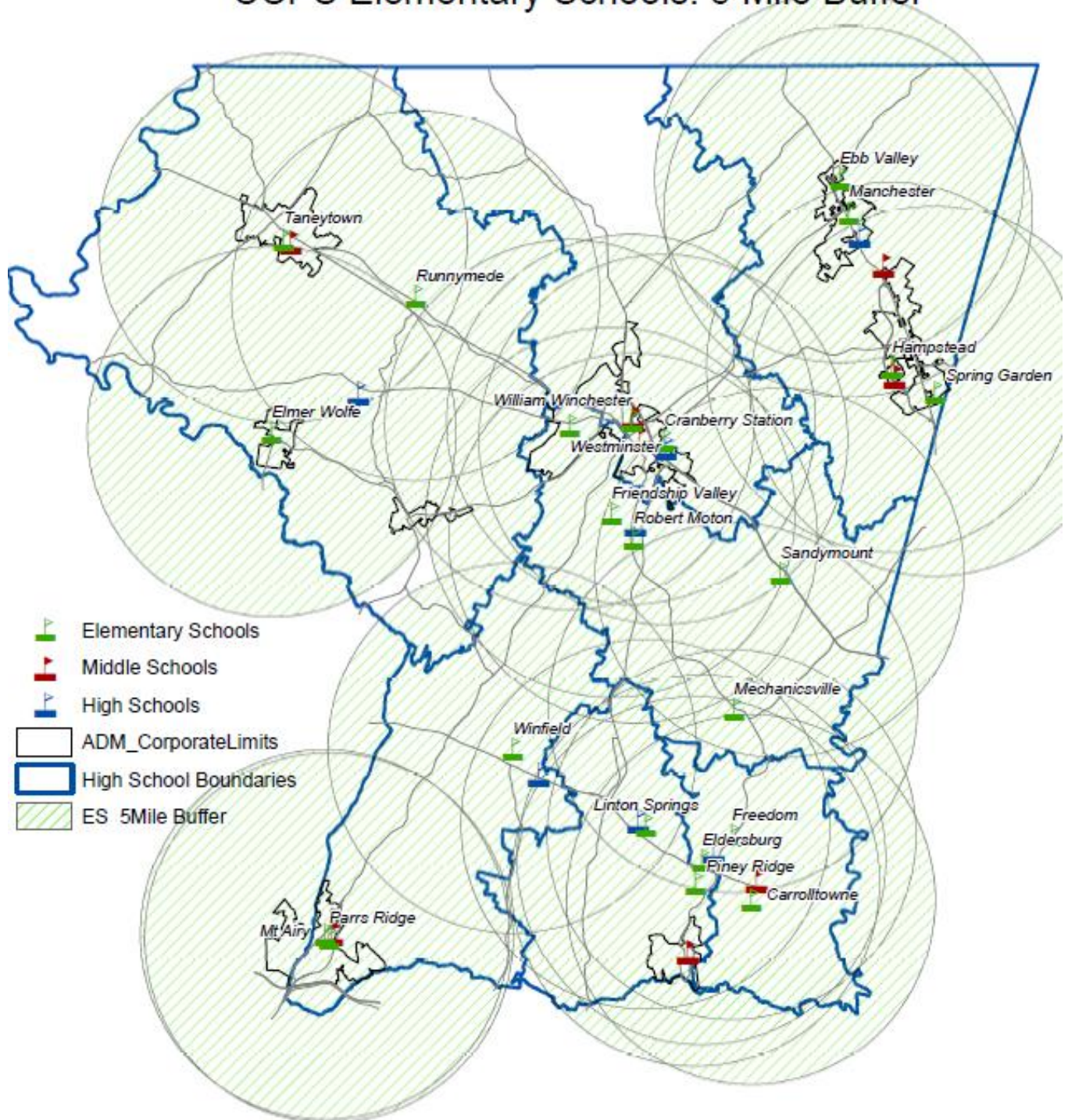
2017-18 High School Utilizations



2022 Projected High School Utilizations



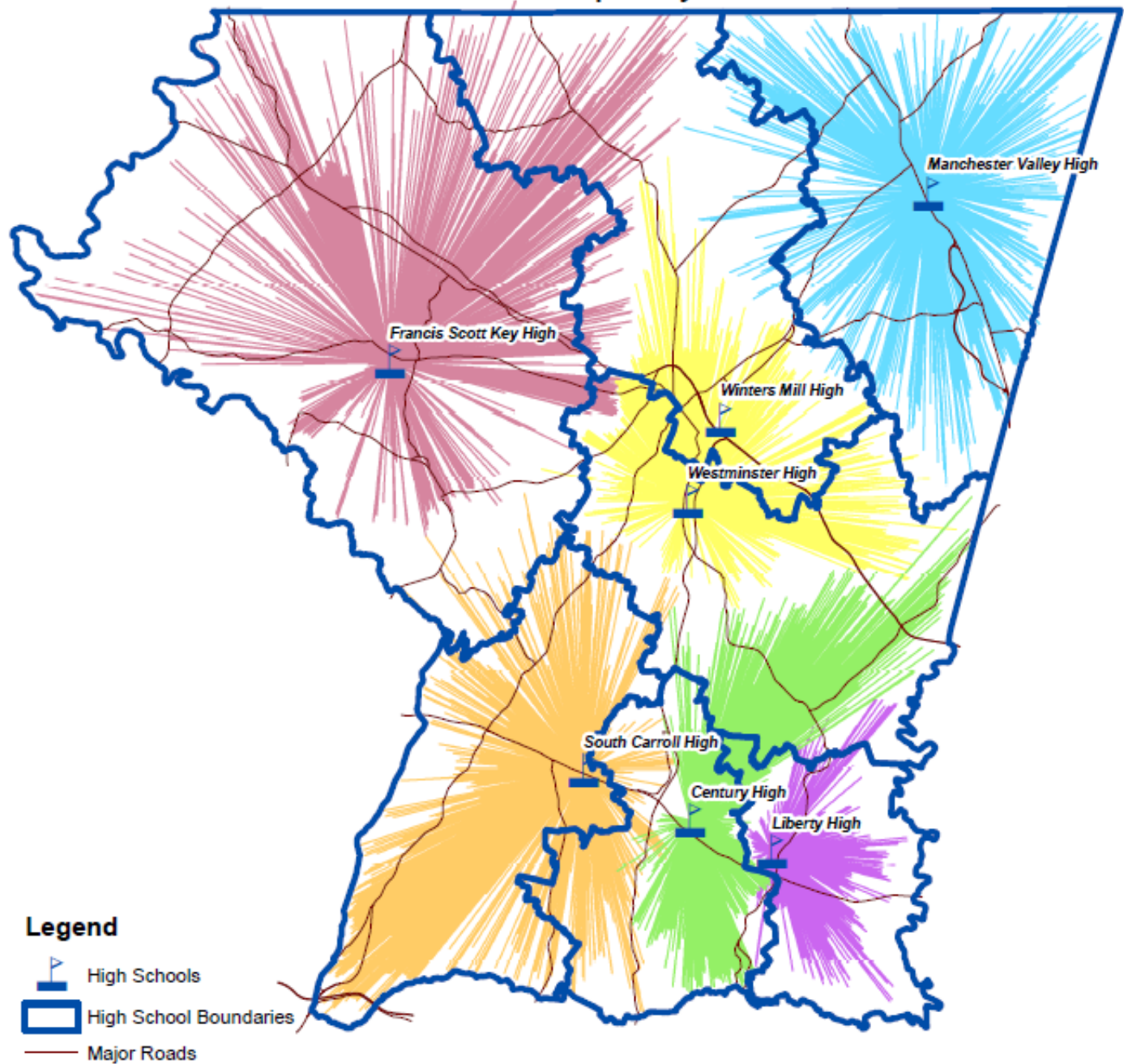
CCPS Elementary Schools: 5 Mile Buffer



Prepared May, 2018

MAP 8

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.

June, 2018