

TJS

FROM	NAME & TITLE	THOMAS J. STOSUR, DIRECTOR
	AGENCY NAME & ADDRESS	DEPARTMENT OF PLANNING 417 EAST FAYETTE STREET
	SUBJECT	CITY SCHOOLS' 2016 COMPREHENSIVE EDUCATIONAL FACILITIES MASTER PLAN-CEFMP

CITY of
BALTIMORE
MEMO



DATE:

TO

July 18, 2016

Sonja B. Santelises, Ed.D.
Chief Executive Officer
200 E. North Avenue
Baltimore, MD 21202

This is to inform you that on July 14, 2016 the Planning Commission approved the Baltimore City Comprehensive Educational Facilities Master Plan (CEFMP) with one amendment to the recommendations. The recommendations are found in the attached copy of the Planning Department Staff Report.

Recommendation number four shall be amended to state: The Department of Planning will work with BCPS and others to pilot accessible, shared facilities.

This document includes the requisite Required Elements for updating the annual Facilities Plan. As required, the document provides an overview of the school system's goals, standards and guidelines; presents a planning analysis of the school district's communities; includes a detailed inventory of school facilities; reviews current and projected enrollment data; and identifies potential future school construction needs. It also reports on the changes to City Schools' programs and facilities that will be implemented in School Year 2016-2017, and presents the road map, or directions, for future decision-making that will impact school facilities. This Comprehensive Educational Facilities Master Plan is the document that serves as a blueprint for the school system's fiscal year 2018 capital budget, which will be presented in detail in the fall of 2016.

If you have any questions please contact Ms. Sara Paranilam, Comprehensive Division Chief at (410) 396-5935.

TJS/WYA/jrl

Attachments

- CC: The Honorable Stephanie Rawlings-Blake, Mayor
 The Honorable Bernard "Jack" Young, President of City Council
 Mr. Colin Tarbert, Deputy Mayor
 Ms. Dawn Kirstaetter, Deputy Mayor
 Ms. Kaliop Parthemous, Chief of Staff- Mayor's Office
 The Honorable Rochelle "Rikki" Spector, City Council Rep. to Planning Commission
 Mr. Keith Scroggins, BCPS
 Dr. Lynette Washington, BCPS



Stephanie Rawlings-Blake
Mayor

PLANNING COMMISSION

Wilbur E. "Bill" Cunningham, Chairman

STAFF REPORT



Thomas J. Stosur
Director

July 14, 2016

REQUEST: City Schools' 2016 Comprehensive Educational Facilities Master Plan (CEFMP)

RECOMMENDATION: Approval with four recommendations

STAFF: Jennifer Leonard

PETITIONER: Baltimore City Public School System (BCPS)

BACKGROUND/HISTORY

The Regulations for the Administration of the Public School Construction Program (under the Maryland State Department of Education, or MSDE) require that Baltimore City Public Schools (BCPS) annually submit an updated and detailed Educational Facilities Master Plan (EFMP). Maryland's school districts are expected to have clearly established master plans for their facilities, and the annual EFMP submittal is the means for updating or reporting any changes to the existing master plans.

This plan is a requirement of the State of Maryland Interagency Committee on Public School Construction (IAC). Traditionally BCPS has submitted an annual EFMP that consisted of an updated master plan. With the 2013 approval of the 10-year, 21st Century Building Plan (Building Plan) however, BCPS submitted a *Comprehensive* Educational Facilities Master Plan (CEFMP), to provide a long-range perspective and a set of goals to be realized over the next five to ten years. The 21st Century Building Plan's approval expanded the scope of BCPS' portfolio review to reflect the school district's effort to ensure that all students have a wide range of quality school options in every area of the city and that all students have the opportunity to attend a healthy, safe, and modern 21st century facility. BCPS has developed new systems to capture detailed data from and about schools and align the portfolio review with other reform efforts.

BCPS currently has 160 buildings and a 2015 enrollment of almost 84,000 students. The Building Plan calls for the renovation or replacement of nearly 140 facilities over several years.

CONFORMITY TO PLANS

This CEFMP is consistent with the City's adopted Comprehensive Master Plan, LIVE EARN PLAY LEARN, specifically LIVE, Goals 1 (Improve Public Schools and Libraries) and 3 (Ensure a Culture of Learning by Enhancing Educational and Vocational Opportunities for all Baltimoreans). The CEFMP is cross-referenced in the Comprehensive Master Plan.

In December 2015, Baltimore City Board of School Commissioners approved the Baltimore City Public Schools' Five-Year Strategic Plan: Excellence & Equity 2020. This plan provides

transparent direction and goals in which progress can be measured, including targets for increased student achievement, sound management, and effective stewardship. The 2016 CEFMP is closely aligned with the mission, vision, goals, and priorities identified in this plan, especially Goal 3 (Climate and Facilities) and Goal 6 (Portfolio of Great Schools).

ANALYSIS

The Planning Commission is required to review the Comprehensive Educational Facilities Master Plan (CEFMP) and updates to that plan on an annual basis. The purpose of the CEFMP is to identify current policies, programs, and community changes; serve as a blueprint to guide BCPS decisions on facilities usage and investments; assist BCPS Departments with programmatic changes as they relate to facilities; and identify priority projects for the 10-year Capital Improvement Program (CIP).

The 2016 CEFMP has six sections: District-wide and Facility Planning Goals and Objectives; Community Analysis – Demographic and Housing Development; Enrollments and Enrollment Projections; Capacity Analysis and Facility Utilization; Facility Condition Analysis; and Policies and Guidance. In addition, the CEFMP includes enrollment projections for ten years and a building conditions assessment. It reports on the changes to City Schools’ programs and facilities, and presents the “road map” for future decision-making that will impact school facilities. The CEFMP also reflects Board-approved amendments to City Schools’ Building Plan, programmatic changes due to alignment with Building Plan amendments and demographic changes, and other annual data updates.

Two components of the CEFMP, required by the Building Plan MOU among BCPS, Baltimore City, Maryland Stadium Authority, and the IAC, are a system-wide *Utilization Plan* and elements of the *Comprehensive Maintenance Plan*.

Utilization Plan

A central goal of the Building Plan is to increase the average utilization rate of BCPS’ buildings. Utilization targets are set to provide a way for the School Board of Commissioners and MOU partners to measure progress in moving towards efficient overall utilization of its buildings with new construction, renovations, and closures. For new replacement schools or major renovations, a utilization target of 85% is optimal. Per MOU requirements, “future IAC projects approvals may be withheld if projected utilization rates do not meet utilization targets” during the annual review. Many factors could impact utilization and make this difficult. Some of these factors are unanticipated delays in construction that delay completion dates, construction cost changes that affect the number of schools completed in Phase I, charter renewal decisions, and unanticipated changes in district enrollment.

The 2015-2016 school year district-wide utilization rate for City Schools is 83%, meeting the Buildings Plan Program Intermediate Milestone of 80%. Although this is up 4 percentage points from last year, this rate is relatively low compared to other jurisdictions in the state. The system-wide rate is impacted by high levels of underutilization among middle, middle-high/Transformation, and high schools with 46%, 51%, and 67% utilization respectively.

Comprehensive Maintenance Plan

The BCPS Comprehensive Maintenance Plan (CMP) outlines the process for providing properly maintained education facilities and identifies goals and objectives of the maintenance program. These goals include maintaining a healthy, safe, and positive learning environment; maximizing the useful life of the buildings; reducing emergency school closings; operating cost-effectively with a focus on energy conservation; decreasing and preventing vandalism, accidents, fires and other safety and security issues, and leveraging the CIP to reduce the backlog of deferred maintenance and perform life-cycle replacements of major building components.

Enrollment Projections – Changes in the 2016 CEFMP

School-level enrollment projections are important for long-range facility master planning. Projections – provided at the District level and for each school – inform Building Plan amendments and provide justification for projections included in the CIP request or Maryland Stadium Authority funded projects. There are important changes in the 2016 CEFMP related to enrollment projections. For the first time, the projected enrollment for kindergarten is calculated using both the projected number of births in the city and a revised method to determine the “capture rate” – the ratio of kindergarten enrollments to city births. It is believed that by multiplying the projected births by this capture rate, the projected kindergarten enrollment number will be more accurate.

This change in methodology, combined with an increase in the number of students in privately-owned charter buildings (due to an increase in charter caps), results in a lower public school buildings utilization rate. In order to meet the agreed-upon utilization rate, this gap means BCPS will need to consider changes in its portfolio. Possibilities include reviewing 21st Century “Year 2 schools” for potential reduction of seats, additional school closures, and additional co-locations for academic and charter programs in underutilized facilities.

This CEFMP, reviewed and approved by the Board of School Commissioners at its June 14, 2016 meeting, also serves as a blueprint for the school system’s fiscal year 2016 capital budget.

RECOMMENDATIONS

As BCPS moves forward on the 21st Century School Building Plan, the Department of Planning encourages stronger coordination between facilities and academic planning. We concur with the CEFMP that school level enrollment is important to long-range facility master planning. For example, we observe in this year’s program that Carver and Dunbar High Schools, which have each had over \$30 million in renovation in the last five years, are extremely under-enrolled. According to the CEFMP, Carver’s utilization rate is 63% and Dunbar’s is 65%. This may be a short-term anomaly, but with three high schools scheduled for complete renovation or new construction in the first year of 21st century construction, it becomes critical that our students are using these buildings.

The Department of Planning also recommends that BCPS conduct a comprehensive review of school zone lines for PK-5th grade schools. Such an evaluation has not been done for over twenty years and the City has changed dramatically in that time. With the Building Plan calling for the closure of some elementary schools, in some cases students will have to travel further than usual to get to a newly-renovated school. Our elementary schools are located with the

intention of being neighborhood based and walkable; however, the district-wide percentage of out of zone K-5th graders is 41% and is dramatically higher in the Southeast and Northeast sectors of the City. As our City population has changed and shifted it becomes necessary to review the school zone lines. Elementary schools can, and should, be the anchor of a residential community and therefore the zone lines need to be based on population and walkability.

Department of Planning recommends that the community space that is part of each of the 21st Century School buildings be designed to afford as much flexibility as possible. While siting of the community-accessible space is important to maintain security of the school, the programming of the space will likely change over the long period of time that the school building is in service. Flexibly-designed space will allow for this natural change in programming needs.

The Department of Planning is interested in working with BCPS and others to explore opportunities to create a pilot program for accessible, shared schoolyard space that allows community use of important public resources such as schoolyards, playgrounds, sport fields, etc. outside of school hours.

Notification: Baltimore City Public Schools, the Mayor's Office, and partners of the INSPIRE school neighborhood planning program have been notified of this action.



Thomas J. Stosur
Director