



Education

Facilities Management Planning Guidelines

*Abbott District Five-Year
Facilities Management Plans*

Prepared for the

New Jersey Department of Education

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OVERVIEW

These guidelines are intended to assist the Abbott districts in the preparation of their Five-year Facilities Management Plans in order that both the districts and the State will fully comply with the facilities requirements of Abbott v. Burke decision by the New Jersey Supreme Court. The guidelines describe the process by which the districts should complete an educational adequacy assessment of their existing facilities, and indicate a wide range of options that districts should consider during the planning process. The guidelines include a summary of the information required to be included in each district's plan, submittal timelines, and evaluation criteria that will be used by the DOE in reviewing each submittal. In addition, formatting requirements, as determined by the facilities management software that will be made available to the districts to develop and report the plans, will be indicated.

Background

In its May 1997 ruling in Abbott v. Burke, the New Jersey Supreme Court directed the Department of Education to "Review the facilities needs of the twenty-eight Abbott districts, ... provide recommendations concerning how the State should address these needs... including consideration of appropriate and alternate funding, as necessary." Recognizing that adequate school facilities would play a critical role in the success of school reform efforts and in improving student achievement in the Abbott districts, the Department commissioned a detailed facilities needs assessment, The Vitetta Group's New Jersey Abbott District Facilities Assessment, consulted with recognized experts in the field, and examined policies and procedures employed in other states. These efforts culminated in the department's own report to the court entitled A Study of School Facilities and Recommendations for the Abbott Districts.

That report contained the department's recommendations covering all aspects of school facilities including health and safety, educational adequacy and efficient construction, design, management and financing. The recommendations for educational adequacy were developed to ensure that all Abbott students are taught in safe and healthy school buildings with an adequate number of appropriately sized classrooms to accommodate low pupil to teacher ratios in a technology-rich environment. They ensure that students will have access to specialized educational spaces such as media centers and gymnasiums as well as computer labs, science labs and spaces for the arts at the appropriate stages of their educational development. They provide space for administration and student support services, and they provide space to support whole school reform and supplemental programs. Our strong commitment to this effort was reflected in our recommendation that all necessary improvements should be 100 percent state funded.

The Court's May 1998 decision ruled that the department had substantially complied with its instructions regarding facilities. Thus, the Department's recommendations and the text of the Abbott decision itself form the basis of NJAC 19:A-5.1, regulations which have been adopted to govern the implementation of the facilities aspects of Abbott.

The Court's decision specifically required the correction of the deficiencies cited in the Vitetta study, giving priority to emergent health and safety deficiencies, and to providing electrical power and distribution to allow the implementation of the State's educational technology plan. In addition, the courts required the construction of new classrooms to relieve overcrowded conditions in the Abbott schools, but not before each district completes an enrollment projection and a Five-year Facilities Management Plan (FMP).

The Court opined that... "the plan will enable the State and the district(s) to work together to determine how to make the 'best use' of existing space...[and] after reviewing grade level configurations, school sending areas, school sizes, and each districts individualized need for instructional space, assist in making the site-sensitive decision" regarding the feasibility of renovation versus replacement of existing school buildings.

In its ruling, the Court accepted the educational adequacy standards that have been promulgated by the DOE. These standards were stated in the department's 1997 Study..., and in more detail in the Facilities Financing System that was developed as required by the CEIFA Act of 1996 and was submitted to the courts and to the New Jersey Legislature in February 1998. While the court concurred with the DOE that specialized spaces for elementary and middle school art, music and science were not indispensable, it authorized each Abbott school or district to demonstrate the need for additional specialized spaces if they determine that such rooms are **educationally necessary based on particularized needs**. The DOE was directed to review a local district determination, and to provide funding for these spaces whenever such need is demonstrated.

The districts have been directed to complete an enrollment projection that includes three and four year olds through the 2003-4 school year. While the state was directed to prioritize construction projects for early childhood programs, the court recognized that the timeline for the five-year facilities management plans would not accommodate its timeline for implementing early childhood programs, and thus expressly recognized the need for temporary facilities. The court instructed the Abbott districts to cooperate and coordinate efforts with existing community-based providers of these services wherever practical.

The court endorsed the State's approach to financing Abbott school facilities costs through a centralized state-level building authority. The State was directed to fund the complete cost required to remediate the infrastructure and life-cycle deficiencies cited in the Vitetta Study, and to provide classrooms to correct capacity deficiencies in the Abbott districts.

Facilities Management Plan

The Facilities Management Plan is critical to the successful compliance with the Supreme Court order by the State and by the Abbott districts. In developing a Facilities Management Plan, each Abbott district will devise a strategy to completely address its facilities needs within the next five years.

These facilities needs include the correction of code, life-cycle and functional deficiencies in the existing building infrastructure that have been identified, the elimination of capacity deficits, and providing program spaces educationally adequate for the achievement of the Core Curriculum Content Standards.

The development of the FMP must proceed according to objective facilities planning standards and cost calculation methods that have been established by the DOE. This will help to provide an equitable basis for remediation among the twenty-eight Abbott Districts that is also consistent with facilities standards that are employed statewide to define the State's obligation to provide a thorough and efficient education for all students in New Jersey.

Working with a community-based Facilities Advisory Board (FAB) each district will be required to complete a comprehensive needs assessment, and to identify a wide range of possible solutions to address those needs. These solutions must include non-facilities options, such as extended day and year-round schooling, redistricting, and collaborations with non-district community organizations and institutions, as well as options for renovated and newly constructed district facilities. The district and the FAB must carefully evaluate these options and select the most cost-effective solutions to incorporate into the Facilities Management Plan.

Each district's plan must include an implementation schedule and phasing plan that meets the milestones and five-year horizon for remediation accepted by the court. This will include proposed temporary and permanent facilities solutions and annual construction budgets. Further, plans must coordinate with requirements for early childhood education and Whole School Reform as required by NJAC 6:19A-3, as well as with the implementation of the statewide technology plan.

Finally, the Facilities Management Plan should indicate appropriate procedures and funding levels for ongoing maintenance of the renewed Abbott District facilities, acknowledging that persistent funding beyond the five-year remediation period will be required to avoid future recurrence of facilities deficiencies in these districts.

Facilities Management Software

In order to assist both the Abbott districts and the state with the design, preparation and evaluation of their Facilities Management Plans, the Department of Education, is working with the Vitetta Group, and their consultant, Vanderweil Facilities Advisors to adapt their Facilities Management Software to the task at hand.

VFA software is in use by numerous large institutions, school districts and state agencies in the United States to manage facilities conditions on an ongoing basis, to plan both routine maintenance and major capital improvements, to set strategic goals and to develop accurate budgets for facilities improvements. The software functions as a planning tool by managing vast amounts of building condition data and by providing consistent and accurate cost information for alternate scenarios during the planning process. The cost implications of facilities decisions, and the facilities impacts of budget decisions, can be quickly and accurately estimated.

For the Abbott FMP project, the VFA software will incorporate the completed and corrected facilities deficiency data collected on the Abbott Facilities for the 1997 assessment, will assemble and report it on a building, project, or trade basis, and will enable the correction of these deficiencies to be tracked and reported. It will assist in determining whether existing or proposed spaces and buildings meet or exceed the educational adequacy standards defined in the DOE facilities models, and thus help to determine funding eligibility. By combining an educational adequacy determination with estimates for the repair costs, the software will help the districts and the Department to make the site-sensitive determination of the feasibility of renovation of existing facilities versus replacement.

The usefulness of the software will extend beyond the initial development of the FMP to track progress towards completion of the projects, and to effectively manage the renewed Abbott Facilities going well beyond the initial five-year project duration. The software will reside in a DOE-based server and made available to the districts on a confidential basis via the Internet. In this manner, effective facilities planning and management by the Abbott districts, reporting to and oversight by the DOE can be accomplished simultaneously.

The Department of Education Facilities Funding Model

The December 1996 adoption of CEIFA required Department of Education to develop objective standards for educational facilities necessary to fulfill the states obligation to provide its students with a thorough and efficient education as defined by the Core Curriculum Content Standards.

To meet that requirement, the DOE has developed ~~prototypical building space programs~~ for a 500-student pre-K through grade 5 elementary school, a grade 6 through 8 middle- school for 670 students, and a 900-student high school for grades 9 through 12. (See appendix). Appropriately sized spaces for general and special education, specialized instructional spaces consistent with the DOE's 1997 Study of School Facilities... and space for administration and support were provided in each prototypical school. Specific spaces for supplemental needs in Abbott districts, including offices for guidance, a facilitator, a parent liaison, dropout prevention, community service, and security, were provided for model schools for those districts. Total program areas were then multiplied by factors for utilization efficiency as well as circulation, storage and mechanical spaces. The resulting gross building areas were used to derive a square-foot-per-student space standard for each of the three school types. This square foot per student allocation, together with an assumed cost per square foot for general construction, excluding add-ons for professional fees, site development and issuance costs, is intended to serve as a statewide standard for school facilities funding.

The square foot per student factor is used to calculate each district's number of unhoused students and the approved cost for new construction at each grade level (elementary, middle, and high school). This analysis should point out inefficiencies in existing facility utilization that could be addressed by reallocating space within each school, as well as by redistricting within grade levels, which must be addressed in the planning process.

The program spaces in the facilities models will also function as minimum requirements. The cost of providing the spaces in the DOE model, either by new construction or renovation, would be funded in cases where the approved cost calculation, based on gross square feet per pupil, does not support needed classroom space capacity or specialized program spaces as required. In addition, the prototypes will need to be adjusted to accommodate school sizes and grade-level configuration that differ from those indicated in the model.

Per the court's requirement, the Abbot districts will be provided the opportunity to demonstrate that specific additional spaces not provided in the DOE facility prototypes are educationally necessary based on the particular need of local students. The districts must provide separate justification based on facility use and operating efficiencies to support the use of dedicated space for such programs.

The Facilities Funding Model also defines a ceiling for approved costs for building renovations based upon a percentage of replacement cost that increases with a building's age up to 85% for buildings over 40 years old. Together with the ability of the VFA software to accurately estimate renovation costs, this formula will help districts to accurately assess the feasibility of renovation versus replacement. Because renovation funding is only available for individual buildings every 15 years unless extraordinary circumstances apply, these projects should be comprehensive in nature.

Inasmuch as the DOE Facilities Funding Model has been accepted by the Courts as the primary basis for compliance with the facilities portions of the Abbott decision, it is important that the Facilities Management Plan prepared by each Abbott district be responsive to its parameters.

Facilities Advisory Board

The role of the Facilities Advisory Board is critical in ensuring the validity of each district's Facilities Management Plan, since an important determinant of efficiency is responsiveness facilities planning to individual districts needs. Board members should use their knowledge of specific conditions operating in each community to provide input on a community particular needs, on the availability of existing community-based programs, resources and facilities that may be employed to address the districts needs, and to critically review planning options and proposals put forward by district personnel and professional consultants. It is also important that the decision making process that leads to a final plan be memorialized, in order to build consensus behind the final recommendations and ensure commitment to its realization.

INTRODUCTION TO GUIDELINES

The following is an outline of the procedures to be followed by each local Abbott school district in the development of a five-year facilities management plan as required by N.J.A.C. 6:19A-5.1. In accordance with the requirements of N.J.A.C. 6:19A-5.1(a), the Facilities Management Plan must be endorsed by the district's facilities advisory board and be submitted to the Commissioner for review and approval on or before January 15, 1999. The guidelines which follow shall be followed by each Abbott District pursuant to N.J.A.C. 6:19A-5.1(f).

Reference is made herein to the *Vitetta Assessment* which was submitted to the New Jersey Supreme Court pursuant to the Court's May 14, 1997 ruling in *Abbott v. Burke*. It should be noted that such references include not only the report submitted to the Supreme Court, but also the underlying data from which the report was generated. All data which was previously collected by districts as part of the Vitetta Assessment have been transferred to a facilities database which will be utilized as part of the facilities management planning process in conjunction with *VFA.Facility* and *Project Builder*, facilities management applications software.

These guidelines also make periodic reference to the use of *VFA.Facility* and *Project Builder* as part of the planning process. Districts will be provided with separate, more detailed direction regarding the use and application of these facilities management (FM) software components prior to the scheduled deployment of the software. Districts will also be advised on specific hardware and communications requirements, and will be provided with training in its use and application.

Due to the limited time available for completion of the facilities management planning process, Districts are encouraged to review these guidelines quickly and immediately undertake any activities that do not require use of FM software. Such activities include all those identified in Sections 1 and 2 of this Part of the guidelines, but may also include and some activities listed under other Sections. (*Districts may also logically assume that any activity indicated to start prior to October 15, 1998 in the project schedule would not require use of the software.*) To assist districts in planning, activities which require the use of FM software have been so identified wherever possible with an asterisk (*).

It should also be noted that some activities must precede others. A process flow chart has been developed to assist districts in understanding and planning the Facilities Management Planning process (See Figure 1). A suggested project schedule, (which is based on the relationship of activities described in these guidelines) has also been developed for use by districts (See Appendix)

Questions regarding the procedures outlined in these guidelines should be directed to:

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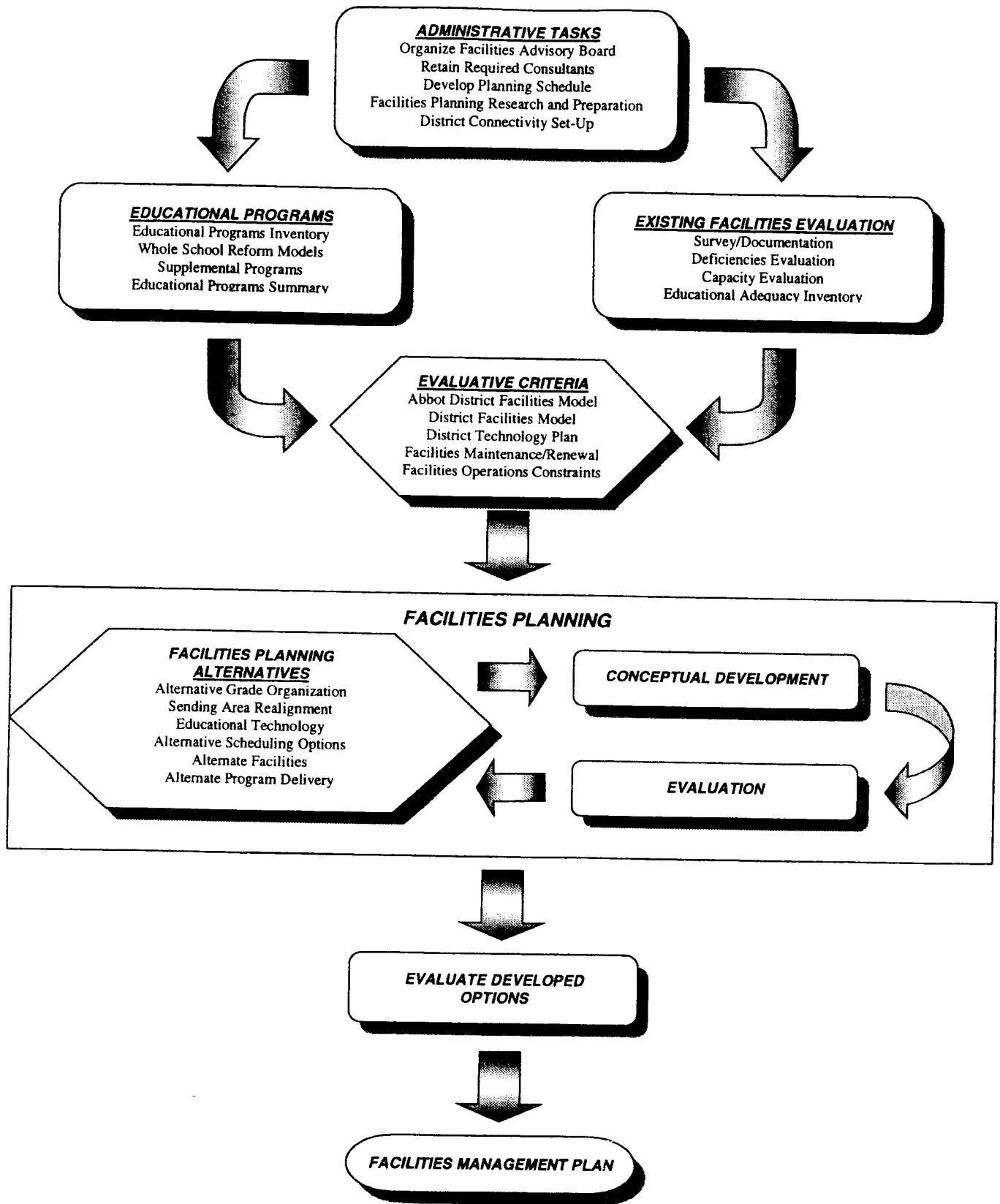


Figure 1 – Facilities Management Planning Flowchart

1. ADMINISTRATIVE ACTIVITIES

The following administrative activities shall be undertaken by the District immediately in order to prepare for initiation of the facilities management planning process:

- (a) **Organize Facilities Advisory Board** – Districts shall assemble a facilities advisory board, in accordance with the requirements of N.J.A.C. 6:19A-5.1(c), to assist in development of the Facilities Management Plan. In addition to district administrators, the facilities advisory board shall include:
1. Parents
 2. Teachers
 3. School-level administrators
 4. Representatives of community groups
 5. At least one member of the School Review and Improvement (SRI) Team assigned to the district pursuant to N.J.A.C. 6:19A-1.3.
 6. A licensed architect and engineer retained by the district for completion of the FMP (see item 1(b) which follows).

The Facilities Management Plan (FMP) adopted by the district must be endorsed by the facilities advisory board in accordance with the requirements of N.J.A.C. 6:19A-5.1(a) 3. Organizational procedures for the functioning of the committee shall be determined, and a meeting schedule allowing for periodic review of plan development by the board shall be established as part of the overall FMP schedule. Minutes of all facilities advisory board meetings shall be recorded and included as an attachment to the districts Facilities Management Plan.

- (b) **Retain Required Consultants** – In accordance with the requirements of N.J.A.C. 6:19A, at least the following consultants shall be retained by the district to assist in completion of the FMP.
1. A qualified demographer (N.J.A.C. 6:19A-5.1(b))
 2. A licensed architect (N.J.A.C. 6:19A-5.1(c)), or
 3. A licensed engineer (N.J.A.C. 6:19A-5.1(c))

Each district must also assess its ability to support the set-up and maintenance of required information technology systems to determine whether additional consultant services may be necessary.

- (c) **Develop Facilities Management Planning Schedule** – Due to the complex relationship and wide range of activities and participants included, districts shall develop and maintain an overall schedule for completion of the FMP process. As noted in the introduction, a sample schedule has been appended to these guidelines to assist districts in that regard. It is recommended that the schedule be developed immediately upon assembly of the facilities advisory board.
- (c) **Facilities Planning Research and Preparation** – Advance preparation and research related to the facilities planning activities identified in Section 5 of these guidelines, including identification of available non-district resources shall be undertaken.

(e) **District Connectivity Set-Up** – In preparation for deployment of the internet based facilities management solution, districts shall undertake the following:

1. Assemble the required information technology hardware by October 15, 1998.
2. Arrange for the required ISP internet connection by October 15, 1998.

Reporting Requirements: In order to keep the Department of Education apprised of the progress of these administrative activities, districts shall prepare and submit the following:

1. Biographical information on Facilities Advisory Board Members – Submit to the Department no later than October 15, 1998.
2. Facilities Management Planning Schedule – A schedule for completion of all activities required by these guidelines shall be submitted to the Department of Education no later than October 15, 1998. Either the scheduling template included with these guidelines or another format may be utilized. The planning schedule shall include all activities as outlined in the template and as required for the district's own planning needs. The planning schedule shall include provisions for indicating progress, and shall be updated periodically. The current planning schedule shall be reviewed with the Facilities Advisory Board and attached to Facilities Advisory Board meeting minutes. Scheduled meetings of the Facilities Advisory Board shall be incorporated into the planning schedule.
3. Minutes of Facilities Advisory Board meetings shall be recorded and submitted to the Department of Education.

2. EDUCATIONAL PROGRAMS SUMMARY

Districts shall summarize their current vision of educational programs in sufficient detail so as to serve as an educational model for use as the basis of facilities planning activities. At a minimum, the Educational Programs Summary Report shall include the following:

Commentary: It is anticipated that the development and implementation of some educational programs may require further research, and that the Five-Year Facilities Plan will therefore allow such programs to be phased in over time. Districts will be allowed to revise their plans as necessary and practical to reflect the evolving nature of educational programs development.

- (a) **Educational Programs Inventory** – An inventory of all existing or proposed educational programs offered by the district shall be assembled. The inventory shall include the following components:
1. A description of the curriculum of each existing or proposed program offered in each school in the district
 2. Identification on a school-by-school basis of whether the subject is taught:
 - i. In a general education classroom or a specialized classroom
 - ii. By a grade-level or specialized teacher
 3. For existing programs taught in specialized spaces not included in the Abbott District Facilities Models, provide justification of individual courses based on alignment with the Core Curriculum Standards.
 4. In addition to the above, for all courses taught in dedicated classrooms, and for newly proposed programs which require specialized spaces not included in the Abbott District Facilities Model, provide justification in terms of delivery efficiency, educational outcome, and identification of local needs assessments which indicate that such programs are educationally necessary
- (b) **Whole School Reform Models** – Wherever possible, districts shall identify their choice of Whole School Reform (WSR) model(s) and implementation schedules. Identify associated facilities needs in collaboration with model development and relate to WSR implementation schedule. Districts that have elected to defer selection of a WSR model shall so indicate.
- (c) **Additional Supplemental Programs** – Districts shall identify any Supplemental Programs which are being proposed or considered.
- (d) **Educational Programs Summary** – In addition to information required above, include selected grade level organization. Justify organizations that do not conform to the 1998 Debt Service Proposal CEIFA Model (Pre-K through 5, 6-8, 9-12).

Reporting Requirements: The Educational Programs Summary Report shall be submitted to the Department of Education for review and acceptance no later than October 22, 1998.

3. EXISTING FACILITIES EVALUATION

Each district shall undertake an evaluation of all existing educational facilities as well as any other district-owned facilities which are unused and which are potential educational facilities. The scope of the existing facilities evaluation includes the following activities:

Commentary: The existing facilities evaluation is a broad-based survey and evaluation process which will generate a wide range of information on existing facilities for use in facilities management planning. Standardized survey instruments will be generated from the FM software database, and collected data will be input directly into the FM software database, which may be used for subsequent analysis and reporting.

- (a) **Existing Facilities Survey/Documentation** –The following information gathering activities shall be undertaken:

Commentary: In order to complete the Facilities Management Plan, additional data, beyond that collected in the Vitetta Assessment is required. To the greatest extent possible, existing facilities records maintained by the district should be utilized. Depending on the age, accuracy, and completeness of those records, some of this information may require additional survey. It is recommended that any existing records be spot checked to verify their accuracy.

1. Existing Site and Floor Plan Verification – Existing Uniplans shall be compared to current actual conditions. Any differences shall be noted.
2. Site and Floor Plan Updates – Existing Uniplans shall be updated to reflect current conditions.

Commentary: Importation of various drawing formats, including CAD drawings, will be supported by FM software. Districts are encouraged to make the best use possible of this available technology to build an effective facilities management tool.

3. Existing Facilities Inventory* – Data required for completion of the Educational Adequacy Inventory (see Section 3, item (d)1) shall be collected and recorded. Utilizing reports generated from building inventory data collected during the Vitetta Assessment (see FM software instructions), districts shall survey all existing or potential educational facilities. Complete inventories shall be compiled for any room/area which was not included in the previous Vitetta Assessment, including all core, administrative, and building support and circulation facilities.

For each existing room, space, or area, the following information shall be collected or verified on a school-by-school basis:

- i. Floor Number
- ii. Room/Area Number - Based on a permanent room numbering system and, to the greatest extent possible, consistent with existing Uniplan numbering
- iii. Actual Room/Area Number as currently used by the district
- iv. Room/Area Name or Designation – Selected from standardized list of options built into FM software

- v. Current Room/Area Educational Use – Subjects taught
- vi. Current Room/Area Grade Usage
- vii. Room/Area Square Footage – Area of actual room/area including self-contained toilets or storage facilities
- viii. Ceiling Height – Floor to finished ceiling or lowest point of roof structure
- ix. Utility and Equipment Data – Including dedicated toilets, sinks, etc.
- x. Technology Ready Provisions – Determination of whether adequate power and data capacity and distribution systems exist to support the district’s technology plan

As part of the existing facilities inventory, districts shall also collect the following information as applicable:

- xi. Gross building square footage for each building and total acreage for each site shall also be verified and recorded.
- xii. Excess Room Square Footage – For each room/area, any existing conditions which cause the square footage of a specific room or area to exceed the square footage specified in the Abbott District Facilities Model shall be noted and the corresponding increase in square footage identified. *(Examples of such existing conditions might include self-contained toilets, cloak rooms, or other special facilities which are not required by the Abbott District Facilities Model.)*
- xiii. Excess Building Square Footage – For each facility, any existing conditions which may cause the square footage of a specific facility to exceed the square footage per student specified in the Abbott Facilities Model shall be noted and the corresponding increase in square footage identified. *(Examples of such existing conditions might include excessively wide corridors, oversized mechanical spaces, etc.)*
- xiv. Efficiency Data - For each educational facility, and for each grade level, the gross square feet provided per student (GSF/student) shall be calculated.

All new or corrected building inventory data shall be entered into the FM software database. (See FM software instructions)

- 4. Verify Deficiencies Status – The status of any facilities deficiencies which were identified in the Vitetta Assessment which are believed to have been corrected or otherwise remedied shall be confirmed.
- 5. Supplemental Deficiencies Survey – Any deficiencies which were inadvertently omitted from the Vitetta Assessment shall be identified and recorded.
- 6. Supplemental Facilities Survey – Facilities which were acquired or constructed since completion of the Vitetta Assessment by the district shall be surveyed and documented in accordance with items (a)1 through (a)3. In addition, a complete survey of deficiencies, conducted in accordance with the procedures of the previous Vitetta Assessment, shall be compiled and recorded.

- (b) **Existing Facilities Deficiencies Evaluation*** – Existing and newly collected deficiencies data shall be manipulated and analyzed as described below utilizing FM software. (See FM software instructions) The outcome of the Existing Facilities Deficiencies Evaluation will be a current report of existing facilities deficiencies including a relative prioritization of those deficiencies.

The existing facilities evaluation consists of the following activities:

1. **Update Facilities Deficiencies Database** – Any new or corrected building inventory and deficiencies data shall be added to the FM software database.
2. **Categorize Existing Deficiencies** – Evaluate and categorize deficiencies identified in previous the Vitetta assessment in regard to the following:
 - i. Deficiencies that appear, in the opinion of the district’s architect/engineer, to be emergent conditions (i.e. urgent, requiring immediate action) which directly affect health and safety of the children.
 - ii. Deficiencies which are deemed to also negatively impact the educational adequacy of the facility. (*Examples include inadequate lighting levels, inadequate power to support required technology systems, plumbing deficiencies in kindergarten toilets rooms, etc.*)
 - iii. Deficiencies which may not require remediation under the rehabilitation subcode of the Uniform Construction Code (N.J.A.C. 5:23-6) and that, in the opinion of the district’s architect/engineer do not require remediation. (*It should be noted that because application the rehabilitation subcode is dependent on the scope of construction activities, it may not be possible to complete this activity until later in the planning process when specific scopes of work at individual buildings have been identified.*)
 - iv. Deficiencies that have been corrected.

Reporting Requirements: Existing Facilities Deficiencies Report - Submission of this report to the Department of Education is required by N.J.A.C. 6:19A-5.1 (e). Reporting shall also include separate listings of any deficiencies from the Vitetta Assessment to which corrections or additions have been made, including explanation of the modifications made. Reports shall be submitted to the Department no later than November 6, 1998.

- (c) **Existing Facilities Capacity Evaluation** – In order to determine specific requirements for additional instruction and support spaces, the capacity of all existing educational facilities and the number of unhoused students shall be determined as follows:
1. **Enrollment Projections** – Districts shall develop five-year enrollment projections (utilizing the cohort survival methodology) delineated by grade level and including three-, four-, and five-year-old residents, through the 2003-2004 school year. Enrollment projection data shall be entered into the FM software database. (See FM software instructions)

Commentary: Enrollment projections shall be based on a five-year database including the current school year. Enrollment projections based on a three- or ten-year database may be developed and utilized provided an acceptable explanation for their use over the five-year sample is provided. For districts with no cohort data on three- or four-year old residents, survival rates shall be extrapolated as a function of the live birth to K and K to first grade survival ratios.

2. **Determine Existing District Capacity*** – Based on Abbott District Model, the educational capacity of each existing educational facility to support the proposed educational programs shall be calculated and the total district educational capacity shall be determined. (See FM software instructions)

For purposes of determining existing district capacity, the following guidelines shall apply:

- i. Classrooms less than 600 square feet in area shall not be included in the capacity calculation.
 - ii. The capacity of any classroom, regardless of area, shall not exceed that specified in the Abbott District Facilities Model for the current grade usage. The minimum educational capacity of any standard instructional space shall be 21.
 - iii. For classrooms less than the minimum area specified in the Abbott District Facilities Model, the capacity shall be prorated based on the SF/student ratio established by the specified capacity and the specified minimum classroom area.
3. **Unhoused Student Calculation*** – Based on items (c)1 and (c)2, districts shall calculate the number of unhoused students at each grade level in accordance with the 1998 Debt Service Proposal. (See FM software instructions) Unhoused student calculations shall be summarized in accordance with the CEIFA grade organization structure or by the proposed grade organization of the district.

Reporting Requirements: Existing Facilities Capacity Evaluation Report - Reports shall be submitted to the Department no later than November 6, 1998.

- (d) **Educational Adequacy Inventory*** – Evaluate adequacy of existing facilities in regard to ability to support core curriculum requirements as determined by the Abbott District Facilities Models. Submission of this report to the Department of Education is required. (N.J.A.C. 6:19A-5.1 (d)). The educational adequacy inventory shall consist of the following component activities:
 1. **Educational Facilities Inventory** – A complete inventory of all existing educational facilities shall be compiled in accordance with the requirements of item (a)3 above.
 2. **Educational Adequacy Evaluation** – Following compilation of the Educational Facilities Inventory, the following evaluations shall be completed:
 - i. Existing rooms which do not currently meet the minimum room area requirements of the Abbott District Facilities Model for their current educational use shall be identified.
 - ii. Rooms which do not satisfy the requirements of N.J.A.C. 6:22 in regard to ceiling height, toilet facilities, or potable water requirements shall be identified.

- iii. Rooms which are not currently ready to support the district's technology plan shall be identified.
- iv. Rooms with current uses that are not identified as part of the Abbott District Facilities Model for the corresponding grade levels shall be identified.
- v. For each existing facility, any rooms required under the Abbott District Facilities Model but not currently provided shall be identified
- vi. For each existing facility, the current SF/Student ratio shall be calculated and recorded and facilities which exceed the ratios specified by the Abbott District Facilities Model shall be identified.

Reporting Requirements: Educational Adequacy Inventory Report - The outcome of the Educational Adequacy Inventory will be a report detailing the educational adequacy of all existing district educational facilities on a school-by-school basis. Reports shall be submitted to the Department no later than November 6, 1998.

4. EVALUATIVE CRITERIA

Prior to the development of a facilities management plan, the criteria for evaluating the effectiveness of alternate plans shall be developed.

- (a) **Develop District Facilities Model** – Based on the Abbott District Facilities Model, each district shall develop a district-wide model of its own facilities requirements in terms of the following:
1. The ideal size and capacity, grade alignment, and required number of schools.
 2. For the district, the required number and type of instructional areas required at each grade level to support the district's educational programs and projected enrollments.
 3. For each type of instructional area, the required number of rooms, size, number of students, number of grades, total students, and total square footage.
 4. All rooms or areas which are not included in or supported by the Abbott District Facilities Model shall be listed separately within this format. Justification for all such rooms or areas shall be provided in accordance with the other requirements of these guidelines. Typical room area calculations shall be developed for each type of space not included in the Abbott District Facilities Model.
 5. Target Space Programs - For each school in the model, indicate the required number and types of rooms including instructional areas, non-instructional support facilities, administrative areas, and building support and circulation areas. Capacity shall be calculated for each type of instructional area and totaled for the entire facility.

Commentary: It may be necessary to adapt the Abbott District Facilities Model 1) in instances where the ideal school size of the district facilities model differs from that of the Abbott District Facilities Model, 2) in instances where the grade alignment of the district facilities model differs from that of the Abbott District Facilities Model, 3) in instances where the district's % of population classified is significantly more or less than that assumed in the Model.

In such instances, districts shall propose an equivalent model as follows:

1. *Determine the allowable gross square footage for each facility by multiplying the projected enrollment times the allowable SF/student ratio for the grade levels being housed.*
2. *Determine the number and types of instructional spaces and support facilities for the grade levels being served. Assume that each type of specialized program space required by the model will be provided.*
3. *Adjust the sizes of specialized spaces upwards or downwards as applicable and appropriate.*
4. *Eliminate any unnecessary redundancies.*
5. *Additional spaces required because of particularized needs shall be identified and justified in accordance with the requirements of these guidelines.*

In any instance where the model is modified, the ΔE /student efficiency ratio prescribed by the model shall not be exceeded without justification as described elsewhere in these guidelines. A complete explanation regarding the need for modification of the model and an explanation of how the model was modified shall also be submitted in such instances.

Reporting Requirements: District Facilities Model - Reports shall be submitted to the Department no later than November 24, 1998.

- (b) **Facilities Maintenance/Renewal Scope*** – Utilizing FM software, districts shall calculate the current Facilities Condition Index (FCI) for each existing facility. Districts shall also identify the scope of facilities deficiencies corrections necessary to achieve an FCI of .10 within the five-year time frame of the Facilities Management Plan. (See FM software instructions)

Reporting Requirements: Existing Facilities Condition Report - Reports shall be submitted to the Department no later than November 24, 1998.

- (c) **Identify Facilities Operations Parameters** - Districts shall undertake a review and evaluation of current operational procedures which are related to or may be impacted by facilities planning. The review shall include:

1. **Facilities Operations and Maintenance Procedures** – Current facilities operations and maintenance (O&M) systems and procedures shall be reviewed and evaluated. Opportunities for more efficient operation shall be identified. Based on historical costs, budgeting data shall be developed for facilities operations and maintenance on a per building and per square foot basis.
2. **Utility Usage** – Average annual utility costs shall be calculated for each existing facility in the district on a per building and per square foot basis.
3. **Transportation** – Current transportation costs shall be determined. Costs associated with transporting students outside of their respective local sending districts shall be separately identified.
4. **Staffing Requirements** – Current staffing requirements and associated expenses shall be determined utilizing the CEIFA model or SFA/R&W as guidance.

Reporting Requirements: Operations Review Report – Reports shall be prepared and submitted to the Department of Education no later than November 24, 1998.

5. FACILITIES PLANNING ALTERNATIVES

In developing and evaluating facilities master plan options, each of the following alternative approaches to solving the district's facilities needs shall be considered in terms of potential cost and benefit:

1. **Alternative Grade Organizations-** The district shall consider realignment of grade organization within district to shift student population to underutilized facilities or to consolidate new construction. *(For example, a district requiring additional educational capacity to accommodate new preschool or kindergarten programs, might consider shifting sixth graders currently housed in elementary school facilities to the middle school level in order create additional capacity at the elementary level.)*
2. **Sending Area Realignment** – The district shall consider local redistricting options to relieve capacity needs by redistributing student population within the district. Districts with excess capacity in any building must include this alternative in their planning.
3. **Educational Technology** – The district shall consider the use of educational technology, such as distance learning, to facilitate more efficient use of available resources and space.
4. **Alternative Scheduling Options** – The district shall consider alternative scheduling options to relieve capacity needs, including year-round schooling, extended school year, and extended school day options. *(For districts with limited or no ability to increase capacity (such as a land-locked school) this is an important alternative to consider. Some extended schedule options can result in capacity increases of over 25% without expansion of existing facilities.)*
5. **Alternative Facilities** – The district shall consider the use of alternative facilities not currently utilized by the district, including community facilities, shared use of facilities with other districts, partnerships with private industry, and the acquisition of existing non-district facilities.
6. **Alternative Program Delivery** – The district shall consider the delivery of required educational programs through existing programs offered by other districts, community providers, or partnerships with private industry.

Commentary: Evaluation of alternatives should consider the particularized needs of each district. To the greatest extent possible, decisions to eliminate alternatives shall be substantiated with quantitative or statistical data. (For example, a district may elect to conduct a survey of parents and teachers in order to elicit data regarding the acceptability and implications of certain alternatives.) Additional costs which would be incurred under each alternative shall be identified, and to the extent possible, quantified. (For example, extended schedule alternatives are likely to result in some increased operating costs.) The cost-benefit relationship of each alternative should be discussed.

Reporting Requirements: Facilities Planning Alternatives Report - In order to demonstrate that each of these alternatives has been given due consideration, districts shall provide a summary of the issues which were considered in regard to each alternative. Decisions to reject any alternative shall be substantiated. (Submit report in conjunction with Facilities Management Plan)

6. FACILITIES PLANNING

- (a) **Conceptual Development of Selected Approaches** –Each district shall select and develop at least two alternative approaches toward satisfying the evaluative criteria established in the execution of Section 4 of these guidelines. The selected approaches must consider and include one or more of the alternatives outlined in section 5 of these guidelines. For each selected approach, the following activities shall be undertaken:

Commentary: The point of departure for identifying alternative planning approaches should be the unhoused student calculation performed as part of the Existing District Capacity Analysis. It is anticipated that because of the requirements for ~~new early childhood programs~~, most districts will have determined that existing facilities are not sufficient to support their proposed educational programs or unhoused student population, and that the primary goal of the facilities planning process will therefore be to provide and distribute additional capacity-generating (instructional) spaces. Secondary to this, necessary support facilities will need to be identified and provided in accordance with the Abbott District Facilities Model.

Districts should anticipate that as alternative planning approaches are considered, derivative versions of the District Facilities Model will also need to be developed and considered. Likely modifications to the District Facilities Model may include changes in the number and size of facilities as well as the alignment of grade organizations.

1. **Develop Space Programs** - The target space programs developed as part of the District Facilities Model (see Section 4, (a)5), shall be superimposed over the existing space programs developed as part of the Existing District Capacity Analysis and required space program additions or deletions shall be identified for each existing facility. In instances where existing facilities exceed the requirements of the target space program, consideration must be given to revising the District Facilities Model in terms of school size or grade alignment in order to make the most complete and efficient use of existing facilities possible.
2. **New Construction vs. Alteration** – Based on the developed space program for each facility, change of use renovations and new construction shall be identified on a space-by-space basis. (see FM software Instructions) Considerations in the determination of new construction versus alteration shall include the Educational Adequacy of existing facilities, the cost-effectiveness of new construction over alterations, and the impact of new construction and alteration work on the on-going operations of the facility.

Commentary: In determining the scope of new construction and change of use alterations, the guiding principle should be to make the most efficient use of existing facilities possible while satisfying basic educational planning principles such as adjacency requirements. In general, existing room uses should be maintained wherever possible and where doing so is consistent with the District's evaluative criteria and does not impose an inordinate burden for renewal of existing infrastructure.

Where it is necessary to renovate existing facilities for change of use and the addition of new construction is also required, special consideration should be given to maintaining existing room uses wherever possible, but particularly where existing rooms have been determined to be educationally adequate.

In instances where the addition of new construction to existing facilities is required, determination of the most efficient use of existing facilities should also include consideration of spaces which might be more cost-effectively provided as new construction. For example, spaces requiring special utility services, such as science labs or kindergarten toilet rooms might be more cost effectively provided as new construction than as alterations.

In some instances, a determination of new construction vs. alterations may be driven by the phasing and scheduling considerations necessitated by maintaining a facility in operation through construction. In instances where no facilities exist to temporarily house current student populations, it may be deemed necessary to construct additional capacity-supporting spaces prior to undertaking alterations. In such an instance, it might therefore be determined that required classroom space be provided as new construction while support facilities be undertaken as alterations.

- i. Any proposed change-in-use alteration to an existing space which has been determined to be educationally adequate shall be supported with a specific explanation of the reasons for the proposed change-in-use.
 - ii. Any proposed additions to buildings with excess capacity shall be supported with a specific explanation of the need and reason for the new construction including an analysis of comparative construction costs.
 - iii. Any determination of new construction vs. alterations which are based on scheduling or logistical considerations shall be substantiated by the Scheduling and Phasing Analysis.
 - iv. Any determination to abandon existing facilities shall be supported with a specific explanation of the reasons for doing so including an analysis of comparative construction costs.
3. **Evaluation of Proposed Alterations** – Special attention shall be paid to the overall scope and cost of alterations. Alteration costs shall not exceed the limits established in the 1998 Debt Service Proposal shall be so identified. All alterations must be deficiency or program driven.
4. **Acquisition of Existing Buildings and Sites** - In instances where the district is considering acquisition of existing non-public school or commercial buildings, a complete deficiency evaluation and educational adequacy inventory shall be performed. Independent appraisals for value of land and buildings shall be obtained and submitted to the Department of Education for approval.
- (b) **Develop Project Scopes*** – Based on the developed space programs and proposed new construction and alteration work, the scope of work to be included in the Facilities Management Plan for each new and existing educational facility shall be determined as follows:

1. **Educational Adequacy Improvements** - Based on the previously compiled Educational Adequacy Inventory, the scope of required educational adequacy improvements to existing facilities shall be determined. The scope of this work shall include all existing deficiencies determined to negatively impact the educational adequacy of any facilities to be maintained as part of the Facilities Management Plan (See Section 3, item (b)2ii).
 2. **Deficiencies Corrections** – Based on the previously compiled facilities maintenance/renewal analysis (see Section 4 item (b)), the scope of required facilities deficiencies corrections shall be determined. The scope of this work must include correction of any existing deficiencies determined to be emergent health and safety concerns pursuant to N.J.A.C. 6:19A-5.1(e)1 (See Section 3, item (b)2i).
 3. **Rehabilitation Sub-Code Evaluation** – Based on the defined scope of work for each existing facility, any additional improvements which would be required pursuant to the requirements of the rehabilitation sub-code of the Uniform Construction Code (N.J.A.C. 5:23-6) shall be determined. A final determination of existing deficiencies which may not require remediation under the rehabilitation sub-code shall be made (See Section 3, item (b)2iii).
- (c) **Scheduling/Phasing Analysis** – Based on determination of the overall scope of work to be included in the Five-Year Facilities Management Plan, a scheduling and phasing analysis shall be conducted. A schedule for implementation of the entire Facilities Management Plan shall be developed. The schedule shall include the start and finish dates of design, review/approval, and construction activities for each project included in the Facilities Management Plan. Wherever possible, the schedule shall be correlated to scheduled WSR implementation. A written explanation of the schedule, including identification of scheduling constraints and considerations shall be provided.
- (d) **Evaluation of Selected Alternatives*** – For each developed Facilities Management Plan option, the following evaluations shall be compiled for each component project in accordance with the CEIFA model and 1998 Debt Service proposal utilizing FM software :
1. **Construction Budgets** - Estimates of probable construction cost shall be compiled. Construction budgets shall include estimates of the cost of all new construction, additions, and alterations, as well as site development costs, each of which should be separately subtotaled.
 2. **Project Budgets** - Total budgets for component projects shall be compiled and a total project budget for the Five-Year Facilities Management Plan shall be established. In addition to construction costs, project budgets shall include estimated architectural/engineering fees, civil engineering fees, and the acquisition costs of any facilities to be acquired by the district as part of the Facilities Management Plan. Component project budgets shall be distributed based on proposed phasing and scheduling, and annual budgets for the 1999 through 2004 school years shall be established for the entire Five-Year Facilities Management Plan.
 3. **Funding Analysis** - The total approved cost of the Facilities Management Plan and each component project shall be calculated in accordance with the CEIFA model and 1998 Debt Service proposal. The funding analysis shall identify the following on a total and annual basis:
 - i. **Approved Costs** – Costs which will be reimbursed in accordance with the 1998 Debt Service Proposal and which require no further explanation.

- ii. Proposed Costs – Costs which exceed the allowances of the 1998 Debt Service Proposal and which require further explanation or justification prior to approval. Provide written explanation and justification for each.
 - iii. District Costs – Costs which exceed the allowances of the 1998 Debt Service Proposal and which will be funded through local sources. The district shall identify the funding source for any such excess costs.
4. **Operations and Maintenance Cost Analysis** - Based on previously developed evaluative criteria, the cost of operating and maintaining the FMP option shall be estimated. For the purposes of this evaluation, such costs shall include estimated O&M costs, estimated energy usage costs, estimated increases or decreases in transportation expense, and estimated increases or decreases in staffing expense.
- (e) **Educational Analysis** - Each developed Facilities Management Plan option shall be evaluated in regard to its educational effectiveness. A primary consideration shall be how effectively the option satisfies the District Facilities Model district-wide.
 - (f) **Efficiency Evaluation** - The SF/student ratio for each educational facility included in the Facilities Management Plan(s) shall be calculated in accordance with the CEIFA grade organization model. Justification shall be provided in accordance with the requirements of Section 2, (a) of these guidelines for each instance where the prescribed SF/student ratio is exceeded as follows:
 - 1. **New Construction** - Justification is required to the extent that additional space needs exceed new construction efficiency standards. (Only additional square footage amounts require justification)
 - 2. **Alterations and Alterations with Additions** - All additional spaces shall be justified.
 - 3. **Existing Facilities and Programs** – The prescribed SF/student ratio may be exceeded on account of existing programs provided that they can be educationally justified, are aligned to curriculum standards, integrated with general classroom content, and do not interfere with effective implementation of the WSR model.

Commentary: It should be noted that excess square footage may be attributable to inefficiencies resulting from the reuse of existing facilities. Such conditions should have been identified during the existing facilities evaluation (See Section 3, items (a)3xii. and (a)3xiii.) It should also be noted that some increase (or decrease) to the allowable SF/student may be allowable based on share use of facilities with or by the community.

- (g) **Select Approach** – Based on the analysis of developed Facilities Management Plan options, districts shall select the approach which most efficiently and effectively accomplishes its educational goals and visions. The selected Facilities Management Plan option shall be documented in accordance with Section 7 of these guidelines.

7. FACILITIES MANAGEMENT PLAN DOCUMENTATION

Districts shall prepare the following documentation of their Facilities Management Plan (FMP) for submission to and approval by the Department of Education:

(a) Facilities Management Plan Summary

1. **Plan Overview and Justification** – A brief overview of the FMP and the basis for its development, including explanation of the particularized local needs which have guided the development of the plan.
2. **Educational Programs Summary** – A brief summary of the district’s educational programs developed in accordance with Section 2 of these guidelines.
3. **District Facilities Models** - As developed in accordance with Section 4 of these guidelines.
3. **District wide enrollment projections, capacity calculations, and unhoused student calculations** in accordance with Section 4 of these guidelines.
4. **Projects Summaries** – Summaries of each component project included in the FMP. Include identification of any existing facilities which are planned to be taken out of use.
5. **Implementation Schedule** – A graphic schedule and narrative describing the phasing of projects and implementation of the entire FMP over the specified five-year duration.
6. **Annual Facilities Budgets** – A summary of annual costs, by total and by project, to implement the FMP.
7. **Funding Analysis** – An analysis of funding requirements, prepared in accordance with Section 6(d)3 of these guidelines, including identification of other required funding sources.
8. **District Map** – A map of the district indicating or delineating:
 - The current and proposed locations of all educational facilities in the district
 - The current and proposed local sending districts for each educational facility
 - The current and proposed location of non-district alternative facilities
 - The location of municipal and county service facilities
 - The location of available alternate facilities, program providers, and building sites considered and evaluated during development of the Facilities Management Plan

(b) Detailed Project Reports - For each existing or new educational facility included in the Facilities Management Plan:

1. **School Profiles** – Include school name, address, year(s) constructed, total square footage and square footage by original building and addition(s), current and proposed enrollments.
2. **Office of Equal Educational Opportunity racial balance questionnaires** for both existing and proposed enrollments.

3. Existing and Proposed Space Programs - (See Section 6, (a)1.)
4. Existing and Proposed Educational Capacity Calculations - (See Section 3, (c)2.)
5. Project Scope Summary - (See Section 6, (b).)
6. Construction Budget – (See Section 6, (d)1.)
7. Project Budget – (See Section 6, (d)2.)
8. Project Funding Analysis – (See Section 6, (d)3.)
9. Existing and Proposed Site Plans
10. Existing and Proposed Floor Plans

(c) Supporting Documentation

1. Facilities Advisory Board Meeting Minutes – (See Section 1, (a).)
2. Educational Programs Summary Report – (See Section 2.)
3. Existing Facilities Deficiencies Reports – (See Section 3, (b).)
4. Educational Adequacy Inventory Report – (See Section 3, (d).)
5. District Operations Review Report – (See Section 4, (c).)