

UNEDITED
VERSION

EASTERN SCHOOL DISTRICT FACILITIES REVIEW

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EXECUTIVE SUMMARY

Prepared for:

EASTERN SCHOOL DISTRICT

Prepared by:

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in association with

COLES ASSOCIATES LTD.
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EASTERN SCHOOL DISTRICT FACILITY REVIEW EXECUTIVE SUMMARY

INTRODUCTION

The purpose of this executive summary is to provide in condensed form, the salient issues presented in the report. The background information and appendices have not been included.

This brief is provided as a summary of the Eastern School District Facility Review Report. The full report is a document comprised of five parts including:

- the report,
- Appendix A including school summaries for each of the individual schools in the Eastern School District,
- Appendix B including basic school data,
- Appendix C including basic school data represented in graphic form,
- Appendix D including maps showing school locations, existing and proposed zoning, and
- Appendix E including Eastern School District Policies on permanent school closure, school attendance zones and student transportation services.

SUMMARY

The mission statement of the Eastern School District is:

The Eastern School District is committed to excellence in education. In partnership with the community, we will provide a safe and caring learning environment in which all students have the opportunity to reach their potential and to face the future with confidence.

- It has become apparent to the Eastern School Board and Provincial Government that financial resources are limited. It is a fact that the Eastern School Board operates with an annual deficit. To continue on the current financial course is not an option. As a result, this Review was commissioned in an effort to identify realistic options for corrective action, available to the Board.

As a guiding principal, consistent with the mission statement and in the context of financial reality, the authors have undertaken this Review bearing in mind the objective

to provide the best possible educational opportunity for each student who attends school in the Eastern School District within the financial resources available.

- As a result of this Review, we have become aware that we have between 2500 and 3000 seats available for students in the Eastern School District that are not utilized. Simply put, the school buildings are under-utilized. Unfortunately, a large number of these seats are not located where the student population now resides. Many of the space related issues can be improved in conjunction with transportation adjustments.
- A number of space requirements have been identified which require attention. Longer-term

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solutions to identified inequities will require additions to existing buildings.

- While the Eastern School District has some buildings that are in substandard condition, the general condition of our buildings is good. Recommendations are made to correct deficiencies.
- Through the review process, issues relating to the operation and maintenance of the school buildings have been identified for improvement. The purpose of the buildings is to serve the needs of the education program. Recommendations are made to enhance the performance of the building and its systems, thereby freeing additional dollars for program related requirements.
- The transportation system and allocation of students to schools has become cumbersome, inefficient and unnecessarily costly. The bus service can readily be improved in conjunction with school zoning in order that the maximum of financial resources may be directed to the students in school and not getting them to school. This Review has identified areas in the transportation system where significant financial savings can be realized immediately with no negative impact on classroom resources.
- Our school system must address the need to provide the resources necessary to develop essential skills required to respond to a rapidly changing world. In order that a school be in a position to offer a cost effective, basic program, a minimum enrollment at each school is required. While most schools are of sufficient size, a number do not allow for cost effective use of staff and resources.
- Early in the Review it became apparent there was no effective tool which allowed for reliable planning. As a means to gain control of demographic data for planning purposes, a

computer software program capable of recording and identifying options for trends in student demographic data was purchased. This software allows identification of students in the Eastern District, where they live and where they go to school. The continued updating of this data set will enable the Eastern School District to plan with confidence the physical resources and transportation needs, looking into the future, for at least a five year period. This program is also engaged to provide routing information for the transportation system.

- The situations that now exist in this District have come about as a result of many decisions made over the years, although the Eastern School District has only been in existence for 2½ years.
- This Review is not seen as an end point, but rather the beginning of an on-going process to better monitor and control all facilities required in order to provide cost-effective support services necessary to the effective education of our children.
- This Review has been greatly assisted by the complete cooperation of all Eastern School District employees. It is clear from the meetings, discussions and input provided by all partners in the education process that every effort should be made to protect and enhance the opportunity for the students in our classrooms.
- The recommendations in this Review address these identified concerns and provide a realistic and achievable avenue that enables the goal to become a reality in the short term.
- The recommendations put forth in this Review also offer a responsible process whereby this District can begin to deal with the inefficiencies that have been identified. All present school jurisdictions within the District will share in this process to bring to our students a better opportunity for learning.

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PURPOSE OF THE FACILITY REVIEW

The Eastern School District is currently operating at a financial deficit. The District has been advised by the Provincial Government that no additional funds are available to cover the deficit. Where it is the goal of the Eastern School District School Board to provide the best possible educational opportunity for each student who attends school in the Eastern School District within the financial resources available, operational inefficiencies are a prime sector to explore with a view to reducing unnecessary costs.

The small school assistance program which was introduced in 1989-90 was totally phased of in 1995-96. Beginning in 1991-92 the school board operating budget was subject o budget reductions each year using the budget of July 1, 1990 as the base budget. These two factors meant that the board had to operate significantly with less dollars each year. The tables below indicate the actual reductions in each area since the 1990 school year.

Small School Assistance Revenue

1989-90	\$337,000
1990-91	\$362,900
1991-92	\$321,500
1992-93	\$276,300
1993-94	\$142,000
1994-95	\$ 72,600
1995-96	\$ 0

Eastern School District Budget Reductions Base Budget Year July 1, 1990

1991-92	\$ 154,100
1992-93	\$ 114,400
1993-94	\$ 345,300
1994-95	\$ 776,900
1995-96	\$1,208,500
1996-97	\$ 891,500

It is appropriate to undertake a review to identify operational opportunities for cost savings which would not affect classroom resources which in turn would have a negative impact on the education of our students.

The demographics of the District have changed over the past several decades since many of the 43 schools were put into service as have the effective catchment areas for each of the schools.

It is appropriate to review the current demographics of the District, to project trends in the short term demographic data and to put the demographics in the context of the existing school locations, their capacity to provide the necessary space and services to the student population and the efficiency and ability of the transportation system to respond in a cost effective manner to the District transportation needs.

The operation of the Eastern School District requires the complex management of physical facilities (school buildings), student demographics, curriculum, professional and support staff and transportation systems. There are inter-related relationships between many of these requirements which cannot simply be looked at in isolation.

It is appropriate to review the facilities including student demographics, transportation and physical facilities in the context of each other to identify related problems and pose realistic and achievable solutions.

The relationship between the mode of transportation to schools, the size and location of schools and the size and location of the student population has over the past decades and will continue to evolve.

It is appropriate to review the transportation system with a view to rationalizing the network in order to offer a cost effective service.

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Building maintenance and operational expenses are a critical to the successful operation the Eastern School. At present the District operates in excess of two million square feet of building area.

It is appropriate to undertake a review of the school facilities in order to identify potential building operational inefficiencies. In the long term it is important to understand the overall condition, usage and operational costs of the facilities in order that appropriate planning and financial resources can be identified so as to minimize operational expense.

Regulations, codes and building standards governing the construction of architectural, structural, mechanical and electrical systems for school buildings have changed dramatically over the life span of many of the buildings under review.

In making the decision of whether to proceed with upgrading a building to the existing condition the buildings and its functional role in the overall network of schools must be considered. Conversely, in evaluating the network of schools for ongoing service it is important to ensure each school is sound and suitable for ongoing service.

It is appropriate to undertake a review given the varied ages of the District buildings, in order to identify and document the existing condition of the various systems making up the buildings, to put this information in the context of the current needs and to present the capital cost implications of undertaking any corrective measures which may be necessary to maintain the integrity of the building envelope and systems.

The facilities which are the focus of this study and report are collectively the forty three school buildings and the supporting transportation network comprising the Eastern School District.

The Report does not deal with issues of curriculum, the French Immersion (District) Program, provision of grades offered at each school, future building planning or programming or other related issues. The complexity of introducing such topics to a report of this nature would prove too complex. Such topics are better left to separate study and can readily be undertaken in such a manner without compromising the integrity of this review.

This document should be viewed as the beginning of an ongoing planning process, not the final resolution. In a world of constant change it is vitally important to have a vehicle to monitor the ever changing composition of the school system, to establish real data sets with which to plan a future and to establish measurable criteria against which to judge progress which offers to our children the greatest possible opportunity within our financial resources. This offers the rationale for such a beginning as well as a broad structure for ongoing review and development.

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TERMS OF REFERENCE

It has become increasingly clear to the Eastern School District that it is facing a broad range of challenges relating to improving the effectiveness, efficiency and economics involved in operating its 43 schools.

With regard to the current financial situation of the Eastern School District, Jim MacAulay in association with Coles Associates Ltd. were commissioned by the Eastern School District to undertake a Facility Review and Report preparation under the direction and control of the Eastern School District

The Review was to identify the strengths and shortcomings of the present facilities in terms of physical features as well as the capacity of the facilities to deliver authorized programs and services. The study was also to identify alternate school arrangements with a view to establishing the most effective, efficient and economical delivery of educational programs and services

The Review and Report has been conducted in accordance with the Terms of Reference prepared and issued by the Eastern School District and dated 1 May 1995.

In summary, the terms of reference identified the requirement:

- To study and report to the Finance and Operations Committee on the following matters:
- To collect information on existing school facilities including:
 - Present, optimum and capacity enrolment.
 - Projected enrolment for 5 years,
 - Building size, age, recent renovation or capital projects.
 - Projected renovations or capital requirements,
 - Operating and maintenance costs
 - Building code standards, including handicapped access.
 - Adequacy for program delivery,
 - Safety
- To identify community development and demographic patterns in the areas currently served by the schools
- To identify alternate school facility arrangements keeping in mind the requirement for the effective efficient and economical delivery for educational programs and services

IMPLEMENTATION OF RECOMMENDATIONS

No specific strategy has been developed to implement the conclusions drawn from this report. This is left to the jurisdiction and action of the Eastern School District Board of Trustees.

The development of any specific programme for facilities recommended in this report is also outside the scope of this Review.

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FACILITY REVIEW PRINCIPLES

During the development stages of the Review and in order to maintain focus on the task at hand, the authors identified six specific guiding principles:

- 1 To attain fair and equitable student access to programs, facilities and resources throughout the District.
- 2 To attain efficient and economical use of the transportation service,
- 3 To attain efficient and economical use of school buildings.
- 4 To establish clear and definitive school boundaries,
- 5 To maintain the integrity of the "family of schools" concept and
- 6 To establish a tool to provide an effective means to gain control of student demographic data for planning purposes

RECOMMENDATIONS

Recommendations put forth in the Report are:

- 1 That existing school buildings including Eastern Kings, Dundas, Grand Tracadie, St. Teresa's and West Royalty close, that students who now attend these schools be rezoned to attend adjacent schools, and that the school buildings be returned to the care, custody and control of the Province
- 2 That the present school board office in Montague close and the office be relocated in the proposed construction at Montague Intermediate School. Temporary relocation to Montague Consolidated School will occur until such time that a new Montague Intermediate School can be constructed
- 3 That major re-zoning occur at Glen Stewart, Mt. Stewart, Prince Street, Fortune/Rollo Bay, St. Jean, St. Peter's, Souris Consolidated, Spring Park, Tracadie Cross, Vernon River and West Kent. This re-zoning will address overcrowding which is identified schools in this group and add students to those schools which are presently under utilized.
- 4 That major rezoning occur at Birchwood, Queen Charlotte, Stone Park, Charlottetown Rural, and Colonel Gray to reflect the re-zoning of the schools from which they receive students. Intermediate and Senior High Schools will be populated by assigning graduates from specific elementary schools
- 5 That minor re-zoning occur at Belfast, Cardigan, Central Queens, Georgetown, Gulf Shore, L.M. Montgomery, Montague Consolidated, Morell Consolidated, Parkdale, Sherwood and Southern Kings. This re-zoning will address transportation inefficiencies and relocation of the students who will require accommodation

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due to their present school being recommended for closure

provide the necessary and ongoing capital maintenance program

- 6 That Englewood and Eliot River/Westwood retain the boundaries which they serve at present.
- 7 That planning for the construction of a new Montague Intermediate School be undertaken to alleviate very serious over-crowding, as well as to address reduced opportunity for students in a number of areas, which currently exists at this school.
- 8 That planning for the construction of a new gymnasium be undertaken for Parkdale Elementary School. With the construction of this gym, all our schools in the Eastern School District will be provided gymnasium. Rented space will not longer be required for this purpose.
- 9 That planning for a renovation and addition be undertaken for Bluefield High School to provide the necessary space for computer technology and career exploration within the existing building, to create increased flexibility by modifying the existing science laboratories and to create needed space for meetings and classes with an addition.
- 10 That, where Fort Augustus Consolidated School is in a state of dis-repair and it is not suitable for renovation, planning should be undertaken for the construction of a new structure that will be located closer to Charlottetown in order to further alleviate the over crowding at Glen Stewart School and to address future population expansion anticipated in the area.
- 11 That maintenance responsibility and funding arrangement be clearly identified between Eastern School District and Provincial Government and that a capital program be established and adequately funded that will
12. That ongoing monitoring system be implemented to cause regular reviews of the facilities with a view to further optimizing the system.
13. That an Energy Service Company be engaged immediately to implement efficiencies available in the mechanical, electrical and building maintenance systems.
- 14 That planning for future facilities be done so in the context of the Report and that due consideration be given to:
 - ☐ student demographics,
 - ☐ program needs,
 - ☐ space requirements relative to building type and in keeping with current average (elementary, intermediate or high school).
 - ☐ finishes,
 - ☐ mechanical and electrical system requirements and
 - ☐ materials of construction and detailingall with a view to understanding to total capital and operational costs during the planning stages in order that adequate financial resources may be established to properly operate and maintain the facility throughout its life

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SUMMARY OF COST SAVINGS

The identified cost savings are summarized below. Costs identified for school closures have been rounded and therefore vary slightly from those savings noted in the respective school summaries.

High Schools

Bluefield High School

Bussing \$280,000/yr

Charlottetown Rural High School

Rezoning \$150,000/yr (estimate)

Colonel Gray Senior High School

Shared savings with city schools

Montague Regional High School

Shared savings with Dundas

Morell Regional High School

Shared savings with Mt. Stewart

Souris Regional High School

Shared savings with Fortune

Intermediate Schools

Birchwood Intermediate High School

2 Boiler replacement

East Wiltshire Intermediate High School

Shared savings with Bluefield

Montague Intermediate School

None identified

Queen Charlotte Intermediate High School

Shared savings with city schools

Rollo Bay Consolidated School

Bussing \$35,000/yr

Stonepark Intermediate School

Shared savings with city schools

Elementary Schools

Belfast Consolidated School

Minor savings in bussing

Cardigan Consolidated School

Identified under Dundas

Central Queens Elementary School

Bussing \$70,000/yr

Dundas Consolidated School

Bussing \$35,000/yr

Closure \$42,200/yr

Eastern Kings Consolidated School

Bussing \$70,000/yr

Closure \$51,400/yr

Eliot River Elementary School

Shared savings with Bluefield

Englewood Elementary School

Bussing \$50,000/yr

Fort Augustus Elementary School

None identified

Fortune Consolidated School

None identified

Georgetown Elementary School

None identified

Glen Stewart Elementary School

None identified

Grand Tracadie Elementary School

Bussing \$35,000/yr

Closure \$24,900/yr

Gulf Shore Consolidated School

Bussing \$35,000/yr

L. M. Montgomery Elementary School

Shared savings with Tracadie

Montague Consolidated School

None identified

Morell Consolidated School

Shared savings with Morell Regional

Mt. Stewart Consolidated School

Shared savings with St. Teresa's

Parkdale Elementary School

Shared savings with city schools

Prince Street Elementary School

Shared savings with city schools

Souris Consolidated School

Shared savings Eastern Kings

St. Jean Elementary School

Shared savings with city schools

St. Peter's Elementary School

Shared savings with Dundas

St. Teresa's Elementary School

Bussing \$70,000/yr

Closure \$29,800/yr

Sherwood Elementary School

Shared savings with city schools

Southern Kings Consolidated School

No significant change

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Spring Park Elementary School
Shared savings with city schools
Tracadie Cross Consolidated School
Bussing \$35,000/yr
Vernon River Consolidated School
No significant change
West Kent Elementary School
Shared savings with city schools
West Royalty Elementary School
Bussing \$35,000/yr
Closure \$42,100/yr
Westwood Elementary School
Shared savings with Bluefield
School Board Office
Closure \$15,000/yr (estimate)

The total annual estimate of cost savings for the items identified above is \$1,105,400/yr.

In addition there is potential savings of \$214,900 plus \$112,500 for electrical and mechanical systems, following upgrade by an ESCo and payback. These values are expressed in current dollars.

The total savings potential, in time is \$1,432,800.

