

District: Town of Rockland  
 School Name: Jefferson Elementary School  
 Recommended Category: Preferred Schematic  
 Date: April 3, 2019

**Recommendation**

That the Executive Director be authorized to approve the Town of Rockland (the “District”), as part of its Invitation to Feasibility Study, to proceed into Schematic Design to replace the existing Jefferson Elementary School and the existing Memorial Park Elementary School with a new district-wide grades 1-4 facility on the site of the existing Memorial Park Elementary School. MSBA staff has reviewed the Feasibility Study and accepts the District’s Preferred Schematic contingent upon the District gaining full ownership, control, and exclusive use of the proposed site.

<b>District Information</b>	
District Name	Town of Rockland
Elementary School(s)	Jefferson Elementary School (K-4) Memorial Park Elementary School (K-4) R. Stewart Esten Elementary School (K-4)
Middle School(s)	John W. Rogers Middle School (5-8)
High School(s)	Rockland Senior High School (9-12)
Priority School Name	Jefferson Elementary School
Type of School	Elementary School
Grades Served	K-4
Year Opened	1923
Existing Square Footage	40,218
Additions	1953 and 1973
Acreage of Site	6.5 acres
Building Issues	The District identified deficiencies in the following areas: <ul style="list-style-type: none"> <li>– Mechanical systems</li> <li>– Electrical systems</li> <li>– Plumbing systems</li> <li>– Building envelope</li> <li>– Accessibility</li> </ul> In addition to the physical plant issues, the District reported that the existing facility does not support the delivery of its educational program as well as existing overcrowding.
Original Design Capacity	Unknown
2018-2019 Enrollment	267
Agreed Upon Enrollment	Study Enrollment includes the following configurations: <ul style="list-style-type: none"> <li>– 340 students in grades K-4</li> <li>– 760 students District-wide in grades 1-4 (Preferred Schematic)</li> </ul>
Enrollment Specifics	Contingent upon the Board’s approval of the Preferred Schematic, the District will sign a Design Enrollment Certification for 760 students District-wide in grades 1-4.

<b>District Information</b>	
Total Project Budget – Debt Exclusion Anticipated	Yes

<b>MSBA Board Votes</b>	
Invitation to Eligibility Period	February 15, 2017
Invitation to Feasibility Study	December 13, 2017
Preferred Schematic Authorization	On April 10, 2019 Board agenda
Project Scope & Budget Authorization	District is targeting Board authorization on October 30, 2019
Feasibility Study Reimbursement Rate (Incentive points are not applicable)	63.41%

<b>Consultants</b>	
Owner’s Project Manager (the “OPM”)	PMA Consultants
Designer	SMMA

## **Discussion**

The existing Jefferson Elementary School is a 40,218 square foot facility located on a 6.5-acre site that currently serves students in grades K-4. The original school building was constructed in 1923, with additions in 1953 and 1973.

The District’s Statement of Interest (“SOI”) identifies numerous deficiencies in the existing facility associated with outdated mechanical, electrical, and plumbing systems; building envelope; accessibility issues; and inappropriate existing spaces for delivering the District’s educational program.

As part of the Feasibility Study, the MSBA accepted the District’s request to explore options that included a consolidation of the students from the Jefferson Elementary School, Memorial Park Elementary School, and Esten Elementary School.

The existing Memorial Park Elementary School is a 49,686 square-foot facility located on a 35.4-acre site that currently serves students in grades K-4. The original school building was constructed in 1953, with additions in 1961 and 1973. The existing Esten Elementary school is a 52,000 square-foot facility located on an 18.7-acre site that currently serves grades K-4. The original school building was constructed in 1968.

In conjunction with its consultants, the District performed a comprehensive assessment of the existing conditions and the educational program, and received input from educators, administrators, and facilities personnel. Based on the findings of this assessment, the District and its consultants initially studied (11) preliminary options, however, based on review of preliminary documentation the MSBA requested that four additional options be explored. This resulted in a total of (15) preliminary options that included: two code upgrade options; one renovation option; three addition/renovation options; and nine new construction options as listed below.

<b>Option</b>	<b>Description of Preliminary Options</b>
1a	Code Upgrade Only – Grades K-4 with an enrollment of 340 students at the existing Jefferson Elementary School.
1b	Code Upgrade Only – Grades K-4 with an enrollment of 340 students at the existing Memorial Park Elementary School.
2	Renovation Only – Grades K-4 with an enrollment of 340 students at the existing Jefferson Elementary School.
3	Addition/Renovation – Grades K-4 with an enrollment of 340 students at the existing Jefferson Elementary School.
3a	Addition/Renovation – Grades 1-4 with an enrollment of 760 students at the existing Jefferson Elementary School.
4	New Construction – Grades K-4 with an enrollment of 340 students at the existing Jefferson Elementary School site.
4a	New Construction – Grades 1-4 with an enrollment of 760 students at the existing Jefferson Elementary School site.
5	Addition/Renovation – Grades 1-4 with an enrollment of 760 students at the existing Memorial Park Elementary School.
5a	New Construction – Grades 1-4 with an enrollment of 760 students at the existing Memorial Park Elementary School site.
5b	New Construction – Grades 1-4 with an enrollment of 760 students at the existing Memorial Park Elementary School site.
6	New Construction – Grades 1-4 with an enrollment of 760 students at the existing Esten Elementary School site.
7	New Construction – Grades K-4 with an enrollment of 340 students at the Hingham Street site.
8	New Construction – Grades K-4 with an enrollment of 340 students at the Reed Street site.
9a	New Construction – Grades 1-4 with an enrollment of 760 students at the Reed Street site.
9b	New Construction – Grades 1-4 with an enrollment of 760 students at the Reed Street site.

As a result of this analysis, the District determined that “Option 1a”, “Option 1b”, and “Option 2” were not considered viable options for further development because they do not meet the needs of the District’s educational program, do not accommodate the District’s desired consolidation scenario and the existing spaces are undersized for the student population.

“Option 4” was not considered for further evaluation because the District determined this option does not address the issues at the existing Memorial Park Elementary School, requires an extensive amount of temporary modular classrooms, would result in a significant disruption to ongoing education during construction and does not accommodate the District’s desired consolidation scenario. “Option 6” was not considered for further evaluation by the District because the site is not centrally located, there was little area for play space, and it does not include a field. Although the District determined “Option 7” would meet the needs of the District’s educational program, it was not considered for further evaluation because of the existing environmental restrictions and site constraints on the Hingham Street site. “Option 8” was not considered for further evaluation because the District determined this option does not address the issues at the existing Memorial Park Elementary School, would result in little area for play space,

does not include a field and does not accommodate the District’s desired consolidation scenario. “Option 9a” was not considered for further evaluation because the District determined this option would not be able to accommodate the amount of required parking for a 760-student facility.

Upon further review, MSBA staff and the District agreed to explore the following nine options for further development and consideration: two base repair options, three addition/renovation options, and four new construction options as listed below. Please note the District does not consider “Option 1a” and “Option 1b” viable options, however, they have been included for cost comparison purposes only.

### Summary of Preliminary Design Pricing for Final Evaluation of Options

Option (Description)	Total Gross Square Feet	Square Feet of Renovated Space (cost*/sq. ft.)	Square Feet of New Construction (cost*/sq. ft.)	Site, Building Takedown, Haz Mat. Cost*	Estimated Total Construction ** (cost*/sq. ft.)	Estimated Total Project Costs
<b>Option 1a:</b> Code Upgrade Only at existing Jefferson Elementary School ( <i>Cost Comparison Only</i> )	40,218	40,218 \$359/sq. ft.	N/A	\$1,231,295	\$15,668,849 \$390/sq. ft.	\$20,357,314
<b>Option 1b:</b> Code Upgrade Only at existing Memorial Park Elementary School ( <i>Cost Comparison Only</i> )	49,686	49,686 \$312/sq. ft.	N/A	\$1,514,410	\$16,998,024 \$342/sq. ft.	\$21,984,603
<b>Option 3:</b> Addition/Renovation at existing Jefferson Elementary School - 340 students in grades K-4	73,430	8,200 \$665/sq. ft.	65,230 \$498/sq. ft.	\$4,686,477	\$42,606,240 \$580/sq. ft.	\$56,100,775
<b>Option 3a:</b> Addition/Renovation at existing Jefferson Elementary School - 760 students grades 1-4 (District-wide)	123,817	8,200 \$655/sq. ft.	115,617 \$472/sq. ft.	\$5,014,648	\$64,921,685 \$524/sq. ft.	\$83,416,004
<b>Option 4a:</b> New Construction at Jefferson Elementary School site - 760 students grades 1-4 (District-wide)	119,990	N/A	119,990 \$466/sq. ft.	\$5,102,268	\$61,040,280 \$509/sq. ft.	\$79,449,740
<b>Option 5:</b> Addition/Renovation at existing Memorial Park Elementary School - 760 students grades 1-4 (District-wide)	130,570	9,735 \$598/sq. ft.	120,835 \$463/sq. ft.	\$5,953,797	\$67,781,036 \$519/sq. ft.	\$92,893,945
<b>Option 5a:</b> New Construction at existing Memorial Park Elementary School site - 760 students grades 1-4 (District-wide)	119,900	N/A	119,900 \$462/sq. ft.	\$6,277,652	\$61,730,645 \$515/sq. ft.	\$84,905,811
<b>Option 5b:</b> New Construction at existing Memorial Park Elementary School site 760 students grades 1-4 (District-wide)***	<b>119,900</b>	<b>N/A</b>	<b>119,900</b> <b>\$468/sq. ft.</b>	<b>\$6,554,652</b>	<b>\$62,614,341</b> <b>\$522/sq. ft.</b>	<b>\$83,324,522</b>

Option (Description)	Total Gross Square Feet	Square Feet of Renovated Space (cost*/sq. ft.)	Square Feet of New Construction (cost*/sq. ft.)	Site, Building Takedown, Haz Mat. Cost*	Estimated Total Construction ** (cost*/sq. ft.)	Estimated Total Project Costs
<b>Option 9b:</b> New Construction at Reed Street site - 760 students grades 1-4 (District-wide)	119,900	N/A	119,900 \$459/sq. ft.	\$5,254,670	\$60,248,058 \$502/sq. ft.	\$81,269,522

\* Marked up construction costs

\*\* Does not include construction contingency

\*\*\**District's Preferred Schematic*

The District has selected “Option 5b”, new construction as the Preferred Schematic to proceed into Schematic Design. This option results in the closing of the existing Jefferson Elementary School and Memorial Park Elementary School, and the repurposing of the Esten Elementary School to serve the District’s pre-kindergarten and kindergarten students.

In addition to supporting the District’s desire to consolidate elementary school students into a district-wide facility for grades 1-4, this option addresses the deficiencies associated with the existing building, fully accommodates the District’s educational program, and results in the preferred building location, orientation, and site development opportunities.

“Option 3” was not considered for further evaluation, because the District determined this option does not address the issues at the existing Memorial Park Elementary School, requires an extensive amount of temporary modular classrooms, and would result in a significant disruption to ongoing education during construction. “Option 3a” and “Option 4a” were not considered for further evaluation, because the District determined that the site is undersized for a 760-student facility, it would require temporary off-site space for the Jefferson Elementary School students, and the District found the 3-story and 4-story solutions to be less-desirable for a younger student population.

“Option 5” was not selected because the District determined this option requires an extensive amount of temporary modular classrooms, would result in a significant disruption to ongoing education during construction, and the District found the 3-story solution to be less-desirable for a younger student population. Although “Option 5a” meets the needs of the District’s educational program and had minimal swing space requirements, the District did not select it because it did not provide the flexibility that “Option 5b” provides, and the District found the 3-story solution was less-desirable for a younger student population.

Although the District determined that “Option 9b” could meet the needs of the District’s educational program, the District did not choose this option because the proposed building footprint and parking would result in little area for play space, it does not include a field, and the District found the 3-story solution to be less-desirable for a younger student population.

The District presented its proposed Preferred Schematic to the MSBA Facilities Assessment Subcommittee (“FAS”) on March 20, 2019. At that meeting, members of the FAS discussed a number of topics including the appreciation of the District’s educational program and organization of academic neighborhoods; distribution of special education spaces; size and function of the proposed courtyard; function of the proposed maker-space area for grades 1 and 2; proposed location of the music room in relation to guidance offices; use of the proposed “learning stairs”;

overall massing of the proposed building; proposed location of parent and bus drop-off and pick-up locations; and providing a sheltered entrance into the building for individuals with limited mobility.

MSBA staff reviewed the conclusions of the Feasibility Study and all other subsequent submittals with the District and found:

- 1) The options investigated were sufficiently comprehensive in scope, the approach undertaken in this study was appropriate, and the District's Preferred Schematic is reasonable and cost-effective and meets the needs identified by the District.
- 2) The District has submitted an operational budget for educational objectives and a capital budget statement for MSBA review.
- 3) The proposal to construct a new district-wide grades 1-4 facility will result in the closing and demolition of the existing Jefferson and Memorial Park Elementary Schools. The demolition of the existing Jefferson Elementary School is required in conjunction with an agreement between the School District and the Rockland Park Commission regarding parkland subject to Article 97. The existing Jefferson site will become parkland as a result of this project. The demolition of the existing Memorial Park Elementary School is required to construct the new building and develop the site. A portion of the existing Memorial Park Elementary School site will also become parkland as a result of this project. MSBA staff's recommendation to the Board for approval of the District's preferred solution is contingent upon the District gaining full ownership, control, and exclusive use of the proposed site. The MSBA will not sign a Project Funding Agreement and will not reimburse the District for any costs incurred beyond the Feasibility Study Agreement without all land use issues being resolved.
- 4) The existing Esten Elementary School will absorb district-wide kindergarten students upon completion of the proposed district-wide grades 1-4 project.
- 5) The District's Schematic Design submittal will be subject to final review and approval by the Department of Elementary and Secondary Education as part of the Schematic Design submittal, which is prior to executing a Project Scope and Budget Agreement.
- 6) Subject to Board approval, the MSBA will participate in a project that includes spaces that meet MSBA guidelines, except for variations previously agreed to by the MSBA. All proposed spaces will be reviewed during the Schematic Design phase.
- 7) As part of the Schematic Design phase, the District will work with the MSBA to determine a mutually agreeable methodology to differentiate eligible costs from ineligible costs.

Based on the review outlined above, and contingent upon the town gaining full ownership, control, and exclusive use of the proposed site, staff recommends that the Town of Rockland be approved to proceed into Schematic Design to replace the existing Jefferson Elementary School and the existing Memorial Park Elementary School with a new district-wide grades 1-4 facility on the site of the existing Memorial Park Elementary School contingent upon the District gaining full ownership, control, and exclusive use of the proposed site.