



Montgomery County Government

MONTGOMERY COUNTY COUNCIL
OFFICE OF LEGISLATIVE OVERSIGHT

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TITLE

A Description and Evaluation of the Montgomery County Community
Use of Educational Facilities and Services.

CONTENTS

PAGE

I. Summary and Major Conclusion/Recommendation.....	1
II. Authority, Scope and Methodology.....	2
III. Introduction and History.....	3
IV. Description of the Community Use of Educational Facilities and Services.....	4
General.....	4
Interagency Coordinating Board.....	6
Advisory Committee.....	7
The CUEFS Staff.....	8
Enterprise Fund.....	8
V. Evaluation of the Community Use of Educational Facilities and Services.....	9
General.....	9
Building Service Worker Overtime.....	9
Fee Structure.....	11
County Subsidy.....	12
Community School Coordinators.....	14
VI. Other Matters.....	16
VII. Conclusions.....	17
VIII. Recommendations.....	18
IX. Agency/Department Comments and OLO Response.....	19
EXHIBITS.....	A-1-H-1

I. SUMMARY AND MAJOR CONCLUSIONS AND RECOMMENDATIONS

In 1970, the State of Maryland enacted legislation requiring the County Boards of Education to encourage use of school facilities for community purposes and the Board of Education (BOE), Montgomery County, established a School Community Centers Program. During the 1970's, as community use of schools increased, problems developed regarding the relationships among the various agencies and community groups, the coordination of scheduling and the charging and collecting of fees. Additionally, the direct and indirect public subsidy for community use of schools encountered competition with other MCPS budget items.

After extensive review, a Community Educational and Services Task Force recommended that policy coordination and fiscal responsibility for community use of schools be transferred from the BOE to a nine-member interagency policy board. On October 26, 1978, the County Council enacted the School Facilities Utilization Act (Chapter 44, Article I of the Montgomery County Code, 1972, as amended).

The County Council's legislative intent in establishing the School Facilities Utilization Act was to enable the citizens of the County to enjoy the use of Montgomery County Public Schools' (MCPS) facilities without interference with educational programs and activities. In order to accomplish its objective, the Council created an Interagency Coordinating Board (ICB), the position of Director of Community Use of Educational Facilities and Services (CUEFS), an Advisory Committee and a Community Educational Facilities Enterprise Fund (fund).

This report examines the Interagency Coordinating Board, the CUEFS staff, the Advisory Committee and the fund to evaluate faithfulness to legislative intent, cost effectiveness and program efficiency.

The major conclusions/recommendations of this evaluation are:

1. Although the Community Use of Schools is only three years old, it has significantly contributed to more cooperation between MCPS and the other users of schools. The Community Use of Schools definitely accomplishes its essential mission of providing coordination between MCPS and the many public and private agencies, organizations and groups who use the schools.

2. The single largest dollar expenditure for Community Use of Schools is overtime for building service workers (BSWs). During the first three years of operation, the Executive Director, the ICB and MCPS have taken several actions to control and reduce the cost of BSW overtime and, although there has been a reduction in overtime costs, it has been at the expense of an enormous amount of administrative time. OLO

considers BSW overtime a serious impediment to the economical operation of Community Use of Schools.

3. MCPS should continue to search for ways to reduce BSW overtime, which is reimbursed by the Community Use of Schools, commensurate with the need to adequately secure and operate the schools seven days a week.

4. The County Executive's policy that fees should produce sufficient revenues to offset substantially the cost of use has ignored the fact that the majority, as well as priority, of community users of schools are other public agencies; thus the primary source of revenue is actually inter/intra-governmental transfer of public funds. Additionally, in an effort to become self-supporting, the Community Use of Schools has not adequately identified the full cost of the community use of schools or calculated the total subsidy that is needed to support the community's use of these public facilities.

5. The Community Use of Schools should identify the full cost of community use of schools, to include the actual cost of utilities and BSW supplies, as well as the cost of the indirect support services of MCPS and other County department personnel. Using the full cost and an adjustment for the County subsidy (see #7 below), the fee structure should be simplified to a flat per hour/per unit fee consistent with the legislative intent of enabling County citizens to enjoy the use of these public facilities seven days a week.

6. Since the majority, as well as priority, of the community users of schools are other public agencies, the Community Educational Facilities Enterprise Fund should officially be recognized as an accounting technique for allocating costs and reflecting inter/intra-governmental transfers of public funds.

7. Finally, it should be acknowledged that the County Council will have to continue to subsidize the Community Use of Schools, because a fee structure which would recover the total program costs would result in fees so high that it would undoubtedly discourage most of the paying groups who currently use school facilities.

II. AUTHORITY, SCOPE AND METHODOLOGY

1. Authority. Council Resolution 9-1459, subject, FY 82 Work Program of the Office of Legislative Oversight, adopted September 15, 1981.

2. Scope. To determine the effectiveness of the Community Use of Educational Facilities and Services program, to evaluate adherence to the legislative intent of the School Facilities Utilization Act (Bill 43-78) and to examine the policies and procedures of the ICB and the revenues collected and expenses disbursed from the Community Educational Facilities Enterprise Fund.

3. Methodology. This evaluation was conducted over the course of several months. In addition to a review of State and local laws, the task force report and accounting records, information was obtained through interviews with members of the Interagency Coordinating Board (ICB) and the Advisory Committee. Finally, this evaluator observed the daily program operations over an extended period of time, and analyzed the many forms and print-outs that make-up the data base for this program.

III. INTRODUCTION AND HISTORY

1. Public and private agencies, community groups, organizations and individuals have been using school facilities for many years. The first formalized community use of schools in Montgomery County began in 1969, when the Rosemary Hills Community School¹ was established and the Montgomery County Public School's (MCPS) specifically designated Piney Branch Middle School to serve county agencies and community activities. In 1970, the State of Maryland enacted legislation requiring the County Boards of Education to encourage use of school facilities for community purposes and the Governor made funds available for after school educational and leisure programs.

2. In accordance with the Article on Education of the Annotated Code of Maryland, Section 7-108, Use of School Property For Other Than School Purposes, the Montgomery County, Board of Education (BOE) established a School Community Centers Program and issued policy guidelines for after-school use of school facilities. At Exhibit A is a description of the MCPS School Community Centers Program and a summary of the FY 78 budget data.

3. During the 1970's as community use of schools increased, problems developed regarding the relationships among the various agencies and community groups, the coordination of scheduling and the charging and collection of fees. Additionally, the direct and indirect public subsidy for community use of schools competed with other MCPS budget items. In response to the need for a review of costs, priorities and services associated with community use of schools, the County Council established a steering committee and a task force.²

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1. The Rosemary Hills Community School was originally developed and funded entirely by the Lyttonsville - Rosemary Hills community.
 2. County Council Resolution 8-830, Subject: Establishment of an Interagency Community Education and Services Task Force, was adopted on June 1, 1976. County Council Resolution 8-1312, Subject: Establishment of Guidelines and Procedures for the Community Education and Services Task Force and Appointing Members Thereof was adopted on May 10, 1977.

4. The Community Educational and Services Task Force thoroughly examined the kind and intensities of after-school use of school facilities, analyzed major barriers to their effective use and discussed potentials for additional use. In April 1978, the task force presented its report to the County Council, County Executive and the BOE. The report contained 43 specific recommendations for change. The major recommendation was that policy, coordination and fiscal responsibility for community use of schools be transferred from the BOE to a nine-member interagency policy board. On October 26, 1978, the County Council enacted Bill 43-78, School Facilities Utilization Act, to implement the recommendations of the task force report. Bill 43-78 was codified as Article I of Chapter 44 of the Montgomery County Code, 1972, as amended.

IV. DESCRIPTION OF THE COMMUNITY USE OF EDUCATIONAL FACILITIES AND SERVICES

General

1. The Council's legislative intent in establishing the School Facilities Utilization Act was to enable the citizens of the County to enjoy the use of Montgomery County Public Schools' (MCPS) facilities without interference with education programs and activities. The purpose of the law addresses the numerous issues identified by the Community Educational and Services Task Force, specifically:

- .Comprehensive and current information regarding the programs, activities and conditions for use to be made available to actual and potential users.

- .Scheduling of facility space among all users be on an equitable basis.

- .Coordination among services using school facilities be improved.

- .New and expanded uses of schools be identified.

- .Regulations for use, including fee schedules, replacement or repayment for damage, and other necessary conditions be established.

- .Community use factors be given full consideration in planning the construction or renovation of school facilities.

- .Communities and individual schools have maximum flexibility in developing activities.

To accomplish its objective, the Council created the Interagency Coordinating Board (ICB), the position of Director of Community Use of Educational Facilities and Services (CUEFS), the Advisory Committee and a Community Educational Facilities Enterprise Fund (fund). Each of these are discussed in detail in this report.

2. For the remainder of this report, the following terms will be used:

a) Community Use of Schools - the entire program including ICB, Director and staff of CUEFS, the Advisory Committee and the fund. A chart showing the interagency relationship of the ICB and the staff of CUEFS is at Exhibit B.

b) Use of schools - the use of MCPS facilities on weekdays 7:30 a.m. - 11:00 p.m. and on weekends and holidays, 8:30 a.m. - 12:00 a.m.

c) Users of schools - individuals, groups, agencies and/or organizations who use MCPS schools.

3. To better understand the Community Use of Schools, the reader needs to know some basic information concerning the number of schools and the types of users.

a) Number of Schools. During FY 81, there were 185 schools available to the Community Use of Schools program. This total included 123 elementary schools, 28 middle and junior high schools, 22 high schools and 12 area offices or educational centers. Fifteen of the schools had been designated as Community Schools. The Community School structure was originally established under the MCPS School Community Centers Program and has been continued under the Community Use of Schools (see Community School Coordinators page 16 paragraph 16 for more detail on the Community School structure).

MCPS personnel at each of the 185 individual schools are responsible for approving and scheduling users. In accordance with the Guidelines for CUEFS, school personnel are responsible for completing building use forms, computing and collecting fees and forwarding the forms and fees to CUEFS' staff for review and processing. The magnitude of this operation is great; during FY 81, approximately 20,000 pieces of paper were manually processed and, at a minimum, each piece of paper was handled three times.

b) Types of Users. Before describing the various types of users, it is important to note that the Guidelines for Community Use of Educational Facilities and Services specifies the following priority for use: MCPS, governmental administrative bodies, County and municipal recreation departments, other publicly supported programs, non-profit groups and, finally, profit making groups. At Exhibit C is a detailed description of each of these.

During FY 81, a wide range of groups and organizations used schools. The largest user was MCPS, using schools for such purposes as athletic and drama events, student government activities, school sponsored clubs, evening high school classes, staff workshops and PTA meetings. The next largest users were the Montgomery County Recreation Department and the municipal recreation departments of Rockville, Gaithersburg and Takoma Park. Another large user of schools was the

Montgomery County Government. As an example, the Department of Libraries used Poolesville High School as a branch library; and during elections the Supervisors of Elections used schools as polling places. Other users included non-profit organizations such as the YMCA's, boy/girl scouts and the 4-H clubs; and community sponsored groups like civic associations, square dance clubs and sport leagues. In addition, organized religious groups which do not have a facility of their own or are in the process of adding to their existing facility used schools. Finally, profit making groups used schools for a variety of purposes: private businesses held employee training sessions and product demonstrations; dancing schools performed dance recitals; and cultural schools (Chinese, Ukrainian and Islamic) offered classroom instructions.

Interagency Coordinating Board (ICB)

4. Membership and Meetings. The ICB was created to bring together the principal governmental agencies involved in the community use of school facilities so as to provide the policy and fiscal coordination necessary for effective community use of school facilities. Total membership of the ICB is nine to include: the Chief Administrative Officer, the Superintendent of Schools, the President of Montgomery College, a member of the Maryland-National Capital Park and Planning Commission (M-NCPPC), the staff director of the County Council, two citizens appointed by the Superintendent and confirmed by the Board of Education, and two citizens appointed by the County Executive and confirmed by the County Council. In addition, the Board of Education may appoint one of its members to be an ex officio, non-voting member. At Exhibit D is a current list of the members.

The ICB is required to meet at least once quarterly, with five members constituting a quorum. The time, date and location of the meeting is advertised to the public. Considering the regular duty responsibilities of the ICB members, it is particularly commendable to note that during the first three years, the ICB met more frequently than the quarterly requirement, with an average of seven of the nine members present.

5. ICB Responsibilities. The responsibilities of the ICB were established in the School Facilities Utilization Act and include:

- .review the budget prepared by the Director, provide for needed changes and make a budget recommendation thereon to the Chief Administrative Officer, County Executive and County Council;

- .recommend fee schedules to the County Council for its adoption by resolution after it receives the recommendations of the County Executive;

- .review any proposed modifications in major contracts and grants negotiated between the County and Montgomery County Public Schools;

- .provide evaluative reviews, advice and recommendations to the Director, Board of Education, County Executive and the County Council as to progress achieved and problems encountered in carrying out the

provisions of this Act and on or before March 1 of each year submit a report on such matters to the aforementioned officials and bodies and to the general public;

.adopt rules or regulations as may be necessary to implement the requirements of the School Facilities Utilization Act;

.consider interagency differences and problems and submit recommendations for their resolution to the County Executive, Board of Education, Maryland-National Capital Park and Planning Commission, Montgomery College or County Council, as appropriate; and examine the relationship between programs and activities conducted under the Act and related services and activities financed by County Government and submit appropriate recommendations as to program integration.

Advisory Committee

6. Purpose and Membership. The Advisory Committee serves as liaison between the ICB and the community. This committee was established by law to bring a broad spectrum of ideas to the ICB and submit recommendations on ways to increase use, improve outreach efforts and make the operation more cost effective. During FY 81, the committee conducted a self-evaluation and decided to revise its by-laws to expand the membership and create a truly interagency advisory group. Effective FY 82, there are 18 members representing County agencies and citizens with interests in using school facilities. At Exhibit D is a list of the current members of the Advisory Committee.

7. FY 82 Work Program. The Advisory Committee's FY 82 Work Program included six specific tasks:

.review and prepare recommendations to the ICB regarding the cost of use;

.review and prepare recommendations to the ICB regarding appropriate uses of the County subsidy;

.develop communication procedures with users and ICB members including community forums on school use;

.advise staff and ICB regarding ways to increase the use of schools and make access easier for users;

.advise staff and ICB regarding users preferences for scheduling closed school facilities and fields; and

.initiate the framework for a needs assessment to enable a more efficient use of facilities.

In accomplishing their goals, the committee studied several alternatives for funding the FY 83 budget and recommended an increase in fees and the use of some surplus funds. Additionally, the committee's communication subcommittee organized a public forum and invited comments on the proposed 1982-1983 fee structure.

The CUEFS Staff

8. Composition and Budget. During FY 81, the CUEFS staff included six full time and 14 non-merit, part time positions (for a total of 13 work years). The cost for this staff in salaries and wages was \$246,672. For the first three years, the CUEFS staff has required additional staff services provided by contract clerical personnel and by volunteers. The volunteers donated a significant number of hours to data collection.

9. Organization. The staff of the CUEFS is organized into two major activities: administration and community school coordinators. A chart showing the organizational structure and interagency relationship of the Interagency Coordinating Board and the Office of Community Use of Educational Facilities and Services is at Exhibit B.

10. Administration. The Executive Director serves as the executive secretary to the ICB and is responsible for carrying out the policies and directions of the ICB. In addition to normal management functions, the Executive Director is assigned specific responsibilities for maintaining effective liaison with MCPS personnel and user groups, and providing guidance on ways to improve the cost effectiveness of the program. A large proportion of staff time is involved in manually performing activities as scheduling, billing, cost accounting and data collection. An automated billing and data collection system is programmed to be operational in FY 83.

11. Community School Coordinators. The community school structure included 15 Community Schools, 14 with part-time Community School Coordinators and one with a full time Community School Coordinator. The part-time Community School Coordinators are non-merit, non-career positions. The Executive Director is responsible for hiring, training and evaluating the performance of Community School Coordinators.

Enterprise Fund

12. Purpose and Intent. An enterprise fund was established to identify all costs associated with the community use of school facilities and to establish a financial basis for formulating budget requests, determining the fee schedules and estimating the amount of the County subsidy. It was clearly not the legislative intent of the County Council in establishing an enterprise fund to recover all administration and operating costs through fees.

13. Revenue and Expense. The major identified costs are salaries and wages to administer the program and operating expenses to reimburse MCPS for building service worker (BSW) overtime, utilities and supplies. The three sources of funds are fees, a State grant and a County subsidy. A table of actual FY 81 revenue and expenditures is at Exhibit E. Although the enterprise fund shows a surplus of \$170,092 at the end of FY 81, there was actually an operating loss of over \$200,000 before the County subsidy was added. A discussion of the fee structure and County subsidy is provided in Section V of this report.

V. EVALUATION OF THE COMMUNITY USE OF EDUCATIONAL FACILITIES AND SERVICES

General

1. Although, the Community Use of Schools is only three years old, it has shown the potential for being one of the most vital and beneficial agencies serving Montgomery County residents. Historically, the use of school buildings for purposes other than traditional educational programs and activities has been a sensitive issue. Accordingly, local government officials were hesitant to exert any influence over school board decisions. The recent changes in economic conditions and population growth has required the school system and local government to cooperate in order to best serve the whole community. In Montgomery County, the MCPS demonstrates a protective attitude that school property is its private domain and must be protected from other groups who use schools and do not share MCPS' appreciation for the value of school property. The existence of the Community Use of Schools Program in Montgomery County has significantly contributed to more cooperation between MCPS and the other users of schools.

2. It is the overall conclusion of this evaluator that the Community Use of Schools definitely accomplishes its essential mission of providing coordination between the MCPS and the many agencies, organizations and groups who use its schools in an efficient and effective manner. In addition, the Office of Legislative Oversight was particularly impressed with the dedication of the ICB members, the Director and staff of CUEFS, the volunteers, and the members of the Advisory Committee, all of whom have devoted considerable time, energy and imagination toward accomplishing the ambitious goal of this program.

3. As is common with evaluation reports of this type, individual performance, management procedures and operational practices which are being performed efficiently and effectively are not discussed in any detail. However, OLO will suggest specific actions which, we believe, should further improve the efficiency and effectiveness of the Community Use of Schools. These improvements will be discussed in the remainder of this section of the report and concern the following four areas:

- .Building Service Worker Overtime
- .Fee Structure
- .County Subsidy
- .Community School Coordinators

Building Service Worker Overtime

4. The single largest dollar expenditure for the Community Use of Schools is the overtime for building service workers (BSWs). During FY

81, \$521,393 was expended on BSW overtime, which was 49% of the total \$1,061,539 program cost. The Executive Director has budget responsibility for this cost but very little control over it. MCPS has the responsibility for determining which building service workers are required and for assigning the individual workers.

5. In accordance with the financial agreement between MCPS and the Community Use of Schools, MCPS was reimbursed for the actual overtime paid to BSWs who worked overtime for Community Use of Schools' activities. The 1980-82 union agreement with the Montgomery County Council of Supporting Service Employees (MCCSSE) allowed MCPS to assign overtime and required an employee to be paid at one and one-half times the regular rate of pay. Additionally, if an employee was required to report to work on a non-scheduled work day, e.g. weekend or holiday, the agreement required that the employee be paid for a minimum of three hours overtime. The MCPS overtime report for the pay period ending June 30, 1981, (accumulated overtime for FY 81) recorded that 642 BSWs, of the authorized strength of 960, had charged a total of \$521,393 in overtime to the Community Use of Schools. An analysis of this report reveals that the hourly overtime rate for these 642 BSWs ranged from \$7.52 to \$14.63 (straight-time rate: \$5.01 to \$9.75) with the arithmetic average overtime rate of \$10.50. However, \$322,284 or 61% of the total \$521,393 was earned by only 151 BSWs or 16% of the 960 authorized BSWs. Further, of the 642 BSWs earning overtime 26 BSWs each earned over \$3,000 annually, and one BSW earned \$8,051 that year.

6. During the first three years that the Community Use of Schools has been in operation, the Executive Director has taken several actions to control and reduce the cost of BSW overtime. In FY 80, the staff of CUEFS reviewed the MCPS overtime reports and verified the number of hours recorded as overtime with the number of hours recorded on building use forms. In FY 81, policies and procedures were amended to require that all weekday BSW overtime be authorized by CUEFS staff. Each school has at least one BSW on night differential pay which permits rearrangement of the work schedule to coincide with community use; thus overtime would not be necessary for weekdays and evenings. In FY 82, a program was implemented to schedule weekend users into fewer schools. Although, these actions have resulted in a reduction in overtime costs, it has been at the expense of an enormous amount of administrative time. As mentioned earlier, MCPS personnel at each of the 185 individual schools were responsible for scheduling users and forwarding building use forms to the CUEFS staff. The manual review of bi-weekly MCPS overtime reports and many building use forms was tedious and time consuming. The phone calls received to authorize weekday BSW overtime and centralize weekend users was overwhelming. During the peak season, the CUEFS staff received as many as 35 calls per day; the average call taking 10-15 minutes to complete. Finally, the new 1982-84 union agreement between MCPS and MCCSSE states that BSWs will earn a flat rate of \$10.00 per hour for overtime attributed to Community Use of Schools.

7. The efforts of the Executive Director, the ICB and MCPS to reduce overtime costs are to be commended. However, because overtime constitutes a major expense of the program, OLO considers BSW overtime a serious impediment to the economical operation of Community Use of

Schools and suggests that MCPS continue to search for ways to reduce BSW overtime.

Fee Structure

8. When the Community Use of Schools became operational in FY 80, special attention was given to determining the pattern of use and the program costs. During FY 81 and FY 82 the emphasis had been on developing and implementing a fee structure which would recover the program costs while recognizing scheduling priorities and the special needs of the various users. However, this presented a problem when one realizes that the largest users were MCPS, the Montgomery County Recreation Department and the municipal recreation departments of Rockville, Gaithersburg, and Takoma Park. The single largest user, MCPS, had first priority on scheduling use with most of these users exempt from paying fees (e.g. school clubs, PTA meetings). The next highest volume users were the recreation departments which as public agencies provide many free and low cost services to County residents. Consequently, considering that the largest users of the schools are either exempt from paying fees or charge nominal fees, it is difficult for the Community Use of Schools to be self-supporting through a fee structure.

9. The Community Use of Schools has developed a complex fee structure with guidelines which attempt to recognize the special needs and interests of the various users, the many variables (hours of use, fees and cost) and the impact of any increase of one of the variables on the others. The fee structure, entitled, Guidelines for Community Use of Educational Facilities and Services, Administrative Edition 1981-1982, reflects per unit/per hour fees, variations for time of use (e.g. weekday afternoons and evenings, weekends) and types of facilities (e.g. schools with gyms, schools without gyms), additional charges for personnel and utilities and exemptions. At Exhibit F is an extract of the FY 82 fee structure with an explanation of the additional charges (e.g. heating, air conditioning, personnel) and a list of exemptions. In reviewing this exhibit, it should be noted that in FY 81, the total program cost was \$1,061,539 for 190,009 hours of indoor use, for an average cost of \$5.59 per hour of indoor use.

10. An analysis of this fee structure reveals that one of the significant elements is the cost of BSW overtime. (As noted earlier in this report, \$521,393 or 49% of the total FY 81, \$1,061,539 program cost was expended on BSW overtime.) Minimal overtime costs are associated with weekday/evening use because MCPS policies include a night differential pay and BSWs are scheduled to work shifts to cover Monday through Friday evening Community Use of Schools' activities. However, BSWs are not scheduled to cover weekend use, so all weekend use results in overtime costs. Consequently, it has been Community Use of Schools' policy to encourage weekday use of the schools and reflect the BSW overtime costs for weekend use in higher fees. This policy may have worked except that the majority of weekend users were recreation departments' sponsored basketball teams, and it conflicted with County policy to encourage public agencies to provide low cost recreation programs to County residents. Consequently, further adjustments were made to the fee structure. For example the recreation departments were

charged \$2.00 per hour for weekday use, \$3.00 per hour for evening use and \$6.00 for weekend use; and MCPS was not charged for most weekday or evening activities, but was charged \$12.50 per hour for weekend use. At Exhibit G is a chart showing additional examples which illustrate the complexity of the fee structure.

County Subsidy

11. One of the major issues addressed by the Community Education and Services Task Force was the extent to which the costs of Community Use of Schools should be recovered through fees. The Task Force found that community use of school facilities was subsidized from the MCPS budget with the degree of subsidization varying from year to year depending on fiscal availability of funds. Additionally, the Task Force concluded that community use of school facilities definitely needed to be subsidized, "...but the subsidy should be calculated with reasonable accuracy and should be a clear and overt factor in budget considerations rather than a 'fuzzy' issue that all too frequently has been swept under the rug...This 'full cost' should include, not only out of pocket costs associated with after-school use but also costs of supervision and administration by coordinators and building facilitators, as well as overhead increments clearly attributable to community use, such as, additional time required on the part of principals and school secretaries in their negotiations with community user groups."³

12. When the County Council enacted the School Facilities Utilization Act, a Community Educational Facilities Enterprise Fund was established. However, it is not like the other County enterprise funds (Liquor, Refuse Disposal/Collection and Parking Districts) which account for fees and charges collected from the general public. This fund, was established as an accounting technique for allocating costs and reflecting revenue (fees) earned from inter/intra-governmental transfers. The relationship of the County subsidy to the program cost is reflected in Table I for FY 80 and FY 81.

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3. Report of the Community Education and Services Task Force, pages 89-90.

TABLE I

Community Use of Educational Facilities and Services
Statement of Revenues, Expenses and Changes in Retained Earnings
For Fiscal Year 80 and 81

	<u>FY 80</u>	<u>FY 81</u>
Total Revenue - Charges for Services	\$447,711	\$672,259
Total Program Costs	<u>762,857</u>	<u>916,781</u>
Operating Gain (loss)	(\$315,146)	(\$244,522)
Transfer from the General Fund [County Subsidy]	<u>\$336,100</u>	<u>\$393,660</u>
Retained Earnings - to carry forward to subsequent years	\$ 20,954	\$149,138
Retained Earnings - from previous year	<u>Note a</u>	<u>20,954</u>
Balance at end of Fiscal Year	\$ 20,954	\$170,092

Note a) This fund was established in FY 80.

13. In discussions with MCPS personnel and a review of the MORE⁴ Report on Maintenance Division and School Plant Operations, November 1980, specific criticism was made that fees do not adequately recover the cost of the Community Use of Schools. Our review showed that since the Community Use of Schools has been established, the major identified costs have been salaries and wages for administration of the program and operating expense to reimburse MCPS for BSW overtime, utilities and supplies. When the Community Use of Schools was established, a financial agreement was made between the ICB and the Montgomery County Board of Education (BOE). This agreement identified specific procedures for establishing the Enterprise Fund and handling financial transactions, e.g. collecting of fees, reimbursing for cost, accounting and auditing. The financial agreement adopted for FY 81 required that the Community Use of Schools reimburse MCPS for three categories of expense; actual overtime paid to BSWs who worked for Community Use of Schools' activities, an agreed upon flat rate of \$110,000 for utilities (based on 1% of the total FY 80 MCPS utility cost) and an agreed upon flat rate of \$12,570 for BSW supplies. It should be noted that despite the fact that the financial agreement which established the above reimbursement policy was approved by the Board of

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4. Management Operations Review and Evaluation (MORE) is a program within MCPS's Department of Educational Accountability.

Education, some in MCPS who are associated with the program are concerned that fees do not adequately recover costs. Further, they recommend that MCPS develop procedures to specifically identify the cost of utilities and BSW supplies associated with the Community Use of Schools so that future financial agreements require reimbursement to recover those costs. OLO concurs in this recommendation.

14. Additionally, a significant portion of the indirect support services to the Community Use of Schools has not been included in the cost of the program. As mentioned before, MCPS personnel at each of the 185 individual schools were responsible for approving and scheduling users. The time required by MCPS personnel at each school to complete building use forms, compute and collect fees etc. has not been identified. Also, in FY 83 the County government established a system of allocating an indirect cost rate of 16.8% of salaries and wages to Special and Enterprise funds. However, this indirect cost assessment was not made against the Community Use of Schools because the support services of other public agencies were not identified as reimbursable costs.

15. Although the County Executive has been sensitive to the interagency role of the Community Use of Schools, it has been Administration policy that fees should produce sufficient revenues to offset substantially the cost of use. The emphasis on making the Community Use of Schools self-supporting has ignored the fact that the majority, as well as the priority, of the users are other public agencies and therefore the primary source of revenue is inter/intra-governmental transfers. Additionally, in an effort to become self-supporting the Community Use of Schools has not adequately identified the full cost of the community use of schools or calculated the subsidy that would be needed to support those users which as a matter of policy the Council elects to subsidize.

Community School Coordinators

16. Prior to the Community Use of Schools there was a MCPS School Community Centers Program, (See Exhibit A for a description of this program). Specific schools were designated as community centers and a comprehensive program of educational, recreational and special interest activities was provided for community residents of all ages. The current structure of 15 Community Schools, 14 with part-time Community School Coordinators (coordinators) and one with a full time coordinator is basically the same structure that existed under MCPS. At Exhibit H is a list of the Community Schools for FY 81.

17. During FY 81, \$92,262 was expended on salaries/wages for the coordinators. The coordinators are non-merit, non-career employees, classified as pay grade 14; the FY 81 hourly wage ranged from \$6.74 to \$10.09. Their specific responsibilities included:

.Planning, developing and coordinating multi-agency programs and services located at the school;

.Working with the local community advisory council to maintain community participation;

.Acting as liaison among the school personnel, the ICB, public and private groups who use the schools for delivery of programs and services;

.Scheduling and assigning groups into the building to maintain extensive use and diversity of users;

.Keeping records of user hours and conducting evaluations of programs and processes;

.Publicizing the activities available at the school; and

.Organizing activities funded by State Grant money.

Our review showed that nine of the 14 part-time coordinators were MCPS teachers assigned to their regular school, and the average number of total hours worked by these nine coordinators was 772 hours or about 15 hours per week.

18. In June 1980, the ICB appointed a Community School Evaluation Committee to develop criteria for defining Community Schools and recommending a design for community schools within the overall context of the use of all schools. As stated earlier, MCPS had designated the present 15 Community Schools as part of the MCPS School Community Centers Program and no fees were being charged for weekday/evening use of Community Schools. After extensive study, including site visits, interviews, surveys and numerous meetings, the committee developed criteria for the designation of a Community School and, prior to approving the Community School structure for FY 82, considered several alternatives. The committee favored a new structure to improve cost effectiveness; however, a public forum to obtain community input revealed overwhelming support for the current structure. As a result, the committee only recommended minor changes, two of which were: to begin charging fees at Community Schools and to eliminate two high schools as Community Schools.

19. Our review of the committee's work papers indicated that the committee thoroughly examined the community school concept and structure; and while the importance of community input is appreciated, we believe the Community School structure should be reassessed during FY 83. The reason for making this recommendation is based on the concerns by committee members over several issues, specifically:

.Several schools which were not designated as community schools had more hours of use than some of the Community Schools.

.It appeared that in some Community Schools the coordinator was simply scheduling users and supervising the building.

.Community Schools are not equally distributed throughout the County.

In addition, since fees were initiated in FY 82 for use of Community Schools, an evaluation should be made to determine the increased revenues and the effect this change in policy has had on the hours of use at the Community Schools and the surrounding neighborhood schools. Finally, our review has shown that the Community School concept and the coordinator's duties have not been adequately developed because the primary emphasis has been on developing and implementing the fee structure.

VI. OTHER MATTERS

1. In the course of this evaluation, the Department of Public Libraries' meeting rooms and the Maryland-National Capital Park and Planning Commission's (M-NCPPC) recreation centers were selected and examined as examples of other public facilities that are available for community use. Also, in addition to using schools, the Recreation Department is a high volume user of these facilities. A description of the policies and procedures for community use of these facilities is presented in this section of the report.

Department of Public Libraries

2. In accordance with Administrative Procedure 5-9, Use of County Buildings' and Facilities by Non-County Government Organizations, September 1, 1977, library meeting rooms are available without charge "...for the presentation and discussion of public questions, public speaking, lectures or for other civic, educational or church affiliated civic purposes." Library meeting rooms are available for use during library hours and evenings until 11:00 p.m. During FY 81, there were 18 full service libraries, 12 of which have meeting rooms. These rooms are located in separate wings of the libraries and have a private entrance.

3. The scheduling of library meeting rooms is centralized in the Division of Public Services of the Department of Public Libraries. The Department does not advertise the availability of library meeting rooms because of the abundant self-generated requests. The Montgomery County Recreation Department is given 3rd priority (after the Supervisor of Elections and the Department of Public Libraries) for scheduling use. During FY 81, the Recreation Department scheduled exercise, music and special interest classes (e.g. bridge lessons, flower arranging, photography) in library meeting room space.

Maryland-National Capital Park and Planning Commission

4. The M-NCPPC, Department of Parks is responsible for administering the policy and procedures for community use of recreation centers. Permits are required for the use of all centers and are issued by the Park Permit Section. Recreation centers are available for community use daily until 11:45 p.m. During FY 81, 48 recreation centers

were available (including auditoriums and gymnasiums). Most of the recreation centers have refrigerators and stoves or pullman kitchens.

5. Fees are charged and a refundable key deposit of \$25.00 is required. The FY 81 fee structure for recreation centers included a flat fee of \$12.00 for community use Monday through Thursday and \$25.00 for Friday evenings, Saturdays and Sundays. Additionally, there was a flat fee of \$50.00 for wedding receptions and a \$7.50 per hour charge for gymnasiums. Finally, the M-NCPPC charged MCPS \$2.50 per hour for day time Adult Education classes conducted at recreation centers. It is important to note, that M-NCPPC did not charge the Recreation Department for use of any of these centers. A review of the Montgomery County Department of Recreation's Fall 1981 Guide to Recreation and Leisure Services showed that numerous programs, classes and activities were scheduled at recreation centers.

6. The M-NCPPC owns four gymnasiums which are located adjacent to MCPS elementary schools. These gymnasiums have private entrances and are under the direct supervision of the M-NCPPC. MCPS physical education activities have first priority during school hours. The Montgomery County Recreation Department is issued keys and a permit for use during school hours (when not needed by the school), for after school, evening and weekend use. Community groups are issued permits by the Park Permit Section and charged the \$7.50 per hour fee. In accordance with an agreement between the M-NCPPC and the Montgomery County Board of Education, the school custodial staff is only responsible for cleaning and supervision when the facility is used by the school. M-NCPPC custodial staff clean on weekends and when major cleaning is required.

VII. CONCLUSIONS

1. Although the Community Use of Schools is only three years old, it has significantly contributed to more cooperation between MCPS and the other users of schools and, in OLO's opinion, the Community Use of Schools definitely accomplishes its essential mission of providing coordination between MCPS and the many public and private agencies, organizations and groups who use the schools.

2. The single largest dollar expenditure for Community Use of Schools is overtime for building service workers (BSWs). During the first three years of operation, the Executive Director, the ICB and MCPS have taken several actions to control and reduce the cost of BSW overtime; and, although there has been a reduction in overtime costs, it has been at the expense of an enormous amount of administrative time. OLO considers BSW overtime a serious impediment to the economical operation of Community Use of Schools.

3. In an effort to recognize the special needs and interests of the various types of users and address the issue of BSW overtime cost for weekend use, a very complex fee structure has evolved. This fee structure includes per unit/per hour fees with variations for time of use (e.g. weekday afternoons and evenings, weekends) and type of facilities

(e.g. schools with gyms, schools without gyms); additional charges for personnel and utilities and exemptions.

4. The County Executive's policy that fees should produce sufficient revenues to offset substantially the cost of use has ignored the fact that the majority, as well as priority, of community users of schools are other public agencies and, therefore, the primary source of revenue is inter/intra-governmental transfers. Additionally, in an effort to become self-supporting, the Community Use of Schools has not adequately identified the full cost of the community use of schools or calculated the total subsidy that is needed to support the community's use of these public facilities.

5. The Community School concept and Community School Coordinators duties have not been adequately developed because the primary program emphasis has been on developing and implementing the fee structure. Additionally, even though the Community School Evaluation Committee recommended continuation of the current Community School structure, the committee identified several specific concerns that should be addressed.

6. There does not appear to be a consistent County-wide policy for charging user fees to recover the cost of using public facilities. Two specific examples include the Department of Public Libraries' meeting rooms and the Maryland-National Capital Park and Planning Commission's (M-NCPPC) recreation centers. The Department of Public Libraries does not charge a fee for use of meeting rooms, while M-NCPPC charges a flat per unit fee: \$12.00 for weekdays and \$25.00 for Friday evenings and weekends. Additionally, the Recreation Department has priority for scheduling use of these specific facilities and there is no charge to the Recreation Department.

VIII. RECOMMENDATIONS

1. MCPS should continue to search for ways to reduce BSW overtime, which is reimbursed by the Community Use of Schools, commensurate with the need to adequately secure and operate the schools seven days a week.

2. The Community Use of Schools should identify the full cost of community use of schools, to include the actual cost of utilities and BSW supplies, as well as the cost of the indirect support services of MCPS and the other County departments personnel. Using the full cost and an adjustment for the County subsidy (see recommendation #4), the fee structure should be simplified to a flat per hour/per unit fee consistent with the legislative intent of enabling County citizens to enjoy the use of these public facilities, seven days a week.

3. Since the majority, as well as priority, of community users of schools are other public agencies, the Community Educational Facilities Enterprise Fund should officially be recognized as an accounting technique for allocating costs and reflecting inter/intra-governmental transfers of public funds.

4. The County Council continue to subsidize the Community Use of Schools, because a fee structure which would recover the total program costs would result in fees so high that it would undoubtedly discourage most of the paying groups who currently use school facilities.

5. Considering the specific concerns identified by the Community School Evaluation Committee, the Community School structure and the need for Community School Coordinators should be reassessed before staff resources are expended on developing the community school concept and coordinators duties.

6. A County-wide policy should be developed for charging fees to recover the cost of using all public facilities, with specific attention given to use by other public agencies.

IX. AGENCY/DEPARTMENT COMMENTS AND OLO RESPONSE

1. General. Before submitting this report to the Council, a draft copy was sent to all ICB members and the Executive Director of CUEFS. Additionally, since the report impacts on the operating agencies of the County Government and MCPS, draft copies were sent to the Chief Administrative Officer and four departments within County Government and to the Superintendent and Associate Superintendent for Supportive Services of MCPS. Finally, a draft copy was sent to the Chairman, Maryland-National Capital Park and Planning Commission. All recommended factual changes have been incorporated into this final report, and the additional comments are presented below in their entirety.

2. Comments from the Chairperson, Interagency Coordinating Board.

ICB

INTERAGENCY COORDINATING BOARD
FOR COMMUNITY USE OF EDUCATIONAL
FACILITIES AND SERVICES

Dr. J. Edward Andrews
Superintendent of Schools

Barbara Cantor
Citizen Representative

Mable Granke
*Commissioner
Maryland National Capital
Park and Planning Commission*

Elaine Jenkins
Citizen Representative

Ardythe Jones
Citizen Representative

Zoe Lefkowitz
Citizen Representative

Robert C. McDonell
*Staff Director
Montgomery County Council*

Dr. Robert E. Parilla
*President
Montgomery College*

Robert W. Wilson
*Chief Administrative Officer
Montgomery County Government*

Eleanor D. Zappone
*President
Montgomery County
Board of Education
ex officio member*

Dr. Gail Ayers
Executive Director

451 Beall Avenue, Rockville, Maryland 20850 (301) 279-1293

September 29, 1982

MEMORANDUM

TO: Andy Mansinne, Director
Montgomery County Council
Office of Legislative Oversight

FROM: Barbara Cantor, *Chairman*
Interagency Coordinating Board

SUBJECT: Description and Evaluation of the Montgomery County
Community Use of Educational Facilities and
Services (Office of Legislative Oversight Report #82-5)

GENERAL COMMENTS

The members of the Interagency Coordinating Board (ICB) agree the Office of Legislative Oversight (OLO) evaluation was prepared carefully and thoroughly. We appreciate the time spent interviewing so many interested people.

The ICB has accomplished most of the purposes set forth in the legislation:

- enabling the public to use school facilities year-round without interfering with MCPS programs and activities
- publicizing the availability of the facilities for community use
- allocating and scheduling space equitably
- establishing regulations for use, with a set of detailed guidelines; establishing a fee structure; a payback percentage to MCPS for utilities; a collection procedure; simplifying use forms
- improving cooperation among MCPS and user groups, including county government offices, departments and agencies

- expanding use to profit-making groups

One of the major accomplishments was the cooperative agreement between MCPS and the Montgomery County Council of Supporting Services Employees (MCCSSE) on Building Service Worker overtime.

We commend Dr. Gail Ayers and the ICB staff for their hard, dedicated and creative work to get administrative details in order, and appreciate the advice and efforts of our active Advisory Committee.

The ICB's goal for the coming year is to move on to the Community Education facet intended in the legislation. For example, we will consider the placement of community schools; review the role of coordinators; seek to further interagency coordination in presenting programs to meet community needs; improve coordination among common services utilizing school facilities; identify new and expanded facility use possibilities.

BUILDING SERVICE WORKER OVERTIME

The ICB does not feel as strongly as OLO that BSW overtime is "a serious impediment to the economical operation of Community Use of Schools." The willingness of MCCSSE to agree to a flat \$10 hourly overtime rate was a major breakthrough and an extraordinary cooperative effort. The ICB would like time to evaluate the effects of this agreement.

FULL COST OF COMMUNITY USE

When the ICB's first budget subcommittee looked at the fee structure, they tried to do a detailed analysis of costs to figure out a per square foot charge for utilities in public schools, then do a percentage based on hours of community use. They also attempted to calculate hours of MCPS staff time spent on community use. The one percent of the total MCPS utility bills seemed fair, and, in fact, it has become a model in several other areas of the country. However, the state of the art at this time still is not adequate to make precise calculations.

The ICB is very appreciative of the time and work done by school-based MCPS employees to further the community use of schools. This is a good example of interagency cooperation.

ENTERPRISE FUND

The ICB does not interpret the legislation to mean the Enterprise Fund is merely an accounting technique for allocating costs and reflecting inter/intragovernmental transfers of public funds, since approximately 40 percent of the "income" is not from the County Government. We have testified before the County Council that Fund surplus should be used for the ICB program and not returned to the General Fund

FEES

Although the ICB agrees the fee structure should be simplified--which also would reduce administrative time and costs--the idea of a flat fee is not feasible. Some groups use space free of charge while profit-making groups are charged higher rates than public agencies. There are many groups who do not have the ability to pay and they should not be denied use of school facilities. Those who can pay, do so, but fees cannot be raised beyond their capacity. The market would dry up!

We also believe it would be difficult for all county departments/agencies to have the same fee structure as the ICB. However, the matter of certain agencies paying, e.g. to use MCPS facilities and not for Park and Planning buildings, should be looked into. Perhaps at some point in time the ICB could formulate a computer referral system for other available space in the county, e.g. library meeting rooms, MNCPPC buildings, etc.

COUNCIL SUBSIDY

The county subsidy contributes to the payment of free use of space and helps to keep the fees low. The County Council has made a commitment to provide free programs and keep fees at realistic levels. All citizens should have access to recreational programs no matter what their income level is. Some level of subsidy will be required from the Council to ensure this. The ICB does not believe the intent of the legislation is to make the program self-supporting.

INTERAGENCY COOPERATION

The ICB will continue to work towards interagency cooperation in the county. Government agencies should be encouraged to use school facilities and made more aware of the availability of space, rather than using non-public buildings for meetings, etc.

cc: ICB members
Elaine Jenkins
Bill Coleman

NOTE: Comments will be forthcoming from Ardythe Jones, William Coleman and others.

3. Comments from the Executive Director of Community Use of Educational Facilities and Services.

ICB

INTERAGENCY COORDINATING BOARD FOR COMMUNITY USE OF EDUCATIONAL FACILITIES AND SERVICES

451 Beall Avenue, Rockville, Maryland 20850 (301) 279-1293

September 16, 1982

MEMORANDUM

TO: Andrew Mansinne, Jr., Director
Office of Legislative Oversight

FROM: Gail Ayers, Executive Director
Interagency Coordinating Board

SUBJECT: Draft of the Office of Legislative
Oversight Report #82-5

Thank you for the objective manner in which you conducted your evaluation of the Interagency Coordinating Board, Montgomery County Community Use of Educational Facilities and Services. Members of our staff appreciated Deborah Snead's professionalism and were impressed with the quality of her research. The ICB staff especially appreciates her positive remarks. The cooperation we receive from the staffs of the Montgomery County Public School system and the County Government greatly extend our services and problem solving capability. The resources of Maryland-National Park and Planning Commission and Montgomery College, as well as the dedication and involvement of very active citizens on our Interagency Board, have also contributed immeasurably to our success.

I found very few errors in the report, but believe the following points need to be addressed:

1. The Enterprise Fund is not merely an inter/intra governmental accounting system. Almost 40 per cent of our revenue comes from numerous general users combined with commercial users. In FY82, general user revenue constituted 34 per cent, while commercial users contributed 6 per cent to the overall revenue.

2. It seems inappropriate to charge one fee for the use of schools since we have different types of users utilizing the space, as well as different costs created according to both the time of day and the day of the week. However, I agree that our fees need to be simplified.

3. Given the difficulty of computing the actual per unit utility cost of community use of schools, I am not sure that these figures will improve our current payback formula to Montgomery County Public Schools (MCPS). In 1978 MCPS staff provided cost data to the ICB budget subcommittee, chaired by Zoe Lefkowitz. This subcommittee computed estimates of MCPS staff time, utilities, and supplies. Specific data was not available for utilities and all other figures were based on educated guesses. It may be useful to update these figures, however the pay-back formula may still be considered the best agreement given the circumstances.

Also, if all indirect costs were calculated--it is unlikely that user fees and the subsidy could be raised accordingly. Providing citizen access to public facilities at reasonable rates has been a valued interagency community service. It may be useful to identify indirect costs as interagency contributions in order to acknowledge the intergovernmental nature of the Fund.

4. Schools are available for use during the school day when the activity of the user does not interfere with an MCPS educational program. (Note^a) Daytime activities are extensive during the summer months when school is not in session and occasionally community services programs will begin before school and during school hours in rooms not being occupied by MCPS.

Finally, it is my understanding that the County Executive has not recommended that the fees should cover all costs, instead there seems to be agreement that some level of County Council subsidy is appropriate. However, there is no agreement on a stable level of subsidy or the specific services it covers.

I value your suggestions and recommendations regarding the improvement of the program and hope we can implement some of the changes in the coming years. Thank you for your fresh appraisal of the work.

Note a) Comment is reflected in the final report.

4. Comments from the Chief Administrative Officer.

M E M O R A N D U M

September 22, 1982

TO: Andrew Mansinne, Jr., Director, Office of Legislative Oversight

FROM: Robert W. Wilson, Chief Administrative Officer

RE: OLO Report #82-5, A Description and Evaluation of the Montgomery County Community Use of Educational Facilities and Services

I appreciate very much the opportunity to comment on your evaluation report concerning the Community Use of Educational

Facilities and Services Program. At my request, several departments have carefully reviewed your report and have offered their comments as shown in the attachments. I believe you have also received under separate cover a response directly from Gail Ayers, Director of the ICB Staff. I have reviewed these departmental comments and am in general accord with the points made.

In addition, I have reviewed a draft of Ms. Cantor's memorandum to you on behalf of the Interagency Coordinating Board. I support the points made in that memorandum also.

We are pleased with the success achieved to date by the Community Use of Educational Facilities and Services Program in the face of considerable complexity in meeting the interests and needs of both public agencies and private users of school facilities. I am sure that the ICB, as well as the Executive Branch Offices, will seriously consider your findings and recommendations as we continue to improve this program and the administrative framework within which it works.

5. Comments from the Director, Office of Management and Budget.

M E M O R A N D U M

September 22, 1982

TO: Robert W. Wilson, Chief Administrative Officer

FROM: Jacqueline H. Rogers, Director
Office of Management and Budget

SUBJECT: OMB Review of OLO Draft Report #82-5

This Office completed its review of the OLO Draft Report #82-5 concerning the Community Use of Educational Facilities and Services (CUEFS) and will review the major findings, conclusions and recommendations from our perspective.

Overall Evaluation

The OLO report concludes that the Office of Community Use of Educational Facilities and Services (CUEFS) has "significantly contributed to more cooperation between MCPS and other users of schools" and accomplishes its essential mission of providing coordination between MCPS and other users of public schools. (P. 1-I-1).

OMB concurs with this assessment and believes the efforts the Interagency Coordinating Board (ICB) and staff have created an excellent foundation for their operations.

Building Service Worker Overtime (BSWOT)

OLO considers BSWOT to be a serious impediment to the economical operation of CUEFS. (P. 1-I-2) BSWOT is the largest dollar expenditure for the CUEFS budget and the Executive Director of CUEFS has budget responsibility but little control over actual expenses (P. 11-V-4). OLO noted the efforts of the Interagency Coordinating Board and Executive Director of CUEFS to control and reduce the work of BSWOT and recommended MCPS continue to search for ways to reduce BSWOT (P. 11-V-4,6).

OMB believes the CUEFS Board and Staff together with the management and staff of MCPS have made significant progress in reducing the cost of BSWOT by instituting procedures to increase combined use of school facilities on weekends, improving the terms of the agreement between MCPS and the building service workers, and developing a fee structure which identifies and compensates for the overtime costs. The Interagency Coordinating Board of CUEFS has spent a considerable amount of time and effort in addressing the issues surrounding the cost of building service worker overtime and will continue to try to reduce those costs through management of activities requiring overtime. Since BSWOT is negotiated between BOE and the building service workers the CUEFS Staff and Board are not in a position to do more concerning the overtime rate than has been already accomplished. The Council may wish to do more when giving budget guidance to BOE.

County Executive Fee Policy

The OLO report says that the County Executive has a stated policy that user fees should cover cost of services in the CUEFS program (P. 2-II-9). OLO suggests that in an effort to become self-supporting, the CUEFS program has not adequately identified the full cost of the community use of schools or calculated the total subsidy that is needed to support community use of schools. (P. 2-II-4).

The OLO description of the County Executive's policy on fees for CUEFS is (Note^a) misstated. The Executive's discussion of the CUEFS program in the recommended FY 82 & FY 83 Operating Budget and Public Services Program states that a strategy concerning fees is to "establish a fee structure which is within the means of users and produces sufficient revenues to offset substantially the cost of use" (P. 37-1,2; FY 83 Operating Budget). The Executive indicates in a discussion of Future Directions of CUEFS in the FY83 Budget Narrative that "the program is becoming more self-supporting and continuing to relate fees charged school users to the expenses incurred. Continuing reductions in the County General Fund support are expected in future years until the General Fund contribution is limited to supporting those users which as a matter of policy the County elects to subsidize" (P. 37-3 FY83 Operating Budget).

Indirect Costs

OLO recommends that "the CUEFS program identify the full cost of community use of schools to include the actual cost of utilities and BSW supplies, as well as the cost of the indirect support services of MCPS and other County department personnel."

Note a) Comment is reflected in the final report.

The Executive's recommendations for the CUEFS Operating Budget last year (Note^a) (FY 83) addressed the issue of indirect costs (pages 23 and 37-2). In FY 1983 a system of allocating indirect costs for Special Funds was established. The Finance Department prepared an analysis of the general overhead costs of Special Funds using accepted accounting practices and arrived at an indirect cost rate of 16.8% of salaries and wages. This 16.8% indirect cost rate was accepted by the Federal government as the local administrative overhead segment for the County's administration of Federal Grants. (P. 23 FY83 Recommended Operating Budget) The Executive recommended that the 16.8% indirect cost assessment not be made against the CUEFS program because a significant portion of the required support services are provided by other agencies that do not share in the distribution of chargeback assessments (P. 37-2 FY83 Recommended Operating Budget).

OLO concludes that a County government subsidy is inevitable because a fee structure that recovers total program costs, after they are known, would result in fees that would be too high for most users (P. 2-II-7).

OMB concurs with this OLO assessment and believes the existing research and policy determinations concerning indirect costs adequately and satisfactorily address the issue. The addition of further and more finite total cost determinations would be of marginal benefit.

CUEFS Fees

OLO recommends that "using the full cost and an adjustment for the County subsidy, the fee structure should be simplified to a flat per hour/per unit fee consistent with the legislative intent of enabling County citizens to use public school facilities seven days a week" (P. 2-I-5).

OMB believes the OLO recommendation for a flat per hour/per unit fee does not support the concept of differential rates for profit versus non-profit or public versus private users and eliminates the availability of a price mechanism to support determinations of public policy and priority. The evolution of the schedule of user fees represents a valuable and significant effort by the CUEFS Interagency Board and staff working with the User Advisory Board and user groups to reach the current system of fees. The value of that evolutionary experience should not be discarded. OMB supports improvements in the clarification of fees to users to the extent they do not undercut existing pricing policies.

Interagency Fees

OLO recommends that a Countywide policy be developed for charging fees to recover the cost of using all public facilities, with specific attention given to use by other public agencies (P. 20-VIII, 6). In their evaluation of the fees of CUEFS, OLO describes the evolution of the fee structure (P. 12-V-8,9,10) and notes that other County Government facilities such as library meeting rooms and MNCPPC community recreation centers are available for community use under different terms and conditions from those of the CUEFS program (P. 19-VII-6).

Note a) Comment is reflected in the final report.

OMB is now conducting an inquiry and review of fees and charges in several departments and one aspect under review concerns Recreation Department use of CUESF and MNCPPC facilities. The Recreation Department is the greatest governmental user of the CUEFS space. In addition, OMB is reviewing the inter governmental fee structures that involve MNCPPC.

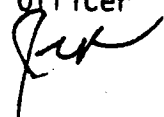
OMB Conclusion

In conclusion, the OLO Report 82-5 is a good description of the origins, workings, and issues in the CUEFS program but overlooks several Executive decisions and policies concerning CUEFS that are included in the Recommended Operating Budgets of the last two years. The Interagency Coordinating Board and CUEFS staff, the CUEFS User Advisory Board, MCPS, Recreation Department, County Council and County Executive are working successfully together to enable the citizens of the County to use MCPS facilities without interference with educational programs and activities. Changes to the existing system of cooperation should be made only with due care and after full review with affected parties.

6. Comments from the Deputy Director, Department of Finance.

M E M O R A N D U M

September 8, 1982

TO: Robert Kendal, Assistant Chief Administrative Officer
FROM: J. Edward Rowley, Deputy Director of Finance 
SUBJECT: OLO Draft Report #82-5 - Community Use of Schools Program

Our review of the subject report reflects that the main thrust thereof from the financial management aspect is as follows:

1. That it is the Executive policy that user fees should cover the cost of service;
2. That such policy ignores the fact that the majority of the users are public agencies;
3. That overtime cost of MCPS Building Service Workers is too high;
4. That the cost of services may not be totally accurate and also understated by the cost of indirect support being provided by the MCPS and other County departments; and
5. That the allocated cost of the program should be accounted for as an Internal Service Fund type in lieu of an Enterprise Fund type with the reflection of inter/intra governmental transfers of public funds in lieu of user charges.

Our comments on the above elements follow:

1. The policy of the Executive is more accurately stated to read - "a fee structure is to be maintained that is within the means of users and which produces sufficient revenues to offset substantially the cost of use." This language is contained in the Executive's FY 83 recommended budget which reflects a County General Fund subsidy of \$270,000 or 23% of the total budget for this program.
2. This statement is inaccurate. In establishing user fees, the fact that the majority of users involve programs conducted by public agencies has not been ignored. We also take issue with the accounting of these revenues as an inter/intra-governmental transfer of funds. It is recognized that most Enterprise Funds engage in transactions with other funds of their respective government. Generally Accepted Accounting Principles dictate that if Enterprise Fund financial statements are to be comparable with financial statements of businesses providing similar services, interfund transactions which would be treated as revenues if they involved parties external to the government (quasi-external interfund transactions) must be priced and accounted for as if they did involve such parties. An example of Enterprise Fund quasi-external interfund transactions include: Water Enterprise Fund charges to the General Fund for water used.
3. We also agree that this is a significant cost of this program. The report recommends that the MCPS take additional steps to curtail this element of cost. This is also a goal of the ICB.
4. We agree that the overhead cost of the MCPS and other departments of the County government should be charged against this program. In this regard, the indirect cost of County General Fund agencies is being charged to Special Revenue and Enterprise Funds commencing in FY 1983. This has not been recognized in the draft report.
5. We disagree with this analogy for the reasons discussed in comment #2 above. In addition, it must be recognized that those public agencies which are using school facilities are doing so as part of a program or programs which provide a direct benefit to that segment of the general public who elect to participate. Additionally, with respect to the County's Recreation Department, a major public user, we understand that the use of school facilities is now being contracted by the respective class instructors. This will result in a shift from the current strict definition of public agency use (albeit for the benefit of the general public) to private use. In any event, it is our opinion that this program is properly accounted for as an Enterprise Fund type of operation.

7. Comments from the Director, Department of Recreation.

M E M O R A N D U M

September 8, 1982

TO: Andrew Mansinne, Jr., Director
Office of Legislative Oversight

VIA: Robert Kendal
Assistant Chief Administrative Officer

FROM: David Robbins, Director
Department of Recreation

SUBJECT: Draft Office of Legislative Oversight Report #82-5,
A Description and Evaluation of the Montgomery County
Community Use of Educational Facilities and Services

I concur with the major conclusions/recommendations in the summary of the above subject draft. I feel that it is very important in today's economy to determine all actual costs for government services. With the large variety of users of school facilities (both profit and non-profit groups), the public should be aware of actual costs.

One of the major concerns impacting both the Recreation Department and the ICB is the revenue issue. We support the conclusion that the primary source of revenue is actually intergovernmental transfer of public funds from participant fees and recreation tax. Since these revenues are budgeted by both departments, it creates a false and inflated revenue picture.

When discussing community use of schools and identifying costs, it should be noted that the County Recreation Department has not needed to build as many community centers as required due to the practice of using closed and under utilized school facilities. The County, unlike Prince George's County, has saved considerable capital, operating and debt service by using the already existing facilities.

In addition, the Department has up to this point already expended \$1,700,000 through its C.I.P. for gymnasium expansion, athletic court lighting and ballfield rehabilitation at school facilities. We feel strongly that these factors should be taken into consideration when determining costs for the Department to use already existing school facilities.

A couple of minor points in the draft that should be noted include:

Page 1, first paragraph gives the impression that problems developed when the community school concept began. In truth, I feel that as schools were available for community use, more problems developed, not only due to the community school concept, but due to this increased usage.

Page 16, item 16 should acknowledge that the recreation departments of the County and the City of Rockville also hired full-time coordinators at the community schools in the early 1970's.

Page 17, item 18 indicates charging fees at community schools was a minor change. Users would not consider this a minor change. It has had an impact on the Department's budget appropriation.

8. Comments from the Director, Department of Public Libraries.

MEMORANDUM

Date: September 20, 1982

To: Andrew Mansinne, Jr.

From: *Agnes M. Griffen*
Agnes M. Griffen

Subject: Comments on DRAFT of Office of Legislative Oversight Report #82-5

Page 6 - Last Paragraph The statement is made that "another large user of schools was The Montgomery County Governments". Then, the first example used is The Department of Public Libraries in the Poolesville High School as a branch library. We do operate a branch library there, but it does not seem to belong in a paragraph listing community sponsored groups like civic associations which meet in schools. Instead, it is an ongoing public service program which utilizes public school space, as an alternative to a separate facility.

Page 17 Section VI

Paragraph # 1 - The statement is made that "The Recreation Department is a high volume user of these facilities". This is an overstatement of the Recreation Department's use of library meeting rooms and is included several other places.

Page 18

Paragraph #2 - Last sentence - The reason we stated that "These rooms are located in separate wings of the libraries and have a private entrance" was to explain why the Library Department does not have to hire extra custodial help to allow use of the meeting rooms, and therefore does not

have to charge for using the rooms. Each group is to leave the room picked up and arranged as it was found. Perhaps mention should be made of this reason for not charging.

Page 18 - Paragraph #3 - A more balanced view of the use made of Library Department Meeting Rooms by The Recreation Department and the Library Department Staff would be achieved if mention were made of the limitations agreed upon in writing with the Recreation Department and negotiated each year with library staff members doing book talks, story hours, etc. for the public, which is a normal function of the public library. As written, this paragraph sounds like the public gets the left overs and that is not true.

Page 19 - Paragraph #6 - This paragraph begins with a statement about "fees to recover the cost of using public facilities" and mentions the Department of Public Libraries not charging. This needs to be qualified since it ignores the fact that there are no additional expenses for custodial help involved as explained in my comments re: page 18 - Paragraph 2. Also, libraries are open longer hours than schools, so there are no extra expenses for utilities, etc.

Page 20 - Sentence at top of page - The Recreation Department does not have unlimited priority. That sentence at top of the page is incorrect unless qualified.

Page 20 Paragraph #6 (bottom of page) - Sentence should be qualified to read ". . . to recover the cost, where there are additional costs engendered, of using . . ." or " . . . to recover any cost involved in using all . . ."

In conclusion it should be noted that the free availability of meeting rooms in public libraries is seen as one integral part of the information function of the library, which provides information to its community not only through books and other materials, and through reference, information and readers' advisory services, but also through the free exchange of information between people that happens when community groups make use of our facilities.

9. Comments from the Chairman, Maryland-National Capital Park and Planning Commission.

September 29, 1982

Mr. Andrew Mansinne, Jr., Director
Office of Legislative Oversight
100 Maryland Avenue
Rockville, Maryland 20850

RE: Office of Legislative Oversight
Report 82-5 - Community Use of
Schools

Dear Andy:

In view of the short time for review of your report, as requested by your memorandum of September 10, 1982, I have not been able to schedule this on the Planning

Board's agenda. These are my personal comments incorporating the preliminary reactions of the staff of the Parks Department and the Planning Department.

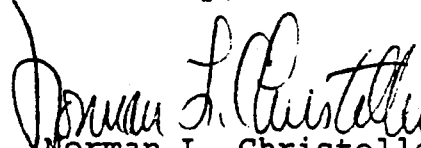
Let me compliment you on your report; it is very thorough and well organized. In view of our current study of Indoor Recreation, we find it very helpful in gaining an understanding of the administrative and financial problems associated with community use of schools.

It becomes clear that school plant availability is a function of the public's willingness and ability to fund the personnel costs involved. Our recent review of the Board of Education long-range facilities program identified community uses of schools as a major factor in determining the community impact of school closures.

Our staff has reviewed your report and agree with your recommendations. At some future time, we hope to be in contact with your offices, as well as other agencies, to consider further approaches toward reducing the costs for community use of schools. In particular, we endorse the concept of a County-wide policy on fees to recover costs of using public facilities, but we would add the cautionary note that the cost of assessing and collecting fees should be considered in determining whether a fee should be charged.

We appreciated the opportunity of seeing your report in draft form. If you have questions concerning the relationship to our Indoor Recreation Study or other planning studies, please contact John Matthews (4-7345) or Rosemary Schmidt (4-7344) on our staff. Questions about Park policies should be referred to Stanton Ernst (4-7490).

Sincerely,


Norman L. Christeller
Chairman

NLC:JJM:bb

MONTGOMERY COUNTY PUBLIC SCHOOLS
SCHOOL COMMUNITY CENTERS PROGRAM

PURPOSES AND OBJECTIVES

The school community centers program is a cooperative venture of the Montgomery County Public Schools; the Departments of Recreation for Montgomery County, Rockville, and Gaithersburg; and many other service agencies. Public school facilities and playgrounds are used as community learning centers for residents of all ages where a wide variety of educational, recreational, and special interest activities are available.

Utilizing state and local funds, a comprehensive program of supervised activities is provided at each community school center. The objectives are to:

1. Foster a sense of community identity and to involve youth and adults in identifying and meeting specific community needs and goals.
2. Encourage existing agencies to provide needed educational, recreational, health, and social services within the community through the cooperative use of schools beyond the normal school day and on weekends.
3. Provide for the development and expansion of leisure-time programs to include all age groups with special emphasis on family-type activities.
4. Maintain a fiscally sound program by coordinating the off-springs of existing agencies and the services of community volunteers.

CURRENT AND PLANNED ACTIVITIES

Each of the 16 community schools serves as a family and community center, providing services and activities of interest to all residents. Offerings differ from one center to another, depending on the identified needs and interest of an area. Advisory committees, composed of youth and adults, assist the community school coordinator in planning programs for each center. Tutorial services, art programs, science activities, home economics, computer courses, a variety of recreational activities, university courses, library services, and citizen meetings to discuss current, relevant topics are typical activities available.

FY 78 BUDGET DATA

Salaries and Wages:

Authorized Positions (4)	\$139,176
Part-time	121,017
Building Service overtime	350,000
Transportation Services	65,442
Total Salaries and Wages	<u>\$675,635</u>

Operating Expense:

Contractual Services	\$ 13,610
Supplies & Materials	44,009
Travel & Fees	26,715
Utilities	3,900
Other	1,248
Total Operating Expense	<u>\$ 89,482</u>

Furniture & Equipment: \$ 2,000

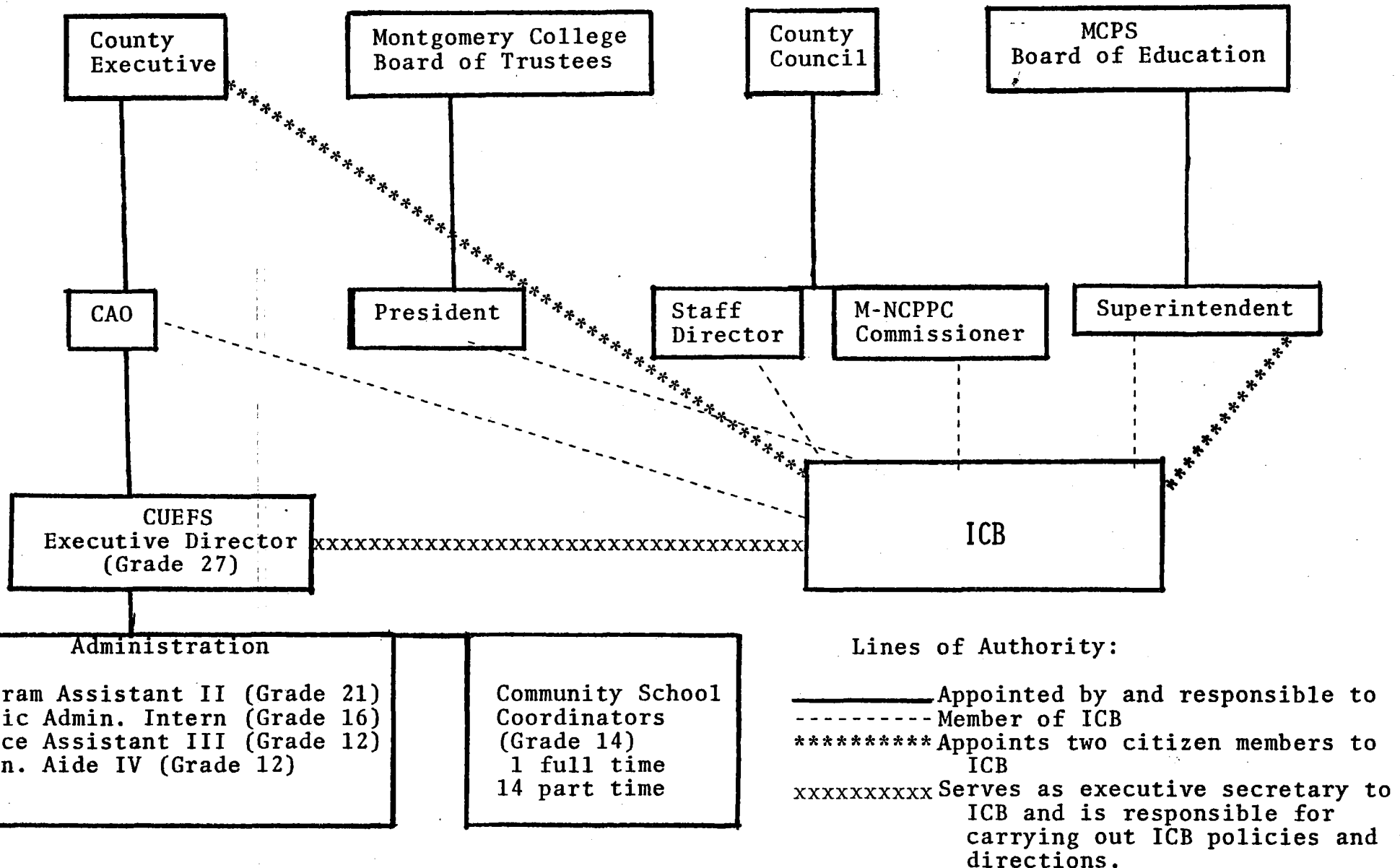
TOTAL \$767,117

Source: FY 78 and FY 79 MCPS Budget Requests

EXHIBIT A

The Organizational Structure and Interagency Relationships of the Interagency Coordinating Board and Office of Community Use of Educational Facilities and Services

B-1



Community Use of Educational
Facilities and Services

Priority of Users

1. MCPS K-12 Educational Activities to be specified as follows:
 - a) MCPS courses, staff meetings and activities; fee Adult Education classes, which is a MCPS fee supported program, is included in this priority; however, a unit fee is charged for use of the facility as all other fee generating services.
 - b) School sponsored activities.
 - c) Branch or local meetings of any approved state, national or international professional education association and all MCPS employee associations.
 - d) The official parent organization meetings and activities for which no fees are charged.
2. Governmental Administrative Bodies
 - a) Montgomery County Government, except for regularly scheduled fee supported programs such as those sponsored by the Recreation Department.
 - b) Maryland-National Capital Park and Planning Commission
 - c) Washington Suburban Sanitary Commission
 - d) State Government agencies
 - e) U.S. Government agencies
3. Montgomery County Department of Recreation, except when the school requested is located in the City of Gaithersburg, the City of Rockville, or the City of Takoma Park, in which cases the municipal recreation department has priority. This priority relates to specific programs submitted on a semester basis to schools by the recreation departments.
4. Other publicly supported programs which charge a registration fee, i.e., Montgomery College, Maryland Cooperative Extension Service, etc.
5. Non-profit groups defined as:
 - a) An organized group whose objective is to provide a public service without promoting the monetary gain of individuals within the group.
 - b) Church groups in a formative or growth stage:

An organized religious group which either does not have a facility of its own in which to hold religious services and other programs or is in the process of adding to its existing facilities.
6. Profit making groups, non-County based non-profit groups (groups with less than 2/3 County resident membership), private instructors teaching classes.

Source: Guidelines for Community Use of Educational Facilities and Services, Administrative Edition 1981-1982.

Community Use of Educational Facilities and Services

INTERAGENCY COORDINATING BOARD

Dr. Robert E. Parilla, Chairperson*
President, Montgomery College

Ms. Barbara Cantor, Vice Chairperson*
Citizen Representative

Ms. Elaine Jenkins*
Citizen Representative

Ms. Ardythe Jones *
Citizen Representative

Mr. Robert W. Wilson*
Chief Administrative Officer
Montgomery County Government

Mr. Edward Andrews*
Superintendent of Schools

Mr. Robert C. McDonell*
Staff Director
Montgomery County Council

Ms. Mable Granke*
Commissioner, Maryland-National
Capital Park and Planning Commission

Ms. Zoe Lefkowitz*
Citizen Representative

Ms. Eleanor Zappone*
President, Montgomery County
Board of Education

CITIZEN'S ADVISORY COMMITTEE

CITIZEN REPRESENTATION

Don Spivak, Chairperson*
Community Schools

Joyce Constantine
MCCPTA

Eddie Anderson
Theatre Groups

Ann Wilson
Arts Council

Elvera Berson
Civic Associations

Dennis Broud*
Recreation Advisory Board

C. Fred Stout
Handicapped

AGENCY REPRESENTATION

Betsy Jacobs, Vice Chairperson*
YMCA/YWCA/CYO

Millie Grant*
Office of Family Resources

George Lipscomb
City of Rockville Recreation

Priscilla Cram
City of Gaithersburg Recreation

Anson Wilcox
Principal, Wheaton High School

Frank Masci*
Principal, Gaithersburg Jr.
High School

Howard Geer
Montgomery College

Belle Ziegler
Takoma Park Recreation

Dorothy Stackhouse
Principal, Beverly Farms Elementary

Ed Kelley
Business Manager, Rockville
High School

Virginia Nuttal*
Montgomery County Recreation

*Members interviewed during this evaluation.

Community Use of Education Facilities and Services

Statement of Revenues, Expenses and Changes in Retained Earnings
For the Fiscal Year Ended June 30, 1981

Operating Revenue:

Charges for Services	\$672,259
Total Operating Revenue	<u>\$672,259</u>

Operating Expenses:

Personal Services	\$246,672
Supplies	926
Professional Services	11,829
Communications	3,120
Transportation	3,254
Rented	1,139
Miscellaneous	648,097
Depreciation	1,744
Total Operating Expenses	<u>\$916,781</u>
Operating Loss	(244,522)
Transfer from General Fund	393,660
Net Income	<u>\$149,138</u>
Retained Earnings - July 1	20,954
Retained Earnings - June 30	<u><u>\$170,092</u></u>

Source: Montgomery County Government, Annual Financial Report Fiscal Year 1981, Exhibit F-2.

Community Use of Educational Facilities and Services

FY 82 Fee Structure

I. Fees for Community Users

<u>Time of Use</u>	<u>Fee Per Unit, Per Hour</u>
Monday-Friday, daytime (until 6 PM)	\$2.00
Monday-Friday, evenings (6 PM - midnight)	\$3.00
Saturday/Sunday/Holiday	\$6.00 in schools with gyms \$16.00 (\$48.00 minimum) in schools without gyms

<u>Air Conditioning</u>	<u>Per Hour</u>
Elementary School	\$15.00
Junior High/Middle School	\$30.00
Senior High School	\$45.00
Senior High School Auditorium	\$25.00

<u>Heat</u>	<u>Per Unit, Per Hour</u>
Classroom	\$.50
All Purpose Room	\$ 1.60
Gym (Elementary School)	\$ 2.60
Cafeteria (Junior High/Middle School)	\$ 1.80
Cafeteria (High School)	\$ 3.10
Gym (High/Junior High/Middle School)	\$ 4.40
Auditorium	\$13.20

<u>Personnel</u>	<u>Per Hour</u>
Building Service Worker	\$12.50
Cafeteria Manager	\$12.00
Cafeteria Worker	\$ 7.10
Technical Services Assistant	\$12.00

II. Explanation of Charges for Personnel and Heating and Air Conditioning

A. Personnel

1. Charges will be made, when necessary, for all user groups, including those holding fund raising activities. They will be charged for school food services and building services personnel; kitchen use; and, where necessary, to ensure proper use and protection and replacement of sophisticated audiovisual equipment, scoreboards and other expensive equipment; for technical services assistant salaries; for overtime worked, and for equipment replacement. If auditorium or other use warrants, the user group may use the services of an MCPS employee and/or student assistant on a voluntary basis, if one is available and approved by the principal. Sometimes, it will be necessary for these personnel to put in overtime after the user has left.

2. Weekday Use

When the building is used Monday - Friday by a community group, the usual procedure is to charge only the unit fee for the time the facility is used. Each school has at least one building service worker on a night differential (Monday-Friday) pay schedule to permit rearranging their work schedule so as to coincide with user groups' requests Monday - Friday. The user will be charged for any cleanup in excess of $\frac{1}{2}$ hour that takes the building service worker away from his/her MCPS duties.

When a room is left in such poor condition that it requires more than $\frac{1}{2}$ hour cleanup, the user group will be charged at the rate of \$12.50 per hour.

All groups shall be charged for activities that extend past their scheduled time at the rates of \$2.00, \$3.00 or \$6.00 per hour, whichever is applicable. However, if the activity causes the MCPS employee to work past their regular eight (8) hour day, the user group must pay the appropriate overtime fee.

~~If~~ If a regular building service worker, due to extraordinary circumstances (illness) is not available for work on night differential, Monday-Friday, it will be the responsibility of the principal (or the designee) to:

- a.) Notify the Area Operations Field Supervisor who will make every effort to find a substitute building service worker who is also on a night differential schedule. If this is not possible, then the user must be notified and agree to pay the overtime charge of \$12.50 per hour.
- b.) The user group may prefer to cancel and is entitled to a total refund.

3. Weekend and Holiday Use

On Saturdays, Sundays and Holidays, the \$6.00 or \$16.00 unit fee will include minor service requests (those not exceeding $\frac{1}{2}$ hour worth of work). The user should be charged building service worker overtime fees only when the work requested exceeds $\frac{1}{2}$ hour.

- a.) On Saturdays, Sundays and Holidays, the user will be charged one-half of \$6.00 (\$3.00) for the building service worker to come in 15 minutes before the scheduled time to unlock the doors, turn on the lights and make a quick check of the space to be used and at the end, he/she will need 15 minutes to check the room and lock the building.
- b.) On Saturdays, Sundays and Holidays, the building service workers are representatives of the Board of Education in the facilities and are responsible to the Board for the facilities. The workers are expected to be available for building services related matters. Requests for assistance should be directed to the building service worker in the building to assist the user group. This is applicable only on weekends and holidays because the building service worker has been called back on overtime status to keep the building open for user groups.

4. Technical Services Assistants

In schools that have auditoriums or where other expensive equipment is used, it is necessary that the audiovisual and lighting equipment, scoreboards, and other equipment be under the control of a qualified teacher or technical services assistant whenever a function is being rehearsed or performed after school hours. No charge is appropriate unless equipment is being used. For nonexempt groups, there will be a charge of \$12.00 per hour for technical services assistants, plus the \$5.00 per hour for use of equipment and materials. This latter charge is to be used by the school for the cost of replacing expendable items such as high cost light bulbs. For school activities not charging a fee for admittance to the activity, prior authorization for overtime must be approved by the area associate superintendent. Depending on the elaborateness of the function, a need may be handled by a qualified student assistant on a voluntary basis if approved by the principal.

5. Cafeteria Personnel

A cafeteria worker or manager is required every time any kitchen equipment is used. This is true even if the group is just going to heat up food prepared elsewhere.

B. Heating and Air Conditioning

1. In addition to the per unit, per hour charge, a charge of \$20.00 (secondary schools) and \$10.00 (elementary) will be made for the start of one boiler and one pump in each school where heat is provided and the systems are not in operation for MCPS programs on weekends and holidays. However, this rarely happens since the boiler is not turned off when it is on night setback. One or two hours of additional building service worker services will be charged at the rate of \$12.50 per hour, depending on the length of time it takes for the heat to reach 68° or the air conditioning to reach 72°.
2. Further information on air conditioning and heat:
 - a.) Be sure to tell the user whether the boiler is on or off.
 - b.) If the use occurs when the air conditioning system or heating system is normally functioning, the system will be kept in operation and the user will not be charged any additional fees.
 - c.) If the use occurs when the air conditioning or heating system is normally turned off, it will not be turned on to accommodate the user group unless the fee has been paid.
 - d.) The operation of the heating and air conditioning equipment may be restricted at any time because of energy conservation.

C. Deposits and Equipment Charges

1. When the use of the auditorium requires stage lighting and audiovisual equipment, an equipment and materials replacement charge of \$5.00 per hour will be made. This is also applicable whenever the school's audiovisual equipment is used. The charge is to be reported on the building request form, but the money given to the school. (A separate check for this fee must be made to the school by all user groups, including County agencies, recreation departments, and Montgomery College.) This charge is appropriate for plays and similar functions which require considerable use of special lighting and audiovisual equipment. The charge should not be made when normal lighting and/or a microphone is used.
2. A deposit of \$50.00 (a check only) must be made in order to reserve the auditorium. This check will be held at the school and will be returned to the user within five (5) days following the scheduled activity if no damage has been done to the facility.
3. If user wants to use specialized equipment, there is no extra charge for that, but it must be specifically requested. The user is financially responsible for any damage to equipment during their use. Special equipment requiring certified supervision may be arranged with the ICB.

III. Exemptions

- A. Groups which are exempt from paying unit charges Monday-Friday, not weekends or holidays. Any overtime charges resulting from use of the facility and additional personnel charges must be paid by the user.
1. School sponsored educational activities Monday through Friday when no admission or membership fee is charged or when the activity does not produce revenue, excluding drama & athletic events, which do not pay unit fees anytime Monday - Friday.
 2. All school athletic and drama practices (including weekends and holidays) when no building service worker is used and the coach supervises the activity and has prior approval of the school principal.
 3. Official parent organization general and executive meetings and MCCPTA meetings. (Monday through Friday)
 4. The Superintendent's monthly meetings with teachers.
 5. Curriculum supervisor's meetings with teachers.
 6. Public hearings for the School Board.
 7. Space for elections.
 8. Meetings of MCEA and MCCSSE in the negotiated contract.
 9. Staff development classes.
 10. Advisory councils and LEC's.
 11. Area administrative office staff after 6:00 PM.
 12. Non-fee classes for MCPS employees in basic skills which are taught by adult education.
 13. Adult Basic Education and evening high school.
 14. High School (basic skills).
 15. GED testing and preparation.
 16. MCPS Parent Education for the disadvantaged.
 17. MCPS Apprentice classes when no fee is charged to participants.
 18. MCPS Vocational classes when no fee is charged to participants.
 19. MCPS Handicapped classes when no fee is charged to participants.

20. MCPS ESOL classes.
 21. Americanization classes.
 22. Special Olympics.
 23. Youth oriented groups, such as Boy Scouts, Girl Scouts, Camp Fire Girls, 4-H Clubs, Monday through Friday, where no participation fee is charged and leaders are volunteers.
 24. All youth oriented non-fee services provided by public agencies when held before 6 PM.
 25. All recreation department sponsored free open gyms held before 10 PM Monday through Friday.
- B. When multiple rooms (three or more) are requested on Saturdays, Sundays and holidays, the following groups will pay a flat fee of \$12.50 per hour for the building service worker, plus the appropriate fee for other staff, utilities and equipment, but will be excused from the fee of \$6.00 per hour, per unit used.
1. Official parent organization fund raising activities.
 2. School sponsored activities on holidays and weekends where no admission is charged.
 3. School athletic practices when a building service worker is required to be in attendance.
 4. Day Care Centers (holidays only).
 5. Joint occupants.
- C. Exemptions from paying for utilities Monday through Friday:
1. Board of Education meetings and activities.
 2. MCPS K-12 educational activities.
 3. Montgomery County Council and departments of the County Government (when no fee is collected nor membership charged).
 4. The Maryland-National Capital Park and Planning Commission.
 5. Washington Suburban Sanitary Commission.

Source: Guidelines for Community Use of Educational Facilities and Services, Administrative Edition 1981-1982.

Community Use of Educational Facilities and Services
Examples of the Fees Charged to
Various Users During FY 82

<u>Group</u>	<u>Time of Use</u>	<u>Type of Facility</u>	<u>Fee</u> ¹
6th Grade Science Fair	Weekday afternoon	All purpose room	free
PTA Bazaar	Weekend afternoon	Entire school	\$12.50 per hr.*
High School Music Program (no admission)	Weekday evening	High School Aud.	free
Montgomery County Recreation Dept.-- Dance class	Weekday afternoon	All purpose room	\$ 2.00 per hr.
YMCA--Dance Class	Weekday afternoon	All purpose room	\$ 2.00 per hr.
Civic Association Mtg.	Weekday evening	Classroom	\$ 3.00 per hr.
Montgomery County Recreation Dept.-- Bridge Lesson	Weekday evening	Classroom	\$ 3.00 per hr.
Montgomery County Recreation Dept.-- free open gym program	Weekday evening	High School Gym	free
Montgomery County Recreation Dept.-- Adult Basketball Game	Weekend afternoon	High School Gym	\$ 3.00 start-up +\$ 6.00 per hr.*
High School Varsity Team Basketball Game	Weekend afternoon	High School Gym	\$12.50 per hr.*
Neighborhood Square Dancing Group	Weekend evening	High School Gym	\$ 3.00 start-up +\$ 6.00 per hr.*
Church Group's religious services	Weekend morning	Classroom in school with gym	\$ 3.00 start-up +\$ 6.00 per hr.*
Church Group's religious services	Weekend morning	Classroom in school w/o a gym	\$ 3.00 start-up +\$16.00 per hr.*

1. There is a \$12.50 per hour charge to every group, if more than 1/2 hour of clean-up is required after the specific use.

*Three hour minimum charge, because BSWs are paid for a minimum of three hours overtime on weekends.

Community Use of Educational Facilities and Services

FY 81 Community Schools

Broad Acres Elementary School
710 Beacon Road
Silver Spring, Maryland 20903
434-0555

Poolesville High School
17501 Willard Road
Poolesville, Maryland 20857
349-2521

Damascus High School
25921 Ridge Road
Damascus, Maryland 20750
253-5101

Richard Montgomery High School¹
250 Richard Montgomery Drive
Rockville, Maryland 20852
762-6101

Gaithersburg Junior High School
450 Diamond Avenue
Gaithersburg, Maryland 20760
926-3550

Rosemary Hills Elementary School
2111 Porter Road
Silver Spring, Maryland 20910
589-1240

Herbert Hoover Junior High School
8810 Postoak Road
Rockville, Maryland 20854
299-5751

Seneca Valley High School¹
12700 Middlebrook Road
Germantown, Maryland 20767
428-3300

E. Brooke Lee Junior High School
11800 Monticello Avenue
Silver Spring, Maryland 20902
649-2083

Sherwood High School
300 Olney-Sandy Spring Road
Sandy Spring, Maryland 20852
774-9000

Maryvale Community School
1000 First Street
Rockville, Maryland 20851
762-8560

Takoma Park Junior High School
7611 Piney Branch Road
Silver Spring, Maryland 20910
589-7170

New Hampshire Estates Elementary School
8720 Carroll Avenue
Silver Spring, Maryland 20903
434-1200

Twinbrook Elementary School
5815 Wainwright Avenue
Rockville, Maryland 20851
770-0181

Parkland Junior High School
4610 West Frankfort Drive
Rockville, Maryland 20853
871-6420

Martin Luther King Jr. High²
11700 Nealsville Church Road
Germantown, Maryland 20767

1. Deleted as a Community School effective FY 82.

2. Added as a Community School effective FY 82.