



# Montgomery County Government

## REVIEW OF THE INTERAGENCY COORDINATING BOARD FOR COMMUNITY USE OF EDUCATIONAL FACILITIES

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## **I. EXECUTIVE SUMMARY**

The focus of this Office of Legislative Oversight (OLO) study was many-faceted, and included review of the roles and interrelationships of the school system, the advisory committee and interagency board responsible for establishing policies and procedures for the community use of schools program, and current and alternative management structures for carrying out the policy board's directives. In addition, OLO reviewed computer capabilities and applications used to support scheduling of school facilities and examined the possibility of a centralized scheduling model for all government facilities.

School facilities have been made available for many years for use by community groups and recreations departments. By the mid-1970s, significant funds were being budgeted by the school system for after-school and weekend use of the facilities, but revenues from fees were considerably less than the costs associated with community use. Also, while some school principals were extremely supportive of community use, others were not; and rules of access and fees charged for using the facilities were not uniformly applied. In response to a request by the Montgomery County Council of Parent Teacher Associations to review the priorities, services, and costs associated with community use of school facilities, the County Council established a task force in 1977 to study the issues and recommend changes that would provide for public and private group access to school facilities at reasonable costs. Based on recommendations of the task force, an Interagency Coordinating Board (ICB) for community use of educational facilities was created to encourage community use and adopt policies, procedures, and fees associated with use of school facilities. In addition, an advisory committee was established and an Executive Branch office was created to provide administrative support for ICB activities and carry out the Board's directives.

The ICB is to be commended that since its creation in 1979, the use of school facilities by recreation departments and community groups has more than doubled. However, the Board of Education (BOE) and Montgomery County School System (MCPS) should be equally commended, in that provision of the increased service to the community would not have been possible without their cooperation and support. Over the years, both the ICB and MCPS have wrestled with many issues and concerns relating to community use of the schools and tried to balance the school system's needs and priorities with the needs of community users. While progress has been made in resolving many issues and concerns, some are not easily resolved and must be revisited from time to time.

OLO found that many issues and concerns with which MCPS and ICB must deal are interrelated. For instance, when addressing the building services staff coverage issue, one must consider that aside from needing to provide suitable hiring and training practices, there are cleaning and maintenance issues, security concerns, union contracts and fee implications, and the necessity to provide service to community groups at reasonable cost, all of which influence policies. In this report, OLO has attempted to consider interrelated issues and balance the recommendations offered. Although the recommendations have been arranged in broad categories, the reader should be aware that these categories often cannot be considered independently of one another.

Although the OLO recommendations are listed here within broad categories, readers of this report are encouraged to review the detail relating to the findings and recommendations contained in Chapter VII, Findings/Recommendations to more fully appreciate the background and how the recommendations relate to one another. The OLO recommendations are:

A. Organizational Placement and Scheduling Considerations

Recommendation A1: The Council should continue the organizational structure which is currently in place for managing the community use of schools program.

Recommendation A2: To the extent possible, ICB responsibilities should be expanded to include establishing or recommending uniform policies, guidelines, and fees for community use of all government facilities.

Recommendation A3: ICB computer capabilities should be upgraded to include capacity and applications for maintaining a centralized data base of public facilities available for community use.

B. User Fees and MCPS Reimbursements

Recommendation B1: ICB should review current user fees and simplify rates in accordance with direction provided in the Council's adopted policy on user fees.

Recommendation B2: ICB should review the policies relating to fees, users of space, and indirect cost payments to address concerns raised by school personnel and community users during the OLO study.

Recommendation B3: ICB should amend the current method of awarding funds to individual schools for wear and tear on plant and equipment, so as to make funds available to all schools supporting community use.

Recommendation B4: For those elementary schools that do not have paid scheduler assistance, ICB should consider providing assistance in other ways.

C. Building Services and Security

Recommendation C1: ICB should work with administrators and building services staff of each school to identify and arrange for the best method of providing building services staff coverage during MCPS or community use activities.

Recommendation C2: For those instances when a single building services staff person provides coverage during either MCPS-sponsored or community use activities, staff should be equipped with cellular telephones to allow for quick access to emergency or security services.

#### D. Attitudes, Perceptions, and Responsibilities

Recommendation D1: ICB and MCPS should expand their efforts to educate school staff and potential user groups regarding the community use of schools program and make concerted efforts to communicate the responsibilities of school-based staff and community users.

Recommendation D2: BOE should periodically reaffirm its commitment to providing access to school facilities for community use.

#### E. General

Recommendation E1: ICB should submit a written report annually to the County Executive, Council, and Board of Education on the status of implementing recommendations from this report that are endorsed by the Council.

Recommendation E2: The two concepts of centralized scheduling of school facilities and of centralized scheduling of all government facilities should be revisited in approximately five years, provided the centralized data base has been successfully implemented and scheduling processes streamlined.



## **II. AUTHORITY, SCOPE, METHODOLOGY, AND ACKNOWLEDGEMENT**

### **A. Authority**

Council Resolution No. 12-608, CY 1992 Work Program of the Office of Legislative Oversight, adopted April 7, 1992.

### **B. Scope**

This report describes and examines the roles, interrelationships, and management structures of the Interagency Coordinating Board (ICB), Office of Community Use of Educational Facilities and Services (CUEFS), Montgomery County Public Schools (MCPS), and the Board of Education (BOE) in relation to the use of school facilities by citizens of the County. The report also considers scheduling of space by other County agencies and examines the feasibility of centralized scheduling for community use of public facilities.

During the course of this examination, OLO interviewed more than 100 persons to obtain a wide spectrum of viewpoints on various issues concerning the community use of schools program. Broad views from the school system's perspective were obtained from interviews with current and former BOE members and MCPS top administrators; macro views outside the school system were obtained from current and former Council members and aides, Executive Branch administrators, and persons affiliated with other County agencies. More in-depth views were obtained from interviewing school-based managers and staff; other administrators and staff of MCPS central offices; representatives of school-affiliated organizations (PTA, school principals and building support services); Executive Branch administrators and staff; current and former ICB and Advisory Committee members and CUEFS employees; and community users of school facilities.

The MCPS Department of Educational Accountability (DEA) conducted a study of the relationship between ICB and MCPS and issued its findings in October 1990 on how the community use of schools program affects the school system. OLO reviewed the report and the methodology by which data were obtained and concluded from various interviews that data presented in the DEA report is relevant today. Although OLO did not perform independent in-depth attitude surveys or quantitative analyses of opinions, OLO received input from a large number of individuals by conducting personal and telephone interviews.

When interviewing such a large number of individuals directly involved or associated with use of school facilities, one receives a full spectrum of sentiments, opinions, and natural biases concerning real and perceived problems associated with the program. During this examination, OLO received and considered all viewpoints offered, and this report solely represents the judgments and conclusions of the writer.

### **C. Methodology**

This project was conducted by Joan M. Pedersen, and assisted by Linda S. Kovner, Public Administration Intern. Research activities for the review consisted of a variety of fact finding techniques to include:

• Review of applicable State and County laws; County legislative files, including minutes of Committee and full Council work sessions; and transcripts of public hearings and budget sessions.

• Review of public documents relating to activities of ICB and MCPS scheduling and staffing for the community use of schools program, including ICB minutes, various memoranda, studies, reports, and budget documents.

• Interviews with management and staff of Executive departments and offices (Community Use of Educational Facilities and Services, Management and Budget, Recreation, and Information Systems and Telecommunications); current and former Councilmembers and staff; current and previous members of ICB and its advisory committees; users of school facilities; current and former BOE members; MCPS administrators and staff; and school-based personnel (principals, business managers, financial secretaries, teachers, maintenance personnel, program coordinators, secretaries, and other scheduling staff).

• Inquiry and follow-up activities with all County agencies and Council staff to determine space available for public use and community access to public facilities, the fee structures in place, and staff resources devoted to scheduling and tracking public use.

#### **D. Acknowledgements**

The Office of Legislative Oversight (OLO) acknowledges the prompt and courteous cooperation received from ICB and its advisory committees; administrators and staff of CUEFS; Executive departments and offices; the BOE and MCPS; various Councilmembers and staff; and the many other individuals interviewed during the course of this examination. OLO also appreciates the valuable input on facilities available for public use, which was provided by personnel of MCPS, various Executive Branch departments, Council staff, and other County public agencies. Special thanks to staff of Montgomery County Public Schools, Maryland-National Capital Park and Planning Commission, Montgomery College, Housing Opportunities Commission, Revenue Authority, and Washington Suburban Sanitary Commission for their prompt responses to OLO inquiries and requests for detailed information.

### **III. BACKGROUND**

This chapter of the report provides background regarding the early history on community use of educational facilities in Montgomery County; activities of the Community Education and Services Task Force created by the County Council to study priorities, services, and costs associated with community use of school facilities; and creation of the Interagency Coordinating Board.

#### **A. Early History of Community Use of Educational Facilities**

Prior to establishment of the Interagency Coordinating Board (ICB) for community use of educational facilities, school facilities had been made available for many years for activities of community groups and organizations,



especially local recreation departments. Formal recognition by the school system to encourage or sponsor community uses of school facilities began in 1969 when the Rosemary Hills Community School was established and funded by the Lyttonsville-Rosemary Hills community; and Montgomery County Public Schools (MCPS) designated Piney Branch Middle School to serve County agencies and community activities. In 1970, the State of Maryland enacted legislation requiring county education boards to encourage use of school facilities for community purposes and made funds available for after-school educational and leisure programs. The State law required that school facilities be made available for presentation and discussion of public questions, public speaking, lectures, and other civic, educational, social, recreational, or church affiliated purposes. These requirements were codified in the Annotated Code of Maryland Article on Education, Section 7-108, Use of School Property for Other Than School Purposes.

In accordance with this law, Montgomery County's Board of Education (BOE) adopted policies and guidelines and established a School Community Centers Program whereby school facilities and playgrounds at more than a dozen locations were to be used as community and learning centers for residents of all ages. A wide variety of educational, recreational, and special interest activities were to be made available at the designated schools. Access to each of the community schools was to be coordinated between local school administrators and a community-based citizens advisory group. Each designated community school was assigned a full-time community use facilitator to schedule after-school and weekend use.

Community use of the designated community schools and other school facilities increased during the 1970s, with the major "after-school" uses being activities sponsored or coordinated by recreation departments and MCPS adult education programs. With the increased use, problems developed relating to coordination of scheduling and charging and collecting of fees. In addition, direct and indirect public subsidies allocated for community use of the school facilities appeared to compete with other MCPS budget items.

#### **B. Community Education and Services Task Force**

By the mid-1970s, MCPS was budgeting more than \$1.0 million for after-school and weekend use of school facilities. In response to a request by the Montgomery County Council of Parent Teacher Associations to have a review of priorities, services, and costs associated with community use of school facilities, the County Council adopted Resolution 8-830 on June 1, 1976. This resolution created an Interagency Community Education and Services Task Force to conduct a study and a Steering Committee to recommend the composition of the task force, set guidelines and reporting procedures, and serve as the executive committee of the task force.

Based on recommendations of the Steering Committee, Resolution 8-1312, Establishment of Guidelines and Procedures for the Community Education and Services Task Force and Appointing Members Thereof, was adopted by the County Council on May 10, 1977. The task force was charged with studying "the community use of schools in regard to recreation programming, vocational training, and services for senior citizens, so that public and private

agencies may more cost-effectively and efficiently use the schools and thereby provide better services to the citizens of Montgomery County." Concerns to be addressed by the task force included: personnel issues; funding sources and budgeting procedures; planning and use of facilities and grounds; a design for effective communication among and between service agencies and citizens; and procedures and processes for contractual arrangements among cooperating agencies.

The task force thoroughly examined the kinds and intensities of after-school use of educational facilities, analyzed major barriers to their effective use, identified potentials for additional use, and published its findings and recommendations in a report to the Council dated April 1978, Community Use of Public Schools and School Facilities. The task force identified four major categories which negatively affected satisfactory utilization of school facilities by the communities: administrative, fiscal, attitudinal, and physical.

**Administrative Considerations.** The task force determined that administrative considerations focused on two major areas: (1) lack of clear-cut policies, instructions, and duty assignments at the school building level, and (2) interagency competition and jurisdictional and professional "turf" issues. Principals expressed that they felt responsible for their schools' programs, buildings, grounds, and equipment, and needed autonomy in interpreting regulations.

Users of school facilities charged that principals who wished to curtail community use of schools had the necessary tools by way of individual interpretation of vague guidelines governing non-MCPS use of the facilities. Community users and recreation departments stated that, because of MCPS priority use, it was often difficult to determine in advance what space would be available for their use. They expressed that some school staff cancelled community programs through exercise of their power to grant priority to school-sponsored activities over community-sponsored activities that had already been scheduled. Furthermore, every user polled by the task force felt that the forms used to reserve space were cumbersome and took too much time to fill out because of the many items of information that had to be provided.

Many school secretaries, especially those in elementary and middle schools, felt an immense administrative burden. In addition to their regular duties, they were responsible for keeping records; getting forms completed; collecting advance payments; billing for extra time and damage; posting schedules; handling cancellations; conducting interviews with potential users; and making arrangements to have equipment set up for after-school use.

Problems cited by Building Service Workers (BSWs) focused on security, filling in for an absent worker, and overtime and night pay differentials. In the principal's absence, a BSW would be responsible for security of the building and would need to patrol the halls, taking the BSW away from regular school related work. In addition, overtime and night differential pay to BSWs to keep buildings open for non-school use sometimes became a significant cost element in a school's budget, and some school administrators found it necessary to limit community use of the facilities to assist with balancing their budgets.

**Fiscal Considerations.** The fee structure and billing and collection procedures; reimbursements for equipment wear and tear and damages to school facilities; and salary scales for instructional and custodial personnel were cited as fiscal considerations. The task force found that most user groups felt fees were too high and there was a lack of uniformity among the schools in charging fees to user groups. Most school staff felt the fee schedule was complicated and hard to interpret, and fees were too low.

School staff also stated that fees did not cover wear and tear on equipment, which ended up being paid for out of school funds. They stressed that user groups often denied responsibility for damages to school property and refused to pay, leaving repair or replacement costs to be absorbed in the school's budget. User groups countered that they were often held responsible for damages that occurred before they entered the school or after they left. User groups further complained that when fee schedules were changed by MCPS, it was often without regard to budgeting time constraints that user groups lived under.

**Attitudinal Considerations.** The task force found that attitudinal considerations centered primarily on the varying degree of cooperation and support that school principals and staff exercised with community users. The decisions on availability of space for community use was generally site-based and a matter of the school principals' discretion. For instance, some school facilities were made available for use on holidays and other were not. One County agency-user described the attitudes of school principals as falling into one of three possibilities: cooperative in all respects, somewhat restrictive, or uncooperative.

Several user groups also indicated that difficulties sometimes arose with custodians, secretaries, and business managers, who often mirrored the attitudes of the principal. In contrast, a majority of users interviewed by the task force expressed appreciation for staff members at the designated community schools, who seemed to support the community use concept and worked cooperatively with user groups.

**Physical Considerations.** Physical concerns centered on parking, transportation, storage, security, and incompatible structures and equipment. Parking scarcity was cited by user groups as a major problem, especially at elementary schools. In addition, users wished to have places within a school to store equipment that otherwise had to be shuttled between the school sites and storage locations elsewhere.

Security issues included school staff concerns about unsupervised persons sometimes wandering the halls and disturbing programs in session, and users disturbing projects left overnight by the daytime students. The chief transportation problem identified by the task force was that user groups often had to schedule programs in schools not accessible to public transportation. The task force report also noted that many rooms in elementary schools were furnished with equipment that adults could not use. Additionally, many schools were not fully accessible due to the lack of ramps or other fixtures designed for people with special needs.

As a result of its study, the task force developed a number of recommendations, including a more centralized organizational approach to administering community use of educational facilities. The task force recommended establishing an independent board of nine members, to include representatives of the principal governmental users and County citizens, which would provide policy and fiscal coordination to allow for and encourage effective community use of school facilities. Other major recommendations included (a) creating a separate budget/appropriation category in the County's budget to account for activities relating to community use of the school facilities, and (b) establishing a director position to implement the policies of the board, assist community school coordinators in solving problems, administer funds and pursue grants and other funding sources, and identify appropriate tenants for under-utilized schools.

The task force further recommended that an advisory board be created to work on problem resolution and bring ideas to the attention of the director and the independent policy board. Composition of the advisory group was envisioned to include representatives from various recreation departments and other public agency users of space, community school councils, private and voluntary agencies, and citizens selected at large by each of the agencies or offices represented on the policy board.

In all, the task force made 43 recommendations for improving the community use of school facilities concept. See ATTACHMENT A for a summary of the 43 recommendations presented by the task force.

### **C. Creation of the Interagency Coordinating Board**

Bill 43-78 was sponsored by four Council members and introduced on August 22, 1978 to amend County Code Chapter 44, Schools and Camps, by adding a new Article I, School Facilities Utilization Act. The bill proposed to transfer responsibility for funding, policy, and coordination of non-school use of educational facilities from the Board of Education to an independent policy board. Major provisions of the bill proposed the following:

- An Interagency Coordinating Board (ICB) be created to set policies and fees for community use of school facilities and review activities conducted under the legislation. Board membership to consist of nine members, including a representative of the Board of Education, County Executive, County Council, Montgomery County Planning Board, Montgomery College, and four citizens.
- An administrative position be created in the County Government budget to direct the activities of an Office of Community Use of Educational Facilities and Services (CUEFS) to implement policies of the ICB and coordinate with MCPS and potential users of space to schedule programs and activities in MCPS facilities.
- A committee structure of users of MCPS spaces be created to advise the ICB and the Director of CUEFS on policies, programs, and activities conducted under the legislation.

- A special enterprise fund be created to account for financial resources and expenditures relating to use of MCPS facilities.

A public hearing was held September 14, 1978, and the Council conducted a worksession on September 29, 1978. Several interested parties wrote to the Council or testified at the hearing in support of the bill. Supporters included the Board of Education (BOE), County Executive, Bethesda-Chevy Chase Branch of the YMCA, and three individuals. Minor amendments were made to the proposed legislation, including a change to the composition of the ICB. The proposed BOE representation was changed to ex-officio membership and a representative of MCPS was added to the composition of the ICB. The Council passed the legislation October 17, 1978, to become effective upon enactment of State authorization.

House Emergency Bill 1349 was introduced in the State legislature on February 19, 1979. The primary purpose of the bill was to provide Montgomery County with local authority over use of school facilities during non-school hours. The bill authorized Montgomery County to establish an Interagency Coordinating Board (ICB) and appoint members to determine policies and fees for regulating the use of school property for non-school public purposes. Since passage of the State bill in 1979, any subsequent legislation relating to ICB and non-school use of the County's educational facilities has amended the County Code.

In 1983, County Bill 6-83 increased the terms of office of the four ICB citizen members from three to four years and provided for staggering the terms beginning in 1983. The amendment also allowed either a Council member, Staff Director of the County Council, or senior staff member of the County Council to "consistently represent the County Council" on the ICB, instead of simply requiring the Council Staff Director to do so.

In 1984, County Bill 46-83 established standard procedures for the promulgation of Executive Regulations and mandated ICB to use Method 2 of County Code Section 2A-15 as the standard procedure for adopting regulations necessary to implement requirements of the School Facilities Utilization Act.

In 1986, major revisions to the County Code were enacted to amend, clarify, and/or relocate various provisions relating to general administration and the structure of government (Bill CR A-85). As a result of these actions, language establishing government departments and offices previously located throughout the Code was removed and either relocated to a new chapter of the Code or rewritten in the new chapter. As part of the general revisions, the "Office of Community Use of Educational Facilities and Services" came to be listed in Code Chapter 1A as a principal office of the Executive Branch, and previous language authorizing such an office was removed from Section 44-4.

In 1991, Bill 4-92 adopted standardized terms for citizen members of certain boards, committees and commissions. Citizen members of the ICB were mandated to comply with Code Section 2-148(c), Appointments and Removals For Absenteeism.

Copies of relevant sections of the current State and County Codes are included in this report for reference at ATTACHMENT B.

#### **IV. COMMUNITY USE OF EDUCATIONAL FACILITIES AND SERVICES PROGRAM**

The program for community use of educational facilities and services was put into place to provide a means for citizens of the County to enjoy the use of public school facilities without interfering with education programs and activities. The School Facilities Utilization Act was adopted to address numerous issues identified by the Community Educational and Services Task Force. Under County law, scheduling of facility space is to be made on an equitable basis for all users, and comprehensive and current information regarding conditions for use is to be made available to actual and potential users of school facilities. In addition, policies and regulations for use of space are to be established and periodically reviewed, uniform fee policies determined and implemented, and community use is to be encouraged with the cooperation of the public schools and school system administrative offices.

To accomplish these goals, the County Council established an Interagency Coordinating Board (ICB); a position to provide support to ICB and administer its policies and coordinate community use of school facilities; an Advisory Committee to serve as liaison between the Board and the community; and a special enterprise fund, in which to account for revenues and expenses relating to community activities and programs.

This part of the report describes responsibilities and activities of the Interagency Coordinating Board and its Advisory Committees, the office that carries out the policies and directives of the Board, and the special enterprise fund.

##### **A. Interagency Coordinating Board**

The Interagency Coordinating Board (ICB) for community use of educational facilities was created as the critical agent for accomplishing the objectives of the School Facilities Utilization Act. The principal purpose of creating the ICB was to bring together the governmental agencies involved in community use of school facilities so as to provide the policy and fiscal coordination necessary for effective community use of educational facilities. The ICB is comprised of nine members charged with responsibility for encouraging community use of public school facilities. Citizen members of the ICB volunteer their time and do not receive compensation for serving on the Board. Current ICB membership is:

##### **County Council:**

Staff Director, Stephen B. Farber

##### **Executive Branch:**

Chief Administrative Officer, William H. Hussmann

##### **Citizens appointed by County Executive and confirmed by Council:**

Gloria G. Cole  
Dr. Charles Han

Montgomery College:

President, Dr. Robert Parilla

Maryland-National Capital Park & Planning Commission:

Commissioner, Nancy Floreen

Montgomery County Public Schools:

Superintendent, Dr. Paul Vance

Citizens appointed by MCPS Superintendent and confirmed by BOE:

Linda Burgin

Janice Lindsay

Board of Education:

Dr. Alan Cheung (designated ex-officio ICB member)

The ICB is required to meet at least once quarterly, with five voting members present to constitute a quorum. The major responsibilities of the ICB are to review and coordinate activities conducted under the School Facilities Utilization Act, establish uniform fees for use of the spaces, and consider interagency differences and problems. The ICB is also required to examine the relationship between programs and activities conducted under the legislation and related services and activities financed by the County Government and submit recommendations to the County Executive, Board of Education (BOE), Maryland-National Capital Park and Planning Commission (M-NCPPC), Montgomery College, or County Council, as appropriate. Specific duties established in the School Facilities Utilization Act include:

- Review budget requests of the Director of the Office of Community Use of Educational Facilities and Services (CUEFS) and make recommendations thereon to the CAO, County Executive, and the Council.
- Recommend fee schedules to the Council for adoption by resolution, after considering recommendations of the Executive Branch.
- Review any proposed modifications in major contracts and grants to be negotiated between the County and MCPS.
- Provide evaluative reviews, advice, and recommendations to the Director of CUEFS, BOE, County Executive, and County Council on progress achieved and/or problems encountered in carrying out the provisions of the School Facilities Utilization Act and submit a report to these officials and bodies and to the general public by March 1 of each year.
- Adopt rules or regulations under Method 2 of County Code Section 2A-15 as may be necessary to implement the requirements of the School Facilities Utilization Act.

## **B. Advisory Committee**

An Advisory 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 operations more cost effective. The committee serves as the liaison between the ICB and the community, and is comprised of representatives of County agencies and citizens with interests in using school facilities. Members of the committee are appointed annually by ICB. At ATTACHMENT C is a list of the current members of the Advisory Committee.

The Advisory Committee annually hosts a forum to receive input from citizens and agencies on their views regarding ICB policies. In addition, the Committee often forms subcommittees to review and address specific issues and make recommendations to the ICB in policy areas, such as: services to communities, guidelines and/or procedures for community use, general user fees, additional fees for use of school equipment, equipment replacements, and reimbursements to MCPS. For more information on subjects reviewed, see History of Citizen Advisory Committee Activities at ATTACHMENT D.

During FY93, administration of the Advisory Committee will be reorganized to be operated under the direction of an Executive Committee. Membership of the Executive Committee will be comprised of the chair person of each 1992 sub-committee, four persons in all. Also in FY93, the ICB authorized the Advisory Committee to establish focus groups to review the satisfaction of community users regarding scheduling deadlines implemented in FY91, customer preferences regarding scheduling of fields, and automation and scheduling support provided to MCPS staff for improving service to the public.

## **C. Office of Community Use of Educational Facilities and Services**

The Office of Community Use of Educational Facilities and Services (CUEFS) is responsible for carrying out the policies and directives of the Interagency Coordinating Board. CUEFS is managed by an Executive Director position which also serves as the executive secretary to the Board. CUEFS is organized into two major activities: administration and school space scheduling, and coordination of community services.

In addition to administrative functions, the Executive Director and CUEFS staff are responsible for maintaining effective liaison with MCPS personnel and user groups and providing guidance to ICB on ways to improve the efficiency and effectiveness of the community use of schools program. CUEFS staff are responsible for hiring, training, and evaluating performance of community school coordinators and for contracting school-based scheduler time on behalf of the ICB. The staff also arranges for building attendants or monitors to provide additional supervision for user groups when necessary. Other duties of CUEFS staff include entry to the data base of approximately 20,000 building use forms annually; answering telephone inquiries from potential users of space; coordinating and concentrating facility use on weekends and holidays; contracting with long-term users of space; and analyzing data and reporting to ICB on community use, budgets, and financial activity of the enterprise fund.



During FY92, there were 214 school facilities available for community use programs. This total included 121 elementary schools, 24 middle and junior high schools, 21 high schools, 26 closed schools, and 22 educational centers, area offices, and other facilities. MCPS personnel at the individual schools are responsible for approving and scheduling groups for weekday use of school facilities. The school personnel accept and approve building use forms, compute and receive fees, and forward the forms and fees to CUEFS staff for review and processing. CUEFS staff are responsible for scheduling weekend and holiday use and use by day care providers, cultural schools, and for-profit activities.

During FY92, a wide range of groups and organizations used school facilities during non-school hours. The largest users were the recreation departments of Montgomery County and the cities of Rockville, Gaithersburg, and Takoma Park. The next largest user was MCPS itself, using the schools for athletic and drama events, student government activities, school-sponsored clubs, evening high school classes, and staff workshops. Other users included non-profit organizations, such as Parent/Teacher Associations, YMCAs, boy and girl scout clubs, and 4-H clubs; and community sponsored groups like civic associations, square dance clubs, and sport leagues. Organized religious groups lacking their own facilities or whose facilities were under renovation, also used school facilities. Finally, profit-making groups used school spaces for a variety of purposes: private businesses held employee training sessions and product demonstrations; dancing schools performed dance recitals; and cultural schools (Chinese, Ukrainian, Islamic) offered classroom instruction.

The adopted ICB Guidelines for Community Use of Educational Facilities and Services specifies the following order of priority scheduling for groups using school facilities for activities: MCPS, governmental administrative bodies, County and municipal recreation departments, other publicly supported programs, non-profit groups, and finally, profit-making groups.

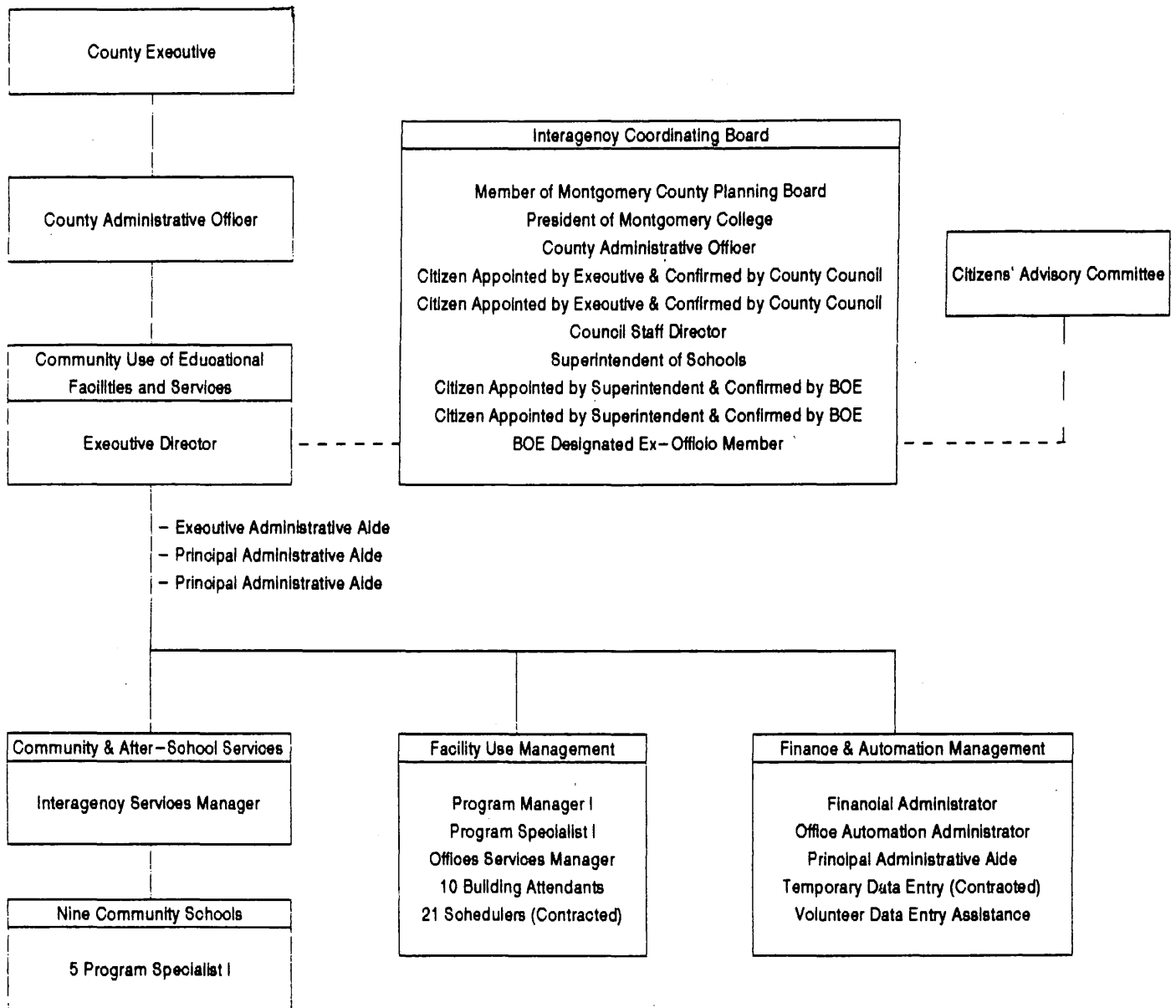
For FY93, the school space coordinating activity consists of five CUEFS positions representing 5.0 WYs for coordination of community activities at nine designated community schools. The purpose of the Community School Program is to bring services to specific neighborhoods and encourage citizens to participate in designing needed services at public school sites. Another 2.6 WYs of community use scheduling support is being provided to MCPS in FY93 through contractual arrangements with predominantly school-based personnel at 21 heavily used school sites. Beginning in FY93, the ICB put in place a program where schools that reach 3,000 paid hours of use may request scheduler assistance to be paid by ICB for an average of five hours per week.

Scheduling in schools that are not assigned a paid coordinator or scheduler is accomplished by MCPS personnel at the individual schools as part of their other duties. These school-based personnel (including business managers, financial secretaries, and principal secretaries) are responsible for scheduling weekday community use of space which does not infringe on the school's needs for after-school use, and often assist potential users with scheduling space for weekend and holiday use and coordinate such use through CUEFS. Coordination with CUEFS is necessary to allow for concentrating use as much as possible to achieve efficiencies in personnel coverage.

A chart showing the organizational structure and interagency relationships of ICB and CUEFS follows:

**Chart 1**

**Organization and Composition of ICB and CUEFS**



#### **D. Enterprise Fund**

A special enterprise fund was established to account for the revenues generated and expenses incurred for administration of the community use of schools program. Since all the administrative and operating costs could not initially be recovered through fees, the County annually contributed to the fund until FY86 when ICB-generated revenues were sufficient to cover annual expenditures of the fund. Except for costs associated with election activities, all expenditures of the fund are now totally supported through user fees, grants, and interest earnings.

Major personnel expenditures of the fund are for costs of CUEFS management staff and coordinators to administer ICB policies and coordinate community use of school facilities. Major operating expenses are for contracted scheduling services and to reimburse the public school system for Building Service Worker (BSW) time, utilities, and janitorial supplies.

In addition, ICB has been setting aside funds for individual schools since FY84 as compensation for additional wear and tear on the facilities, which allows for the purchase of additional maintenance services and/or replacement equipment. In FY84, the ICB set aside \$10,000 for schools with the highest hours of community use. Highly used elementary schools were allocated \$250 each, junior high schools \$700 each, and high schools \$1,250 each. Over the years, ICB has increased the amount of funding and adjusted its criteria for setting aside funds for individual schools.

For FY93, a total of \$234,000 is budgeted for allocation to schools that attain a minimum of 2,000 hours of paid inside community use. The allocations range from \$2,000 for schools with 2,000-2,999 hours of use to \$10,000 for schools with 6,000+ hours. Schools that experience less than 2,000 hours of paid use are not currently eligible to receive ICB funds for wear and tear of equipment.

Other costs to the fund include subsidies to the after-school enrichment and latchkey programs and transfers of revenue to the General Fund to cover indirect costs. ICB revenue sources include user fees, state grant funding, General Fund transfers to offset elections costs, and interest earnings on idle cash.

The following table shows summaries of revenue and expenditure activity since the fund was established in FY80. When reviewing the table, the reader should be aware that revenue and expenditure increases reflect a combined effect caused by a more than doubling of paid hours of use and a cumulative inflation rate of 56.3 percent from 1980 through 1992. Although use of facilities has doubled over the period, total costs and revenues have tripled, partly due to especially high inflation rates during the 1980s.

Table 1

**ICB Enterprise Fund  
Summary of Revenue and Expenditure Activity**

**Expenditure Activity:**

<u>Period of Activity</u>	<u>\$ Personnel Costs</u>	<u>\$ Operating Costs</u>	<u>\$ Capital Outlay</u>	<u>\$ Total Costs</u>	<u>Number of Workyears</u>
Actual FY80	139,530	805,808	3,557	948,895	8.0
Average FYs 81-85	316,758	794,747	4,489	1,115,994	13.5
Average FYs 86-90	654,726	1,490,788	18,610	2,164,124	18.6
Actual FY91	734,425	2,067,546	4,898	2,806,869	18.8
Actual FY92	730,654	2,154,057	23,825	2,908,536	18.0
Budget FY93	826,690	2,226,390	132,000	3,185,080	16.8

**Revenue Activity**

<u>Period of Activity</u>	<u>\$ User Fees</u>	<u>\$ State Grants</u>	<u>\$ General Fund</u>	<u>\$ Interest Earned</u>	<u>\$ Total Revenues</u>
Actual FY80	447,711	130,058	371,126	none	948,895
Average FYs 81-85	986,866	133,717	255,082	72,045	1,447,710
Average FYs 86-90	1,776,072	146,608	23,030	164,357	2,110,067
Actual FY91	2,669,656	164,050	105,060	192,892	3,131,658
Actual FY92	2,506,430	114,140	55,150	104,200	2,779,920
Budget FY93	2,645,140	102,140	64,810	137,620	2,949,710

In FY92, costs to the fund included \$730,654 in salaries and wages to administer the program and provide coordinators for community schools; \$1,548,708 in operating expenses to reimburse MCPS for building services and other MCPS staff support, utilities, and janitorial supplies; \$59,945 for election coverage; and \$91,630 as an indirect cost payment to the County Government to cover expenses for personnel, legal, financial, and other administrative support services centrally provided.

In addition to these expenses, reimbursements for damages sustained by the schools and identified as related to community use were paid from the enterprise fund, and additional amounts were set aside by ICB for the benefit of individual schools as compensation for wear and tear on plant and equipment (\$234,000). Table 2 (next page) shows details for revenues and expenses of the ICB enterprise fund for FYs 92-93 and identifies the free fund balances based on actual activity for FY92 and CUEFS estimated activity for FY93.

As will be seen in the first part of Table 2, the free fund balance calculated for the end of FY92 is \$2,122,955. This number is considerably less than the \$2,631,555 fund balance reported in the County's official financial statements. The major source of difference is that funds set aside for individual schools are handled as encumbrances of the enterprise fund rather than definite obligations, and the fund balance published in the official financial statements has not been adjusted for the outstanding encumbrances. However, when calculating surplus (free fund balance) available for funding future expenditures, these encumbrances should be considered.

Table 2

**ICB Enterprise Fund**  
**Computation of FY92 Free Fund Balance and Projections for FY93**

(BASED ON ACTUAL ACTIVITY FOR FY92)

Fund Balance 7/1/91 per GAAP Financial Statements	\$2,405,408	
Less: Amounts Held for Individual Schools	( 362,317)	
Free Fund Balance at Beginning of Year		\$2,043,091
Add: Revenues from User Fees and Charges	2,776,972	
Revenues from Grants	114,133	
Intergovernmental Revenues (Elections)	55,150	
Interest Earned	149,904	3,096,159
Total Funds Available During the Year		\$5,139,250
Less: CUEFS Personnel, Operating, Capital Outlay	570,361	
Community School Program Costs	294,239	
Contracted Scheduler Costs	N/A	
After-School Enrichment/Latchkey Expenses	277,357	
Paid MCPS Contract for Latchkey Coordinator	67,928	
Paid General Fund for Indirect Expenses	91,630	
Paid MCPS for Election Coverage	59,945	
Paid MCPS for Building Service Workers and Other Support Staff	906,035	
Paid MCPS for Utilities	498,300	
Paid MCPS for Janitorial Supplies	16,500	2,782,295
Fund Balance Before Allocations to Schools		\$2,356,955
Less: Amts Set Aside for Individual Schools FY92		234,000
<b>Free Fund Balance End of FY92</b>		<b><u>\$2,122,955</u></b>

(BASED ON ESTIMATED ACTIVITY FOR FY93)

Free Fund Balance 7/1/92		\$2,122,955
Add: Revenues from User Fees and Charges	2,810,930	
Revenues from Grants	35,720	
Intergovernmental Revenues (Elections)	64,810	
Interest Earned	85,530	2,996,990
Total Funds Available During the Year		\$5,119,945
Less: CUEFS Personnel, Operating, Capital Outlay	784,920	
Community Schools Program Costs	287,500	
Contracted Scheduler Costs	87,360	
After School Enrichment/Latchkey Expenses	195,290	
Pay MCPS Contract for Latchkey Coordinator	69,640	
Pay General Fund for Indirect Expenses	92,930	
Pay MCPS for Election Coverage	64,810	
Pay MCPS for Building Service Workers and Other Support Staff	893,910	
Pay MCPS for Utilities	484,070	
Pay MCPS for Janitorial Supplies	17,160	2,977,590
Projected Fund Balance Before Allocations to Schools		\$2,142,355
Less: Amts Set Aside for Individual Schools FY93		234,000
<b>Estimated Free Fund End of FY93</b>		<b><u>\$1,908,355</u></b>

If user fees are not adjusted annually to offset natural increases in personnel, utility, and other costs, OLO estimates the free fund balance of the ICB enterprise fund will continue to decrease each year, and the fund will be operating at a loss by FY98. Table 3 contains OLO projections for the enterprise fund based on conservative estimates for expenses. In Scenario 1, fees are projected to remain constant, whereas Scenario 2 includes modest fee increases of two percent yearly.

**Table 3**

**ICB Enterprise Fund  
Fiscal Projections for FYs 94-98**

**Scenario 1 Assumptions:**

- Revenues/expenses for election coverage have been removed since the General Fund reimburses these costs.
- Estimated costs to replace/upgrade equipment average \$10,000 yearly.
- No increases in fees projected; use and revenues remain constant.
- Estimated direct expenses increase conservatively by 3% yearly.
- Estimated indirect expenses increase by 2% yearly.
- Estimated set-asides for schools increases in FY94 then level out.

	<u>FY94</u>	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>
Begin Free Balance	\$1,908,355	\$1,667,261	\$1,330,916	\$ 906,783	\$ 392,247)
Add Revenues:					
Fees, Grants, Other	<u>2,932,180</u>	<u>2,932,180</u>	<u>2,932,180</u>	<u>2,932,180</u>	<u>2,932,180</u>
Funds Available	<u>\$4,840,535</u>	<u>\$4,599,441</u>	<u>\$4,263,096</u>	<u>\$3,838,963</u>	<u>\$3,324,427</u>
Deduct Expenses:					
CUEFS/MCPS Expenses	2,778,486	2,871,840	2,957,695	3,046,126	3,137,210
Indirect Expenses	94,789	96,684	98,616	100,590	102,602
Funds Set Aside	<u>300,000</u>	<u>300,000</u>	<u>300,000</u>	<u>300,000</u>	<u>300,000</u>
Total Expenses	<u>\$3,173,274</u>	<u>\$3,268,524</u>	<u>\$3,356,313</u>	<u>\$3,446,717</u>	<u>\$3,539,812</u>
Ending Free Balance	<u>\$1,667,261</u>	<u>\$1,330,916</u>	<u>\$ 906,783</u>	<u>\$ 392,247</u>	<u>\$ ( 215,386)</u>

**Scenario 2 Assumptions:**

- All assumptions are identical to those identified for Scenario 1, except for revenues.
- Increases in revenues are projected to average 2% yearly.

	<u>FY94</u>	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>
Begin Free Balance	\$1,908,355	\$1,725,905	\$1,508,020	\$1,263,360	\$ 990,529
Add Revenues:					
Fees, Grants, Other	<u>3,056,930</u>	<u>3,118,560</u>	<u>3,180,430</u>	<u>3,244,038</u>	<u>3,308,919</u>
Funds Available	<u>\$4,965,285</u>	<u>\$4,717,365</u>	<u>\$4,440,774</u>	<u>\$4,134,049</u>	<u>\$3,795,667</u>
Deduct Expenses:					
CUEFS/MCPS Expenses	2,778,486	2,871,840	2,957,695	3,046,126	3,137,210
Indirect Expenses	94,789	96,684	98,616	100,590	102,602
Funds Set Aside	<u>300,000</u>	<u>300,000</u>	<u>300,000</u>	<u>300,000</u>	<u>300,000</u>
Total Expenses	<u>\$3,173,274</u>	<u>\$3,268,524</u>	<u>\$3,356,313</u>	<u>\$3,446,717</u>	<u>\$3,539,812</u>
Ending Free Balance	<u>\$1,725,905</u>	<u>\$1,508,020</u>	<u>\$1,263,360</u>	<u>\$ 990,529</u>	<u>\$ 688,081</u>

## **E. CUEFS Office Automation**

CUEFS maintains data bases of the use of school facilities, accounts for revenues charged for use of the facilities during non-school hours (evenings, weekends, and holidays), and writes contracts for long-term use of spaces. In addition, the Office schedules individuals for after-school enrichment classes. These tasks are accomplished through use of an IBM local area network (LAN) system, personal computers (PCs), and/or the MCPS mainframe (accessed through the County's mainframe).

Through the LAN network, PCs are used for managing and tracking use of space for weekends and holidays (dBase application); for tracking participants enrolled in after-school enrichment programs and managing contract-related revenues and payments (Paradox data base applications); and for managing the scheduling of 10-15 closed school building gyms or all-purpose rooms (calendar application). The County's mainframe is used to access the County's financial management system (FAMIS); the budget (BUD) and purchasing (ADPICS) modules, and as a vehicle for accessing the MCPS mainframe. The MCPS mainframe is used for data entry into the OCUS system (an application written in COBOL and RPG).

OCUS is an application accessed through the MCPS mainframe into which data is entered from building use forms for both weekend and weekday use of school facilities. The application is used to keep track of hours of use and revenue generation. Daily accounting and periodic summary reports (monthly/yearly) are produced by the application. Information from OCUS reports is manually entered into a Paradox database to allow for manipulating summary data and reporting in formats not currently supported by the OCUS application.

For FY93, CUEFS requested approval to develop and purchase new computer hardware and software to replace the present scheduling and reporting systems. The purchase would provide for one comprehensive application to be used for scheduling and reporting in various formats. It is envisioned that a comprehensive system would allow CUEFS to project the long range availability of space and schedule more efficiently.

MCPS has estimated a cost of approximately \$300,000 for upgrading OCUS to improve performance and provide for needed reports. The estimated cost of a stand alone system located at CUEFS would be about \$160,000. During the FY93 budget deliberations, the Council approved the concept of a stand alone system for CUEFS.

## **V. OTHER REPORTS AND STUDIES**

After three years of ICB management of the community use of schools program, a study was conducted to evaluate conformance with the legislative intent of the Council and determine the effectiveness and efficiency of the program. The Office of Legislative Oversight conducted the study and reported to the Council in FY83. More recently, the MCPS Department of Educational Accountability reviewed the status of the ICB/MCPS relationship, with focus on the effects of community use of school spaces from the MCPS perspective, and issued a report in October 1990.

In 1991, the Council's Commission to Review Efficiency and Effectiveness of Government examined the MCPS organizational structure and forwarded a number of recommendations to the Council. In its recommendations, the Commission addressed the organizational structure for managing the community use of schools program and recommended some changes. Then in 1992, the Executive's Committee on Committees examined activities of various boards, committees, and commissions and issued a report that included recommendations on the community use of schools program.

The major findings and recommendations from each of these past studies are summarized in this part of the OLO report.

#### **A. Office of Legislative Oversight Report (October 1982)**

In FY83, the Office of Legislative Oversight (OLO) performed an evaluation of the community use of schools program and issued OLO Report 82-5, A Description and Evaluation of the Montgomery County Community Use of Educational Facilities and Services. OLO examined activities and actions of the Interagency Coordinating Board (ICB), its Advisory Committee, the special enterprise fund, and the Office of Community Use of Educational Facilities and Services (CUEFS), to evaluate conformance with the legislative intent of the Council and the cost effectiveness and efficiency of the community use of schools program.

At the time of the OLO study, the single largest dollar expenditure from the ICB fund was for overtime relating to the building services staff assigned to provide coverage during community use. OLO found these overtime expenditures to be a serious impediment to the economical operation of the community use of schools program. OLO noted that ICB members, CUEFS staff and MCPS administrators had expended significant amounts of time addressing building services coverage during community use and developing actions to control and reduce overtime expenditures, and recommended that concentration on the issue be continued.

OLO further noted that neither ICB, CUEFS, nor the school system had fully identified the cost of community use of school spaces. At the time of the OLO study, the County Executive's policy on fees was that sufficient revenues should be produced to substantially offset the cost of an activity. While assumed, it was not really known whether a fee structure set to recover total program costs would result in fees that would discourage groups from using school facilities. It was suggested that all costs associated with community use of school facilities should be identified and documented.

Based on its review, OLO concluded that the community use program was providing needed coordination between the public school system and the many public and private agencies, organizations, and other groups that use school facilities. In addition, ICB/CUEFS was accomplishing the Council's intended mission well and the independent arrangement had significantly contributed to higher cooperation between MCPS and community users of school spaces.



## **B. MCPS Department of Educational Accountability Report (December 1990)**

In August 1988, the MCPS Department of Educational Accountability (DEA) began a study of the relationship between the ICB and MCPS. The purpose of the study was to review the status of the ICB/MCPS relationship after ten years under the current management arrangement. The major objectives of the study were to measure and assess the ICB-administered community use of schools program from a school system perspective, with focus on the effects of community use of school spaces on students, staff, and MCPS physical plant.

The DEA study was conducted over a two year period and assessed data obtained from a variety of sources. The main data collection tools were self-administered sample surveys of MCPS school-based personnel; more in-depth surveys and personal interviews with staff at 12 randomly selected schools; interviews with personnel at various other schools and MCPS central offices; and limited review of community use programs in six nearby jurisdictions. No first-hand data were collected from ICB, CUEFS, or community users of school spaces. The major recommendations made by DEA are highlighted in the following pages.

- 1. Redefine what is meant by community use of schools given the demographic and social changes that have taken place over the last decade.**

DEA concluded from its study that there is a need to reconsider whether providing school space to non-neighborhood groups, such as religious bodies and cultural schools, is consistent with the philosophy which gave rise to the ICB. DEA further concluded that the majority of activities taking place in school spaces during weekdays were either directly sponsored by the schools or school-affiliated groups (such as PTAs), or were directed toward MCPS students. Based on this observation, DEA recommended that consideration should be given to returning management of weekday community use to the schools and leaving ICB only with responsibility for managing weekend use.

- 2. Develop procedures to improve security of buildings and supervision of activities.**

The DEA report cited one temporary building services staff person as the sole employee assigned to a school during heavy community use as a major fault of the community use program, and recommended that ICB implement procedures to insure security during community use. DEA suggested that both ICB and MCPS review the adequacy of their monitoring and supervision systems for after-school and weekend activities and recommended that tighter systems be implemented to provide for sufficient numbers of qualified and responsible supervisors to monitor activities.

- 3. Re-examine scheduling procedures to make sure that sufficient time is provided for cleaning and maintenance and that weekend use can be handled by the rover system.**

DEA reported that MCPS staff had expressed deep concern regarding insufficient time for cleaning and maintenance of heavily used areas, especially on weekends or when community users occupied a school building late into the evening. DEA suggested that the concept of "maximum use" should be re-examined, taking into account the needs of building services staff to have adequate time for cleaning. In addition, DEA recommended that MCPS and ICB examine procedures for assigning cleaning and maintenance periods to determine whether additional restrictions need to be placed on days and hours of use by outside groups.

Regarding the rover system, by which weekend community use was covered by non-school-based part-time building services staff, DEA noted the system had not been in operation long enough to fully evaluate effectiveness. (This system has since been changed and the part-time weekend building services staff are now assigned to specific schools).

- 4. Clarify existing regulations regarding MCPS employees' rights and responsibilities.**

DEA noted that only some of the issues identified as creating problems for MCPS staff were covered by MCPS and ICB guidelines, and recommended MCPS revise its administrative regulation KGA-RA, Community Use of Public Schools. DEA suggested the regulation should reflect current practices and be expanded to include definitions of activities that are either clearly undesirable or interfere with the educational mission of the school system. DEA further suggested MCPS regulations and policies should be periodically updated and clarified with all pertinent staff members; that the extent to which MCPS staff are expected to assist community users be identified; and that new principals, business managers, and secretaries who deal with community users and with CUEFS should be encouraged (by MCPS) to attend existing orientation sessions.

- 5. Address issues related to supplies.**

DEA noted that ICB reimburses MCPS for janitorial supplies, such as paper goods and cleaning materials, expended during community use. DEA found that school-based staff experienced problems within MCPS over the allocation of additional supplies, which served as an irritant having considerable impact on staffs' attitudes toward the entire ICB effort. DEA recommended that MCPS develop and communicate improved procedures for providing additional paper goods and cleaning supplies to minimize school-based shortages relating to community use of the facilities.

**6. The costs borne by MCPS in support of community use should be clarified.**

DEA was not able to document fully the costs generated by community use, but noted the appearance that MCPS provides a sizable subsidy to the program. DEA suggested that MCPS needs to develop better methods for accurately estimating costs attributable to community use, and even if not fully reimbursed, clearly reflect these costs in its accounting system and budget. In addition, DEA noted that billing and collection procedures need to be improved to insure speedier and better documented collection processes.

**7. The responsibility for ICB related activities in MCPS needs to be clarified and communicated to staff.**

DEA noted that different principals may go to different people to get answers and resolve problems related to ICB and the community use program, and answers received may not always be consistent or accurate. To clarify responsibilities, DEA recommended MCPS formulate rules and regulations regarding all facets of community use to clarify the school system's role in management of facility use and define the various responsibilities of staff involved in community use. In addition, DEA recommended creation of an appropriate in-house management structure with coordinating authority.

**C. Commission to Review the Efficiency and Effectiveness of Government Report (December 1991)**

During FY90, the County Council established a Commission to Review the Efficiency and Effectiveness of Government. The Commission was requested to examine programs and operations of County Government and its major agencies and identify initiatives to increase efficiency and effectiveness. As part of its review, the Commission engaged National Economic Research Associates, Inc. to perform an economic study of the organization of the County's public school system (MCPS). Upon completion of the study, the consulting firm reported its findings and recommendations to the Commission in November 1991. The Commission subsequently endorsed several of the consultant's recommendations relating to the organizational structure of MCPS and presented its findings in a report to Council in December 1991.

The Commission concluded that responsibility for decisions within the school system should be located at the school level whenever possible and recommended that school principals be given greater authority for making decisions. The Commission further suggested the Council consider returning primary responsibility for community use of school spaces to the various principals and continue ICB/CUEFS coordination of scheduling and billing for the use of school facilities on a charge-back basis to the individual schools.

In the model endorsed by the Commission, policies concerning access to school facilities and fees to be charged for use of school spaces would be the responsibility of the individual principals, who would be permitted to charge fees to recover the incremental costs for using the space. Also, each principal would have the latitude to waive or discount fees if such an action would provide a social benefit.

In the detailed report to the Commission, the consultants noted a feeling within the school system that MCPS personnel are under-compensated for the administrative work they perform in support of the community use of schools program. The consultants further noted that school personnel were often inconvenienced by community use and became objects of hostility when anything went wrong, even though outside their control. Thus, many school personnel resisted the use of schools for other than educational purposes, which resulted in "inefficient underutilization" of school facilities.

The consultants proposed that principals should be required to make school facilities available when not otherwise in use, but also be permitted to charge market rates for use of the spaces and retain the amounts earned from such rentals. The report further suggested that, while some principals may choose to respond minimally to the requirement, those who wished to actively market spaces could earn money for use in supporting other activities.

Although the consultants recommended the Council eliminate ICB and return responsibility for community use of educational facilities to the Board of Education (BOE), the Efficiency and Effectiveness Commission did not fully endorse the recommendation. Instead, the Commission recommended retaining the ICB/CUEFS structure to coordinate community use and centrally handle booking and billing, so as to continue realizing the efficiencies and/or economies of scale related to centralized information functions.

#### **D. Committee on Committees Report (December 1992)**

In accordance with County Code Section 2-146 (c), every five years the County Executive appoints a special committee to review and evaluate the County's system of boards, committees, and commissions. The major tasks of the Committee on Committees are to examine the makeup and activities of each board, committee, and commission and offer recommendations to the County Executive and Council regarding individual committees and/or the system as a whole. The Council confirmed membership of the most recent Committee on Committees in April 1991. The Committee gathered and reviewed information over the following year and issued its final report in December 1992.

In regard to the community use of schools program, the Committee on Committees found that hours of community use had more than doubled since ICB and CUEFS were established. In addition, forty before-and-after school day care programs had been established and latchkey projects had been established at twenty schools. The Committee reported that from 1979 through 1991 the ICB enterprise fund had paid a total of \$12.6 million to MCPS to reimburse the school system for expenses relating to community use (staff costs, utilities, maintenance, and equipment), and approximately \$650,000 from interest earned for the latchkey projects.

The Committee concluded that ICB is providing a very valuable service "both financially and qualitatively to County citizens," and recommended continuation of the Board. The only change recommended by the Committee on Committees was that the ICB should be renamed to more accurately reflect its functions.

## **VI. ORGANIZATIONAL OPTIONS**

The MCPS Department of Educational Accountability (DEA) and the Council's Commission to Review the Efficiency and Effectiveness of Government (CREEG) reports each contained recommendations to return some portion of managing the community use of schools program to the school system. However, the two reports differed in their recommendations on how the program should be managed from within MCPS. The DEA report suggested returning responsibility to MCPS for managing weekday community use of schools with CUEFS continuing to manage weekend use. The CREEG report suggested allowing individual school principals to set fees for their facilities and determine community access with CUEFS continuing to coordinate community use through booking and billing activities. Neither report questioned the need for continuation of an independent ICB to set policies relating to facility access and user fees.

Based on recommendations contained in the DEA report, the County's Board of Education requested the Superintendent of Schools to prepare an analysis of alternative management structures for the community use of schools program. In March 1992, the Superintendent presented the Board with analyses of four alternative management structures:

1. Maintain the current administrative structure
2. Transfer functions performed by MCPS staff to CUEFS
3. Privatize/contract all MCPS and CUEFS functions
4. Transfer functions performed by CUEFS staff to MCPS

BOE considered the four management options and adopted a resolution directing the Superintendent to discuss the four alternative management structures with representatives of the County Executive and the Council. The resolution directed the Superintendent to give special focus to Option 4 during the discussions.

During the course of this examination, OLO interviewed more than 100 persons to obtain a wide spectrum of viewpoints on various issues related to the community use of schools program. One issue consistently raised by OLO during these interviews was the administrative structure for managing the community use of schools program. In the following pages, advantages and disadvantages are presented for each option considered by BOE, followed by the views of those interviewed by OLO.

### **1. Maintain the current administrative structure**

Under the current administrative structure for management of the community use of schools program, CUEFS is solely responsible for implementing the policies and directives of the ICB. CUEFS staff schedule and coordinate community use for weekends and holidays and rely on school-based personnel to coordinate scheduling and accept payments for weekday community use, and to forward fees and use of space applications to CUEFS for review and centralized processing.

A major advantage of this model is singularity of mission. The one mission of the ICB/CUEFS structure is to encourage use of school facilities for community activities through coordination with the school system. CUEFS personnel view users of school space as their customers, seriously consider their concerns, and attempt to reach compromises with MCPS, when necessary, to accommodate the needs of the users within limitations acceptable to the school system. In addition, a centralized coordination activity for scheduling school spaces provides opportunities for concentrating use of spaces to gain cost efficiencies for building services staff coverage and allows for tracking hours and types of use for the entire system.

Disadvantages of the model are that CUEFS employees are considered by many within the school system as "outsiders" who control use of their facilities, and that CUEFS may not be as sympathetic to school staff concerns as an in-house unit would be. Many MCPS staff believe an outside unit cannot be as familiar as site-based personnel in regard to kinds of space available in the various schools and necessary conditions for cleaning and maintenance. Also, when concentrating use within certain hours or schools is not possible, the model is somewhat inefficient because it still requires coordination between CUEFS, site-based personnel, and potential users of space to schedule activities.

Although school principals and assistant principals interviewed by OLO complimented the efforts of CUEFS, the majority expressed a desire for changes to the current administrative structure. This group generally supported site-based management and requested more control over the kinds and hours of use of their facilities.

Of the school-based personnel who schedule and receive the fees for weekday community use, the business managers and financial secretaries expressed the most dissatisfaction with the present arrangement. These personnel generally felt that they are performing the majority of work associated with community use and would like to be relieved of the necessity to coordinate with CUEFS. They felt that there is too much coordination required between CUEFS, MCPS, and the users of space because duties are split between MCPS and CUEFS. This group also supported site-based management of the community use program with revenues from fees flowing back to the individual schools.

Principal secretaries presented mixed views. Some felt that control of the kinds and hours of use should be site-based. Some also felt school personnel should be fully responsible for scheduling and collecting fees with revenues flowing back to the individual schools. However, the majority expressed a desire to continue centralized control of the financial aspects of the program. These individuals were certain they could not absorb the additional workload associated with site-based financial management (managing bank accounts, performing reconciliations, issuing refunds, etc).

Schedulers and Community School Coordinators were generally favorable toward the current administrative arrangement and felt it has worked well because CUEFS is independent of the school system. These individuals felt that CUEFS is extremely successful because its mission is narrowly

focused and concentrates on encouraging and supporting community use of the school facilities. They also noted the importance of having an administrative structure independent of the school system to objectively represent community users of school spaces.

Users of school facilities were overwhelmingly supportive of the current administrative arrangement for managing the community use program. This group expressed concern over possible changes to the present structure and cited independent management by CUEFS as crucial to the continued success of the program. Users of school spaces generally felt that CUEFS provides valuable coordination services designed to accommodate both MCPS and community users, which can only be objectively accomplished by an organization outside the school system.

Others interviewed, who are associated with or employed by the school system, complimented the efforts of CUEFS saying the unit had been doing an excellent job. Some expressed disdain about a group independent of the school system controlling school property and felt the principals should have control over their facilities. Others felt that an independent CUEFS added an extra layer of bureaucracy and the program could be run more efficiently from within MCPS. A few expressed support of the current arrangement citing a need for an organization independent of the school system to insure access by community groups.

Of those interviewed, who are outside the school system, most were extremely supportive of the current administrative structure. Many expressed concern that community access would be curtailed if CUEFS were not independent of the school system. A few mentioned the possibility of placing some control of the facilities with the school principals under a site-based management theory, but not necessarily eliminating CUEFS.

## **2. Transfer functions performed by MCPS staff to CUEFS**

Under this administrative structure, CUEFS would be responsible for all scheduling activities and MCPS personnel would be relieved of any workload associated with scheduling community use, other than showing space and informing CUEFS regarding school uses. CUEFS would not coordinate use with MCPS, but would inform the schools of scheduled community use. It is unclear whether responsibility for assigning building services staff coverage for weekday use would also be shifted to CUEFS or remain with school-based personnel.

A major advantage of centralizing the scheduling activities is the potential for enhancing services to the communities. Full responsibility for scheduling within a single unit would reduce coordination activities between MCPS and CUEFS personnel and lessen the current workload of school staff. Although they may still be required to show space to potential community users, school personnel would not have to assist with building use forms and fee schedules. This model would also add opportunities for CUEFS to concentrate weekday use of school spaces to gain additional cost efficiencies related to building services staff coverage.

Again, disadvantages of the model are that CUEFS employees are considered by many within the school system as "outsiders" who control use of their facilities, and that CUEFS may not be as sympathetic to school staff concerns as an in-house unit would be. Many MCPS staff believe an outside unit cannot be as familiar as site-based personnel in regard to kinds of space available in the various schools and necessary conditions for cleaning and maintenance. Under this model, centralized scheduling would also result in less flexibility for the individual schools

If CUEFS is not required to coordinate with the schools prior to scheduling community use, school administrators would have little flexibility in the use of their own facilities for school needs on short notice and would be required to "work around" community group activities once scheduled by CUEFS. This model may not be viewed by the community as user-friendly, and groups may object to the inconvenience of being required to deal with another unit to finalize a reservation after visiting the school to view and arrange for space.

This administrative structure was not supported by the majority of those interviewed by OLO. Most believed that school-based personnel need to be involved in scheduling activities (at least for weekday use) to coordinate community use with school use and assign building services staff coverage. In addition, centralization of all functions within CUEFS would add to the coordination required to schedule space in schools and provide for building services and other staff coverage when necessary.

It was suggested that site-based staff would still be needed to show space to potential community users, but the community groups would need to contact CUEFS to make arrangements to use the space. Then, CUEFS would have to coordinate with the school before approving the use. Finally, CUEFS would have to contact the school again to arrange for building services coverage. Many believed the coordination activities necessary to operate under this scenario would negatively affect workloads for school-based staff, as well as for CUEFS.

Those who are currently involved in scheduling did not see any benefit to be derived by transferring the school-based functions to CUEFS. They stated that such a structure would be less efficient and would not serve community groups as well as the current structure. It was pointed out that a centralized scheduling system could not take into account the differences in kinds of spaces at the various school sites. School-based personnel have better knowledge of their facilities for scheduling certain kinds of use in the most appropriate space.

Many of those interviewed also felt that school staff should be in contact with the community groups and remain involved in the scheduling process. It was believed that such contact could be used as a means of promoting goodwill between the school system and the communities served.



### **3. Privatize/contract all MCPS and CUEFS functions**

Under this administrative structure, neither CUEFS nor MCPS would be responsible for any scheduling activities and MCPS personnel would be relieved of any workload associated with scheduling community use, other than showing space and informing the contractor regarding school uses. CUEFS could be reduced to the minimal staff needed to provide administrative support to the ICB and monitor contractor performance. It is not clear if responsibility for arranging building services staff coverage should be shifted to either the contractor or CUEFS, or remain with school-based personnel.

As with the previous models, the major advantage of centralizing the scheduling activities is singularity of mission. A contractor would be expected to encourage use of school facilities for community activities. Full responsibility for scheduling by a contractor would reduce the current workloads of school staff and CUEFS. Although they may still be required to show space to potential community users, school personnel would not have to assist with building use forms and fee schedules. The model would also add opportunities for concentrating weekday use of school spaces to gain additional cost efficiencies related to building services staff coverage.

As with the previous two models, contracted employees would also be "outsiders" controlling the use of school facilities, and the contractor may not be as sympathetic to school staff concerns as an in-house unit would be. Many MCPS staff believe an outside unit cannot be as familiar as site-based personnel in regard to kinds of space available in the various schools and necessary conditions for cleaning and maintenance, and users of space may not understand the necessity for dealing with a separate unit after visiting the school to view space. In addition, it would be difficult to determine whether any cost-benefits can be derived from contracting out, since the school system does not track expenses in a manner to allow identification of all the costs associated with the community use of schools program.

Only a few of those interviewed expressed an interest in this management concept. It was suggested by some that scheduling of school facilities could be easily assumed by an outside entity because the requirements are similar to airline scheduling applications. However, a majority of those interviewed believed that contracting would not be particularly efficient because of the need for extensive coordination with the schools. Thus workloads could actually increase at the school level.

### **4. Transfer functions performed by CUEFS staff to MCPS**

Under this model presented by the Superintendent, MCPS would become responsible for all scheduling activities through transfer of CUEFS personnel to the central offices of the school system. There would be no changes made to existing processes, except that management of the community use of schools program performed by CUEFS would be housed entirely within MCPS. No changes were suggested for the composition or duties of ICB, and the Board would continue as currently constructed.

A major advantage of this model would be that CUEFS staff would no longer be viewed as "outsiders", possibly resulting in better communication and cooperation between school-based personnel and CUEFS. As a centralized unit, efforts toward concentration of weekend community use could be continued and additional cost saving opportunities may be identified through improved communication between school sites and CUEFS. Opportunities may also be identified for decreasing the size of CUEFS staff, since existing managers in MCPS could assume the function of managing CUEFS employees.

The major disadvantage of this model is the potential for dilution of mission. The MCPS mission is education of K-12 students. As part of that mission, the school system operates many programs, and community use of the school facilities would be one of the many programs. Although CUEFS would be expected to carry out ICB policies and directives, the mission could conflict with MCPS needs and desires relating to its K-12 mission. For instance, when school-based staff are inconvenienced by community use, they tend to suggest limiting use, rather than accommodating community users. Also under this model, centralized personnel cannot be as familiar as site-based personnel in regard to kinds of space available in the various schools and necessary conditions for cleaning and maintenance.

BOE expressed interest in this administrative structure for management of the community use of schools program as an alternative to the current arrangement. Of those interviewed who are associated with or employed by the school system, the majority supported transferring CUEFS functions to MCPS. Of those interviewed, who are outside the school system, a relatively small number expressed support for the concept, whereas the majority were opposed to such an arrangement.

Within the school system, there were differing opinions on how CUEFS functions should be carried out if transferred to MCPS. Some supported fully school-based management and others supported centralized management; there was no clear majority. Under the site-based management concept, all CUEFS functions would be transferred to MCPS and be completely decentralized. All decisions and handling of details for community use of school facilities would be carried out at the individual schools, and revenues derived from community use would be retained by the individual schools.

Under the centralized management concept, all CUEFS functions and personnel would be transferred to the school system and be located as a unit within MCPS central administration. All decisions and handling of details for community use of school facilities would be carried out as currently performed.

Many of the school-based personnel interviewed by OLO supported site-based management, and suggested that principals should have more control over the kinds and hours of use of the facilities. Many suggested there should be more concentration of use in some schools to relieve other schools of the inconveniences of community use. Some suggested curtailing or limiting community use to spare the facilities and allow for better maintenance.

MCPS personnel generally believed there is too much coordination required between CUEFS, MCPS, and the users of space because duties are split between school staff and CUEFS. Many expressed the belief that the school system is not fully reimbursed for the costs or staff efforts relating to community use and felt revenues from fees should flow back to the individual schools.

Of the many community users of school facilities, recreation department staff, and others outside the school system who were interviewed by OLO, the majority strongly felt that CUEFS should remain independent of the school system. Some of those interviewed had pre-ICB experience, but many did not. The critical factors cited were that attitudes of school-based personnel are not consistently in accord with the Council's philosophy for operation of the community use of schools program; and the community focus and objectivity of CUEFS could very well be severely diluted if placed within the school system because MCPS and BOE emphasis relates to K-12 education priorities, which directly serve a very limited population of the community. Some expressed concern that community access would eventually become more limited because principals and other school personnel could exert more pressure on a unit that is housed within the school system. Others commented that many in the school system appear interested in acquiring the revenues generated from community use to augment their budgets, which is not the purpose of the enterprise fund. Those supporting CUEFS remaining independent of the school system pointed out that MCPS and BOE are well represented on the ICB (with three voting members and one ex-officio member) and can bring issues before the Board for objective consideration, and the inherent objectivity of an independent CUEFS is crucial to balancing ICB directives with school needs.

## **VII. PUBLIC FACILITIES AVAILABLE FOR COMMUNITY GROUP USE**

During Council consideration of the OLO work program, and specifically the study of ICB/CUEFS, OLO was instructed to examine scheduling of public space by other County agencies and consider the feasibility of centralized scheduling for community use of all public facilities. OLO made inquiries of the various County agencies and Council staff to determine what space is routinely made available for public use, the processes by which community groups may gain access to the space, the fee structures in place, and staff resources devoted to scheduling and tracking public use. This chapter of the report contains summaries of the scheduling processes for each County agency that schedules space (excluding the Housing Opportunities Commission and Revenue Authority, which do not currently have space available for public use).

In addition to the facilities discussed in this chapter, there are many departmental conference and meeting rooms located in various governmental facilities. These rooms are used extensively by the owner-departments and often made available to other departments and agencies, but are not generally available for community use.

### **A. Montgomery County General Government**

The Executive and Legislative Branches of County Government have space available in many buildings for public use, and various staff are responsible for scheduling and coordinating use of the spaces. Generally,

County Government agencies have priority use, but much of the space is also made available for free use by boards, committees, commissions, and non-profit organizations at locations sited throughout the County. Fees charged other groups for use of space help to offset the costs of making such space available for community use. Scheduling the use of space is accomplished by staff of the Council, the various Government Services Centers, and the Departments of Facilities and Services, Public Libraries, and Recreation.

## **1. County Council**

There are two hearing rooms and several conference rooms on the third, fifth, sixth, and seventh floors of the Council's office building (located in Rockville) which are made available for public use. The spaces are generally available 7:00 a.m. through 10:00 p.m. seven days per week. Boards, committees, commissions, County Government staff, and non-profit groups use the rooms for meetings, conferences, and training sessions. No private social events or parties are permitted. Staff from the Council and other government agencies, offices, and departments have priority and heavily use the facilities. No fees are charged for use of the rooms.

Scheduling for use of Council conference and hearing rooms is handled by designated Council staff based on the floor where the space is located. Scheduling for both hearing rooms and the conference rooms on the third, fifth, and seventh floors is managed by two Council support staff located on the fifth floor. Reservations are taken in person or by telephone, and are tracked on a master calendar.

Reservations are made on a first come first serve basis with the understanding that cancellations may occur should the Council or staff develop a need for the space. Managing reservations for the facilities is performed manually by entry to a master calendar for each conference or hearing room. Staff estimates that .25 workyear is devoted to scheduling activities and coordinating the use of space.

Scheduling of space for sixth floor conference rooms is handled by the sixth floor receptionists. Reservations may be made in person or by telephone. As with other Council space, priority is given to Council members and staff, and outside groups are informed they may be removed from the schedule at any time should the Council or staff need the space. Managing reservations for the areas is performed manually by entry to a master calendar for each conference room. Staff estimates approximately 0.1 workyear is devoted to scheduling activities and coordinating use of sixth floor rooms.

## **2. Facilities and Services**

The Department of Facilities and Services, Office of Real Estate Management, is responsible for scheduling the auditoria, conference rooms, and cafeteria spaces located in both the Council and Executive office buildings, as well as the conference rooms in the Red Brick Courthouse (all three buildings are in Rockville). These facilities may be used for meetings, seminars, training sessions, or conferences. County Government agencies have daytime priority, and use of the spaces for social events and private parties

is prohibited. Cafeteria spaces in either building are available for use on weekends and during weekday evenings after normal operating hours. Rooms in the Red Brick Courthouse are available for public use on weekday evenings. Outside groups are charged from \$5.00 to \$15.00 per hour for use of the various spaces managed by the Real Estate Management Office.

Reservations for use of the facilities are accepted on a first come first serve basis, and can be made tentatively either in person or by telephone. Each reservation must then be confirmed in writing by submitting a completed building use form or sending a memorandum to the Office of Real Estate Management, including a check for any fees charged. Reservations are accepted at six month intervals: beginning January 1, reservations are accepted for the following July through December time period; beginning July 1, reservations are accepted for the following January through June time period. Additional rentals will be accepted any time based on remaining availability.

Managing reservations for the facilities is performed manually by entry to a weekly calendar kept for each space. For tracking purposes, information can be obtained from the weekly schedules for each space and the reservation forms. Staff estimates the amount of time devoted to scheduling and coordinating use of the facilities is approximately 0.3 workyear.

### **3. Department of Public Libraries**

There are 15 branch libraries which contain conference rooms that are made available for government public meetings and use by non-profit groups. Since Kensington library is under renovation, there are currently 22 conference rooms available for public use. The conference rooms are generally available during regular library hours. County Government agencies are given scheduling priority. Because of heavy demand for library space, community groups are limited to twice-monthly use of a facility. Nongovernmental groups are charged a non-refundable annual registration fee of \$25.

Space in library facilities may be reserved in one of two ways: during an annual booking season or any other time during the year, based on remaining availability. Each Spring, community groups on the library mailing list are sent notices of the annual booking procedure. Reservation requests are due by July 1st, after which the general public may reserve space for group activities. The annual booking procedure is handled by the central administrative offices of the Library Department.

Space may also be reserved after the annual booking period by contacting the central offices or through branch library referrals. Once the registration fee has been paid, reservations may be made by telephone, mail, or in person.

Management of reservations is a manual process. At the close of the annual booking period, a master calendar is prepared by the central office staff, and copies are sent to each branch library. Branch library staff are responsible for updating individual calendars for reservations or cancellations. The central office notifies each branch in writing of any changes and branch library staff write in the changes on their master

calendars. Community groups are expected to notify the central offices of any activity cancellations. The Department maintains lists to ensure smooth operation and adequate tracking: a registration list of paid groups and contact persons and a mailing list of all groups that have either registered or expressed an interest in using library space.

Library staff estimate approximately 0.4 workyear of central staff's time is expended on activities relating to scheduling and coordinating use of the facilities. This figure does not take into account any time spent by personnel at the various branch libraries to maintain the individual calendars, check groups in, check rooms after use, and deal with questions.

#### **4. Government Services Centers**

There are two to four conference rooms available for public use in each the County's Government Services Centers, which are located in Bethesda, Wheaton, Silver Spring, and Germantown. Use is currently restricted to County Government agencies and non-profit groups for meetings, training sessions, seminars, and conferences. No fees are charged for use of the facilities. Each of the services centers is responsible for managing use of its conference rooms, and manages the task somewhat differently.

**Up-County Government Services Center (Germantown).** Four conference rooms are available in the Up-County center for use during weekday, evening, and weekend hours. The facilities are heavily used because of the limited availability of public meeting space in the region. The majority of groups using the conference rooms are up-county organizations.

Due to heavy use of this government center (approximately 120 groups in FY92), use of the conference rooms by a single community group is restricted to two times per month. A conference room may be reserved by submitting a space request application form to the central office of the government center. If the requested space is available, the room is reserved and confirmation is provided to the requesting organization by copy of the approved application form.

Managing the use of space is assigned to a particular staff person in the main office of the government center. However, reservations can be accepted by any other staff in the absence of the assigned staff person. Reservations are managed manually and tracked from information provided on group reservation forms. Government center staff estimate that approximately .25 workyear is expended on tasks related to reserving and coordinating the use of conference rooms at the facility.

**Bethesda-Chevy Chase Government Services Center.** Two conference rooms are available in the B-CC center for use during weekday, evening, and weekend hours. The majority of organizations using the facility originate from the Bethesda-Chevy Chase area. If an organization wishes to use the facility during non-business hours, the user must make special arrangements with government center staff to obtain a key to the building.

The process for reserving space at this location is informal. A single staff person is responsible for scheduling or managing the use of conference rooms, but no forms or written confirmations are required or provided. In the absence of the assigned staff person, a group may contact any staff at the government center office by phone or in person to reserve a conference room if available. Confirmation is given orally either at the time of the request or by telephone sometime shortly after the request.

Reservations are managed manually by entry to a master calendar. Staff do not perform any official tracking of the types of groups that use the facilities or the number of hours occupied by outside groups. Government center staff estimate approximately .15 workyear is expended on tasks related to reserving and coordinating use of conference rooms.

**Mid-County Government Services Center (Wheaton).** Four conference rooms are available in the Wheaton center for use during weekdays, evenings, and Saturday mornings. The majority of organizations using the facilities originate from the Wheaton/Olney area, and use is mainly comprised of non-profit groups.

Each year, the majority of scheduling is performed during the month of December for reserving space in the following calendar year. An organization wishing to use a conference room must submit a completed application form, and a volunteer staff person at the center reserves the space and provides the group with written confirmation. After the December scheduling period, groups may still reserve a conference room, based on availability. An application form is required for extended use only, and any government center office staff can accept the reservation.

Reserving and tracking use of the conference rooms is managed manually using a calendar system. Use of the conference rooms is entered to the calendar from information provided on the reservation forms. Government center staff estimate 0.3 workyear is expended on scheduling and coordinating use of the conference rooms.

**Silver Spring Government Services Center.** Two conference rooms and three meeting rooms are available in the Silver Spring center for use during weekday, evening, and weekend hours. Government center staff estimate that 70 percent of the groups that use the facilities are from the immediate Silver Spring area.

County Government agencies interested in reserving space need only contact the government center by telephone. However, all other groups must submit a space application form. Scheduling and tracking of reservations is performed manually by entering data to a master calendar from information submitted on facility use request forms. Government center staff estimate that 0.2 workyear is expended on scheduling and coordinating use of the conference rooms.

## **5. Department of Recreation**

The Department of Recreation manages a number of facilities sited throughout the County, and space at any of the facilities may be used by community groups. Recreation is the major user of all its facilities, but spaces are available for use at community centers, senior centers, and indoor and outdoor swimming facilities. Meeting rooms and social halls at community and senior centers are generally used by outside groups for conferences, public forums, and private events. In addition, gymnasiums in community centers are used for athletic rentals and competitions. The fees charged for use of space ranges from \$15.00 to \$85.00 per hour based on the kind of space used and the nature of the group using the space.

Although there are central policies in place on use of Recreation facilities, scheduling of space is handled independently at each site. At most sites, groups wishing to use Recreation facilities must submit a reservation application form accompanied by a check for at least half the necessary fees. Reservations are usually tracked manually at each site by entries to a calendar indicating the group using a particular space and the time allotted.

Although Recreation Department staff noted it is difficult to quantify workyears related to scheduling and tracking use of its facilities because of the decentralized process, the Department estimates approximately 4.9 workyears is expended on scheduling and coordinating use of the facilities.

## **6. Community Use of Educational Facilities and Services (CUEFS)**

CUEFS coordinates use of the numerous schools and other MCPS facilities sited throughout the County, and space at the facilities may be used by community groups. Facilities are available for community use 7:30 a.m. to 11:00 p.m. weekdays and until midnight on weekends and holidays; all community use is contingent on MCPS needs. Recreation departments are the major users of MCPS facilities. The fees charged for use of space ranges from \$3.00 to \$90.00 per hour based on the kind of space used and the nature of the group using the space.

Groups interested in using school facilities during the week may reserve space by contacting the school office where the space is located. Groups interested in using school facilities on weekends, holidays, for daycare programs, or cultural schools may reserve space by contacting CUEFS directly. All groups must submit a space application form along with a check for any applicable fees. Space application forms and fees accepted by school staff are forwarded to CUEFS for central processing.

Scheduling and tracking of reservations is performed at two levels. School-based staff generally keep calendars detailing reserved spaces and times, either manually or through a computerized calendar application, and CUEFS staff enter reservation information into a computer data base for centralized management and tracking.

CUEFS staff estimate 2.2 workyears are directly related to scheduling tasks. Another 2.6 workyears are expended in the schools by paid schedulers. Workyears expended by school staff have not been estimated.



## **B. Maryland-National Park and Planning Commission**

The Maryland-National Park and Planning Commission (M-NCPPC) manages a number of facilities sited throughout Montgomery County, and space at most of the facilities may be used by community groups. The M-NCPPC Parks Department and the County's Recreation Department are major users of many of the facilities. Facilities available for community use are managed under two separate funds: Park Fund facilities and Enterprise Fund facilities. Park Fund facilities include group picnic areas, recreation centers, primitive camp grounds, ballfields, and gymnasiums. Enterprise fund facilities include conference centers, indoor tennis courts, ice rinks, and golf courses. Fees for use of M-NCPPC facilities are charged by the hour, the day, per game, or per site and range from \$9.00 per hour to \$1,025 per day.

Reservations for recreation center rooms, gymnasiums, and camp sites are accepted year-round and can be made by telephone, mail request, or in person at the M-NCPPC offices in Silver Spring. Reservations for weekend and holiday use are accepted up to 60 days in advance. Weekday reservations are accepted no more than 90 calendar days in advance. Use is controlled through a system whereby a permit is issued to entitle a group exclusive use of a site or facility for a specified time period. Reservations for these Park Fund facilities are managed through use of an automated system, from which reports detailing use may be printed.

The process for reserving space at Enterprise Fund facilities is different for each facility. Groups must contact the Armory Place to make a reservation to use any of the conference centers. Reservations for the indoor tennis courts are handled by an annual lottery to award season reservations. Spot time reservations are administered on a first come first serve basis at each facility.

Reservations for ice skating rinks are handled by the managers of the individual rinks. Reservations for use are currently managed manually. However, M-NCPPC is in the process of selecting a reservation system to schedule and track use of Enterprise Fund facilities.

M-NCPPC staff estimate approximately 4.0 workyears are expended on scheduling and coordinating the use of Park Fund facilities and 1.5 workyears relating to use of Enterprise Fund facilities.

## **C. Washington Suburban Sanitary Commission**

The Washington Suburban Sanitary Commission (WSSC) has two hearing rooms and a number of small conference rooms available for public use. The rooms may be used by government agencies, civic organizations, clubs, community groups, and other organizations. Use of the facilities by outside groups is limited to non-business hours. Fees for use of space are set at \$150.00 per event plus \$6.00 per hour to cover costs associated with use of the space. WSSC space is used very little by community groups.

Requests for use of WSSC facilities are to be made in writing to the Corporate Secretary and must be approved by the appropriate WSSC official having supervision over the space to be used. Scheduling of space at WSSC facilities is performed manually by entry in a calendar book.

WSSC staff were not able to estimate workyears associated with scheduling activities for use of its space because outside use is so minimal as to be non-existent. The facilities were not used by outside groups in FY92.

#### **D. Montgomery College**

Montgomery College has space available at each of three campuses (Rockville, Takoma Park, and Germantown) for use by government agencies or non-profit groups for community purposes. Availability of space varies based on the needs of the College to accommodate classes and student activities. General hours available for use are seven days a week from 8:00 a.m. to 10:00 p.m. Fees for use of College facilities range from \$18.00 per event to \$165.00 per hour.

Scheduling of space at College facilities is handled separately for each campus by staff of the respective Campus Director of Plant Operations. Requests for use of space can be made by submitting a completed application and the appropriate fees to the campus where the space is located.

Use of space is currently tracked manually by entry to scheduling books. One book is used for managing reservations for academic uses and a second book for other uses. The College is in the process of designing an automated system for scheduling and tracking use of its facilities. Full implementation is expected within a year. College staff estimate that approximately 1.45 workyears are expended on activities related to scheduling and coordinating use of the facilities.

More detailed information on the kinds of facilities available for public use and fees charged by the various agencies is depicted in the following table.

Table 4

## Space at Public Facilities Available for Community Group Use

AGENCY AND DEPARTMENT RESPONSIBLE	NUMBER OF ROOMS/SITES AVAILABLE	MAX NUMBER OF PERSONS ACCOMMODATED	CURRENT FEE	REMARKS
<b><u>County Government</u></b>				
<b><u>County Council</u></b>	2 hearing rooms 2 conference rms - 5th 3 conference rms - 6th 1 conference rm - 3rd 1 conference rm - 7th	50 and 330 8 and 32 10, 12 and 35 60 15	None None None None None	Generally used by boards, committees, commissions; no private social events or parties; Council and government staff have priority use.
<b><u>Facilities and Services</u></b>	EOB cafeteria 2 EOB auditoriums COB cafeteria COB auditorium COB conf rm - cafeteria 5 conf rm - Red Courthouse	300 25-100 175 100 25 8-99	\$15 per hour \$10 per hour \$15 per hour \$10 per hour \$10 per hour \$5-\$10 per hour	Used for meetings, seminars, training sessions, or conferences; no social events or private parties.
<b><u>Public Libraries</u></b>	22 conference rooms at 14 branch libraries	15-200 (Avg 75)	\$25 registration fee not refundable	Use restricted to government for public meetings and non-profit organizations.
<b><u>Government Service Centers</u></b>				
Bethesda-Chevy Chase	2 conference rooms	25-40	None	Restricted to government agencies and non-profit groups.
Mid-County (Wheaton)	4 conference rooms	4-100	None	Restricted to government agencies and non-profit groups.
Up County (Germantown)	4 conference rooms	20-100	None	Restricted to government agencies and non-profit groups.
Silver Spring	5 conference/meeting rooms	50	None	Does not rent to commercial groups.
<b><u>Recreation</u></b>				
Community Centers	40 mtg rms at 17 locations	12-65 (Avg 36)	\$15-\$85 per hour	Government or citizen meetings, public forums, conferences, private events. Athletic rentals and competitions.
	14 social halls	180-300 (Avg 180)	\$15-\$85 per hour	
	13 gymnasiums	25-50	\$30-\$60 per hour	
Senior Centers	15 mtg rms - 3 locations	20-100 (Avg 40)	\$15-\$85 per hour	Government or citizen meetings, public forums, conferences, private events.
	1 social hall	400	\$15-\$85 per hour	
(NOTE: Damascus and Holiday Park Center social halls are heavily used for programs and do not currently accommodate rentals.)				
Indoor Swim Centers	Full pools or areas of pools, i.e. diving wells, lap lanes, or the slide - 3 locations	20-125	\$20-\$90 per hour	Multi-purpose, meeting, and weight rooms are generally rented in conjunction with rental of main or teach pool space.
	1 multi-purpose room	60	\$20-\$60 per hour	
	1 meeting room	50	\$15-\$25 per hour	
	2 weight rooms	10-12	\$20-\$35 per hour	
Outdoor Pools	Various size pools, one with diving well - 6 locations	20-125	\$20-\$80 per hour	
<b><u>Interagency Coordinating Board (MCPS Facilities)</u></b>				
Availability varies based on school system needs to accommodate classes and student activities.	21 auditoriums	600-1200	\$90 per hour	3 hr minimum when only group in facility.
	21 dressing rooms	10-12	\$27 per hour	
	122 all-purpose rooms	200	\$16-\$37 per hour	
	21 high school cafeterias	450	\$32-\$37 per hour	
	25 intermediate cafeterias	400	\$21-\$37 per hour	
	176 kitchens	10	\$27 per hour	
	1875 classrooms (approx)	10-25	\$16-\$27 per hour	
Availability varies based on school system needs to accommodate classes and student activities.	176 media centers	40	\$16-\$27 per hour	Generally secondary classrooms rented. Occasional rentals.
	82 elementary gyms	30	\$32-\$48 per hour	
	64 secondary gyms	50	\$53-\$90 per hour	
	92 auxiliary gyms	25	\$21-\$37 per hour	
	2 indoor swimming pools	90-125	\$53 per hour	
	350 ballfields (approx)	30-50	\$53 per hour	
	226 outdoor tennis courts	4 per court	\$11 per hour	
Max of 50% rented at one time per site.				
(NOTE: Rates shown for MCPS space represent fees charged commercial groups. Government and recreation agencies, PTAs, and non-profit community users pay \$3.00-\$6.50 per hour for weekday use and \$9.50-\$23.00 per hour for weekend use. Fees closer to commercial rates are charged when non-profit groups schedule fundraising activities in auditoriums on weekends.				

Table 4 (continued)

## Space at Public Facilities Available for Community Group Use

AGENCY AND DEPARTMENT RESPONSIBLE	NUMBER OF ROOMS/SITES AVAILABLE	MAX NUMBER OF PERSONS ACCOMMODATED	CURRENT FEE	REMARKS
<b><u>Park and Planning Commission</u></b>				
<b><u>Park Fund Facilities</u></b>				
Group Picnic Areas	3 picnic areas	Up to 175	\$250 per day	Free for civic and chartered youth groups. Mostly used by scout and youth groups.
Recreation Centers	40 centers	38-180	\$7-\$28 per hour	
Primitive Camp Sites	28 camp sites at 3 locations	10 per camp site	\$7 per day	
Improved Camp Sites	91 camp sites	6 per camp site	\$10-\$14 per day	
Ballfields	34 regional park ballfields	Varies	\$21 per game	Baseball, softball, soccer, football, lacrosse Fees recently approved effective for spring.
	202 local park ballfields	Varies	\$5 per game or \$10 for 1-5 games	
Tennis Courts	286 outdoor courts	4 per court	None	Availability on first come, first served basis. Use is for basketball and volleyball only.
Gymnasiums	3 gymnasiums	100	\$15 per hour	
<b><u>Enterprise Fund Facilities</u></b>				
Conference Centers	5 rms-Woodlawn Mansion	40-50	\$75-\$1,025 per day	Conferences and meetings \$45 per hour.
	8 rms-Armory Place	25-600	\$65-\$1,025 per day	
	4 rms-Rockwood Manor	80	\$55-\$1,225 per day	
	1 rm-Seneca Lodge	100	\$427-\$775 per day	
Tennis Courts	12 indoor courts	4 per court	\$9-\$23 per hour	Seasonal and spot use available.
Skating Rinks	2 indoor ice rinks	500	\$100-\$150 per hour	
<b><u>Housing Opportunities Commission</u></b>				
HOC does not make space available to the general public. However, HOC resident groups can use HOC space at no charge for meetings related to local resident issues.				
<b><u>Washington Suburban Sanitary Commission</u></b>				
Laurel	1 confrence/1 hearing room	40-90	\$150 per event plus \$6 per hour	Per hour charge covers security, energy, maintenance costs, and depreciation.
	25 small conference rooms	25		
Hyattsville	1 hearing room	15-20	Currently no fees	WSSC to consider establishing fees.
<b><u>Revenue Authority</u></b>				
The Revenue Authority does not have any space which is available for public use.				
<b><u>Montgomery College</u></b>				
Availability varies based on needs of the College to accommodate classes and student activities.	Fine Arts Theater	500	\$465/\$40 per hour	3-hour minimum rental.
	Black Box Theater	90	\$100/\$50 per hour	
	Music Recital Hall	144	\$100/\$55 per hour	4-hour minimum rental.
	Performing Arts Center	500	\$300/\$75 per hour	
	Commons Building Studio	45	\$100/\$55 per hour	3-hour minimum rental. 3-hour minimum rental.
	3 dance studios	75	\$45 per hour	
	9 lecture halls	75	\$100/\$50 per hour	
	1 cafeteria (Rockville)	350	\$390/\$60 per hour	
Availability varies based on needs of the College to accommodate classes and student activities.	2 cafeterias (other campus)	250-350	\$300/\$50 per hour	3-hour minimum rental.
	3 gymnasiums	100	\$60 per hour	
	3 swimming pools	100	\$65/\$37 per hour	3-hour minimum rental.
	4 lounges	30	\$100/\$50 per hour	
	216 classrooms	30	\$20 per hour	
	6 conference rooms	5	\$45/\$20 per hour	
	2 baseball/softball fields	50	\$18 per event	
	1 soccer field	50	\$36 per event	

## General Notes:

Many of the facilities, such as swimming pools, skating rinks, and weight rooms, are primarily open to the public for individual use, but may also be rented on occasion by community groups. Rates shown in the chart reflect charges for group use of the various facilities. In addition to the rates shown, groups may be charged for special staffing required to operate or supervise use of equipment, to monitor or provide additional security, extra clean up time, heat or air conditioning, or other special services.

## VIII. FINDINGS/RECOMMENDATIONS

OLO recommendations and associated findings are presented in this chapter. Aside from recommendations on the organizational structure for management of the community use of schools program and the feasibility of centralized scheduling, recommendations are offered that relate to concerns offered by school staff and community groups.

### A. Organizational Placement and Scheduling Considerations

**Recommendation A1: The Council should continue the organizational structure which is currently in place for managing the community use of schools program.**

OLO does not believe significant financial or customer service benefits would be derived from changing the existing organizational structure for managing the community use of schools program. In 1979, the Council's major purpose for creating an independent ICB and housing CUEFS outside the school system was to ensure an objective and global approach to encouraging and coordinating community access to school facilities. OLO believes the current CUEFS singularity of mission, objectivity, and global view would be diluted over time if the unit were placed within MCPS, and service to the community would eventually decline.

Centralizing all scheduling functions in CUEFS, MCPS, or with a contractor was not viewed favorably from the school system's perspective. Either additional coordination activities would be required, adding to the workload of school-based staff, or school administrators would have less flexibility in using their own spaces. Most of those interviewed by OLO believed the community would not be as well served under a fully centralized system. In addition, the individual schools would still need to perform separate functions, such as maintaining master calendars and scheduling building services staff.

Whether financial benefits could be derived from privatizing or contracting all MCPS and CUEFS functions could not be assessed, since the costs of the community use of schools program have not been fully identified. An entirely school-based operation would add significantly to the workloads of school staff, would not be conducive to maximizing building services staff time by concentrating use, and could eventually result in uneven application of policies and procedures affecting community access to school facilities.

Although it has been suggested from time to time that one or two CUEFS positions might be eliminated if the unit were absorbed into an existing management structure within MCPS, there is no clear evidence staff reductions could be accomplished. Some MCPS administrators have suggested a reasonable approach would be to initially transfer the CUEFS unit intact, with assessment of unit staffing after a six to twelve month period. Hidden costs associated with transfer of CUEFS staff into the MCPS personnel system could significantly offset potential savings from personnel reductions. At least three CUEFS employees could choose administrative retirement instead of transferring to MCPS; since all would be MCPS employees, CUEFS would be

precluded from contracting with school-based personnel to provide scheduling services in the schools and higher rates would have to be paid for the services; and, unless the After-school Enrichment and Latchkey programs were transferred to another Executive department, CUEFS would be precluded from contracting with teachers to operate the programs and higher rates would have to be paid for these services.

**Recommendation A2: To the extent possible, ICB responsibilities should be expanded to include establishing or recommending uniform policies, guidelines, and fees for community use of all government facilities.**

Currently, a number of agencies and departments are responsible for providing access to various government facilities, and somewhat independently determine the fees to be charged. As a result, different fees may be charged for use of like space in government facilities. Centralized responsibility for setting policies and guidelines for use of government space would ensure more uniformity of application in providing service to the public.

ICB Advisory Committee resources could be used to perform in-depth surveys of the various departments and agencies that have space available for public use. Information gathered should include policies, guidelines, types of user groups, kinds of spaces available, usage patterns, and fee structures. After comparison and analysis of data, the Committee would develop recommendations for uniform policies, guidelines, and fee structures which could be implemented by the County departments and agencies.

**Recommendation A3: ICB computer capabilities should be upgraded to include capacity and applications for maintaining a centralized data base of public facilities available for community use.**

Centralized scheduling of all government facilities would be desirable as a means to provide a higher coordination of service to potential users of space. With centralization, a community group could make one contact to reserve space at any government facility. However, it would not appear to be particularly cost effective to provide centralized service, since many of the scheduling activities are currently decentralized to such an extent that staff at various locations have responsibility as only a small part of their workloads. Centralization of the scheduling function would require personnel to be added at the chosen central location to handle an increased workload; but it would not be possible to transfer or eliminate a like number of positions in the agencies and departments that now have responsibility.

A centralized data base containing information about all government facilities available for community use would provide improvement to service for potential users of government facilities and could be put into place whether scheduling activities are centralized or not. With one common data base, various departments and agencies would input or download data on the availability of their space, view availability data relating to other agencies' spaces, and direct potential users of space to the person responsible for scheduling the facilities.

To date, the Council has approved \$158,000 appropriations for CUEFS to acquire hardware and software upgrades for its scheduling system. When assessing automation needs, CUEFS and the Department of Information Systems and Telecommunications (DIST) should coordinate with MCPS and the various departments and agencies that schedule space to assess the feasibility of a centralized data base and ensure CUEFS acquires the hardware capacity and software compatibility necessary for communication with existing and future scheduling systems. A team approach should be used to identify the ideal then worked back to the most feasible within a reasonable cost. In addition, CUEFS and DIST should review and analyze the scheduling process with school personnel with a view toward streamlining the process, where possible.

#### **B. User Fees and MCPS Reimbursements**

**Recommendation B1: ICB should review current user fees and simplify rate structures in accordance with direction provided in the Council's adopted policy on user fees.**

The current user fee policies established by ICB are somewhat complicated and many community groups need assistance calculating the correct charges for the space rented. Although school staff often assist groups to determine proper fees, errors still occur. The fee schedules for use of school facilities should be simplified as much as possible so community groups can compute charges with minimal assistance.

On March 31, 1992, the Council adopted Resolution 12-595, User Fee Policy. The policy on user fees includes criteria for deciding whether a user fee should be charged and was prepared as a guide for all County agencies. The policy suggests that fees be set at one of four levels: 25 percent, 50 percent, 75 percent, or 100 percent of full cost.

Although ICB reviewed and considered the Council's user fee policy when setting fees, the fee schedules were not adjusted or simplified. The current fee schedules consist of four pages with various rates relating to time or day of use, further categorized by the kind of space within type of using group. If possible, the fee schedules should be simplified to show the full amount to be charged for use of a particular room accompanied by a master listing of groups that identify percentage discounts to be applied by that group to the full cost rate.

**Recommendation B2: ICB should review the policies relating to fees, users of space, and indirect cost payments to address concerns raised by school personnel and community users during the OLO study.**

Other issues relating to fees and school reimbursements which were raised by those interviewed by OLO include beliefs and concerns that: (1) many non-County groups are using the County's school facilities because ICB rates are much lower than those set in their own jurisdictions; (2) commercial fees are currently set too low, so as to compete with the private sector; (3) the schools should be required to serve only local neighborhood groups or these groups should have scheduling preference; and (4) the school system has indirect costs associated with supporting the community use of schools program, which are not reimbursed by the ICB enterprise fund.

Non-County groups are not precluded from using the County's school facilities, but are charged commercial rates. ICB guidelines state that two-thirds of a group's membership must be County-based to be eligible for using the school facilities at non-commercial rates. Many school-based personnel believe commercial fees are set too low in comparison to rates in nearby jurisdictions and encourage non-County use, and the two-thirds County-based membership rule has been violated on numerous occasions. Since all costs associated with community use of the school facilities are not reflected in many of the fees charged (especially for non-profit groups), ICB should consider adding a premium to the fee schedule to be charged known non-County groups and any groups discovered to be using the facilities at rates to which the groups are not entitled. Facility improvement and renovation costs funded in the MCPS capital improvement program are not fully recovered through the facility use fees under the theory that County residents generally benefit from making school facilities available for community use and public tax dollars already support the expenditures. County tax payers should not indirectly subsidize use of the school facilities by non-County groups, and a premium should be charged these groups to recover the tax supported costs not reflected in the existing ICB fee schedules.

ICB should also examine whether commercial fees (fees charged when the motive for using the facilities is for-profit) are considerably lower than the private sector is charging for similar spaces. An examination of the kinds of activities conducted in the schools by for-profit users should provide insight into the extent of school use by these groups and whether for-profit groups are using school facilities when commercial space may be available. ICB must take into consideration the many for-profit uses of school facilities and set policy so as not to discourage non-profit groups from holding occasional fund-raising activities. However, recognizing that government need not directly compete when private enterprise is providing adequate service, ICB should address the concerns expressed by the school system that ICB commercial fees are much lower than market and attracting for-profit groups that would otherwise be renting commercial facilities.

It may not always be possible for a school to serve its neighborhood groups because of limitations associated with the various school facilities. This is especially true for elementary schools because: classrooms cannot easily accommodate adults; some elementary schools have gymnasiums, but some do not; some have ample parking, but others do not; and some have larger all-purpose rooms than others. However, ICB should address this issue and consider whether it is feasible to give local neighborhood groups preference status when scheduling school facilities.

The ICB enterprise fund is assessed an indirect charge for services provided by staff of Executive Branch departments, such as personnel, finance, budget, legal, and other support services. However, the school system is not currently reimbursed for any indirect services it provides to the community use of schools program. The most obvious indirect support services provided by the school system are personnel services for hiring, training, and coordinating building services staff for community use of schools coverage. Other staff time expended by various MCPS staff to provide for community use includes arranging for special equipment, scheduling heat or air conditioning, and staying late to put away classwork or arriving early to set up classwork. MCPS also provides free work space for the community school coordinators.



ICB should consider an indirect cost payment to MCPS in recognition of the indirect services provided by the school system to support the community use of schools program. Because the exact dollar value of the many indirect services provided by a governmental unit cannot be accurately determined with reasonable effort, a formula has been adopted where a percentage is applied to personnel costs. In conformance with this formula, the indirect cost payment to the General Fund is calculated on CUEFS personnel costs.

Included in these personnel costs are the school coordinators, who work out of the schools and use more indirect services of the school system than County Government. At a minimum, the indirect costs associated with these positions could be shared with MCPS, with the larger share going to the school system. ICB should review the indirect services provided by the Executive Branch and MCPS and recommend indirect cost formulas to be considered in the FY94 budget which recognize the indirect service contributions of each governmental unit.

**Recommendation B3: ICB should amend the current method of awarding funds to individual schools for wear and tear on plant and equipment, so as to make funds available to all schools supporting community use.**

All schools providing community use of their facilities experience additional wear and tear on the plant and equipment. In recognition of this fact, ICB provides funds to individual schools experiencing 2,000 or more hours of paid inside use. However, those schools that support less than 2,000 hours of paid use are not currently awarded maintenance funds. As a matter of equity, and to encourage higher acceptance of community use of school facilities, all schools supporting such use should be awarded funds that can be used for maintenance and equipment purchases.

**Recommendation B4: For those elementary schools that do not have paid scheduler assistance, ICB should consider providing assistance in other ways.**

Many principal secretaries in the County's elementary schools experience some difficulty dealing with the additional workload imposed by the twice-yearly peak scheduling periods. Of the principal school secretaries interviewed by OLO during the course of this study, all agreed that providing temporary assistance during peak scheduling periods would significantly ease the workloads in some elementary schools, but would probably not be needed in others.

Currently, a school may request scheduler assistance when community use reaches 3,000 paid hours of use; unpaid hours are not considered in the formula. ICB should examine usage patterns and determine the feasibility of providing temporary assistance in those elementary schools that experience community use that is higher than the norm, but less than the required hours to qualify for paid scheduler assistance. When assessing the need for temporary assistance in the schools, all hours of use should be considered.

For those elementary schools that accommodate very little community use, responsibility for scheduling could be transferred to CUEFS. It should be a simple matter for CUEFS to schedule community use and coordinate with school-based staff to provide for building services coverage and ensure community use does not conflict with scheduled school activities. CUEFS staff should be able to absorb the additional workload; and transfer of this responsibility would somewhat reduce the workload of principal secretaries.

### **C. Building Services and Security**

**Recommendation C1: ICB should work with administrators and building services staff of each school to identify and arrange for the best method of providing building services staff coverage during MCPS or community use activities.**

While not a direct subject of the OLO study, the cost and adequacy of building services staff coverage has been of long-standing concern to the Council. This issue directly affects availability of school facilities for community use and fees charged for such use. The most acceptable and economical method of providing building services staff coverage during community use of school facilities on weekends and holidays has been debated by ICB, MCPS, and the Council for many years. Provision of these services has evolved from overtime pay to Building Service Workers (BSWs) for all weekend and holiday coverage, to agreed upon flat rates paid by ICB (augmented by overtime in emergency situations), to use of a pool of part-time BSWs to be rotated among the schools as needed, to the present system. (See ATTACHMENT E for a history of weekend building services issues).

Under the present system, the part-time BSW positions are assigned to specific schools to provide coverage four hours Friday evening and eight hours each Saturday and Sunday for a total of 20 hours of coverage whether community use is scheduled during these times or not. Community use beyond the eight hours of coverage provided on a Saturday or Sunday is accommodated on an overtime basis. As MCPS employees, all BSW coverage is paid by the school system for actual hours worked at applicable regular or overtime rates.

However, the current ICB agreement with the school system requires ICB to reimburse MCPS at a flat rate only for the hours of scheduled community use. If the school system has not assigned the BSW staff at the most cost effective and efficient rates, MCPS suffers losses for any differences in coverage provided versus that needed by ICB and any differences between the flat rate reimbursed by ICB and the actual wage paid by MCPS.

ICB has no authority over MCPS personnel and must rely on the school system to schedule building services staff to cover community use of the facilities. CUEFS staff expect the school system to schedule in creative and cost effective ways to closely match community use; MCPS administrators cite provisions in union contracts as limiting their flexibility in scheduling. School personnel have expressed concern that because of a high turnover rate among the part-time BSW complement, staff cannot be as well trained as the regular workforce and many of the part-time workers are not as attentive in properly maintaining the facilities.

The OLO recommendation is based on the expectation that MCPS administrators and CUEFS managers will work cooperatively to achieve the most efficient and economical building services staff coverage for either MCPS or community use of school facilities during non-school hours. Providing building services staff at overtime rates should only be considered for emergency or short notice coverage, not for advance notice, regularly scheduled use (whether the use is by MCPS or the community). This recommendation could be piloted in one cluster and evaluated before implemented in all schools.

The ICB Advisory Committee should be assigned to identify various options which could be used to economically augment building services staff coverage either during school hours (to make more coverage available during non-school hours) or specifically during holidays and weekends. Options might include: a flexible work week for existing and future full-time and part-time positions, a part-time roving pool of trained personnel, part-time temporary or seasonal positions, cross training of BSWs between schools to broaden the pool of knowledgeable personnel available for after hours coverage, early morning maintenance assignments after MCPS or community use in lieu of late evening assignments, and ICB contracting with existing or retired BSWs. Viability of these options may be affected by collective bargaining agreements.

CUEFS should provide usage patterns for each school for analysis by the Committee and a cluster should be selected for piloting the program. The hours of coverage and any additional maintenance time needed by each school in the cluster should be added to the community use requirements to arrive at a single universe of coverage and maintenance time to be accommodated for each school. CUEFS should then work directly with relevant staff at each school in the cluster to determine the best mix of options that will provide the most effective and cost efficient building services to MCPS and ICB. This approach would serve to integrate BSW staff and encourage greater cooperation to provide MCPS and ICB coverage.

**Recommendation C2: For those instances when a single building services staff person provides coverage during either MCPS-sponsored or community use activities, staff should be equipped with cellular telephones to allow for quick access to emergency or security services.**

Security for school facilities during non-school hours is provided by alarm systems and roving security personnel that keep in contact with the MCPS central security office. The alarm systems are used for buildings or portions of buildings to alert security of unauthorized access. The roving security program is also generally geared toward detection and investigation of unauthorized access. For most MCPS and community use of the facilities during non-school hours, the building services staff are expected to assure basic security of the buildings.

Although the schools are equipped with two-way radios, the radios only support communication to one another, and cannot be used to communicate with the MCPS security office. Nor can emergency services be summoned by use of the radios. If needed, a telephone must be located to call for security or emergency services.

Light-weight cellular telephones (that could be easily carried around or hooked on a belt) would provide an enhancement to security capabilities at relatively low cost. Quality units may be obtained for less than \$300.00 each, and the units could be phased in over a three year period. While OLO expects the major use would be during holidays and weekends, MCPS needs should also be taken into account and the units should be shared with the school system. In return, MCPS should financially contribute to the acquisition plan.

#### **D. Attitudes, Perceptions, and Responsibilities**

**Recommendation D1: ICB and MCPS should expand their efforts to educate school staff and potential user groups regarding the community use of schools program and communicate the responsibilities of school-based staff and community users.**

There are many misconceptions among MCPS staff about the community use of schools program, what CUEFS does, the amount of money generated from community use and retained by ICB, and how to make it operate better. The ICB paid schedulers and those who had been community coordinators seemed to have the best understanding and acceptance of the community use of schools program. Many are able to differentiate between their responsibilities and those of CUEFS and properly refer questions or problems with community users to CUEFS when necessary.

Many persons interviewed by OLO during the course of this study told of an instance when things went wrong. Sometimes the school erred, sometimes CUEFS, and sometimes the group using school space. The problems generally occurred because of misunderstanding, failed communication, miscommunication, or cultural differences. Although the majority of cited problems related to the process itself, the most common solutions offered by school-based personnel were either to eliminate CUEFS and give more control to the school system or to restrict community use in some way. When asked how moving control back to the school system would have avoided the problem or would preclude a repeat, the most common response was that the principal could exercise more control over what groups are allowed use of the facilities and the hours that are made available. The unintended consequence would be to restrict or deny community access to the facilities.

There seemed to be little knowledge that the community use of schools program was put into place specifically to assure community access to school facilities, that the school system is expected to allow such access during non-school hours, and while interference with the basic mission of the schools to provide K-12 instruction is reason to deny access, inconvenience is not. Few were aware of the County and State laws requiring the schools be opened to community use. The school facilities were generally viewed as MCPS property rather than public assets paid for by County taxpayers who are also members of the community groups wishing to use the facilities.

Another misconception widely held by school-based managers and staff is that school personnel do all the work, but are not adequately rewarded. CUEFS/ICB (the terms were often used interchangeably) gets the credit with the community for granting access, takes the revenue generated from community use,

and does not adequately compensate the school system for the costs associated with the use. The money issue was especially troublesome since school budgets have been reduced in response to the overall downturn in the economy.

Sometimes community group expectations for services or use of school equipment and supplies have placed additional burdens on school staff. On occasion, groups have used school equipment or supplies as part of their activities, but have not made advance arrangements or payments. Some groups have demanded access to the school's main office during non-school hours to use the telephone or have expected school staff to relay numerous phone messages. There have also been instances where groups have inadvertently abused or mistreated school plant or equipment.

Although most community use does not adversely affect school staff or students, there are often inconveniences associated with after-hours use of the school buildings. Therefore, many MCPS employees view community use of school facilities as a nuisance imposed upon them by the ICB and enforced by CUEFS staff. Most school personnel interviewed by OLO referred to part-time building services staff (MCPS employees who cover weekend community activities) as ICB employees and community activities scheduled through CUEFS as either ICB activities or ICB-sponsored activities. Some even referred to the MCPS adult education program as an ICB activity.

There clearly needs to be more emphasis placed on educating school staff and community users to dispel myths and misconceptions and to clarify the responsibilities of each. CUEFS must work cooperatively with MCPS to best communicate and educate school staff, and MCPS must communicate to CUEFS any concerns or incidents that cause problems over community use. In addition, school staff and community groups should be apprised of the processes in place for resolving any grievances or conflicts.

**Recommendation D2: BOE should periodically reaffirm its commitment to providing access to school facilities for community use.**

Most BOE members and MCPS employees interviewed by OLO during this study expressed support for the work of the Interagency Coordinating Board and continuation of that body. When asked whether the MCPS priority to provide K-12 education competes with the ICB priority to ensure community access to school facilities, most agreed the priorities are different but should complement, rather than directly compete with one another.

A more global view of how community activities integrate with the educational mission of the schools is needed to encourage higher acceptance of community use and encourage greater cooperation and active support by the school system. Most MCPS educators agree the school system should be geared toward providing a well-rounded education. In response, MCPS has designed a curriculum to include exposing students to music and art appreciation, fitness and health, home economics and industrial arts, and other liberal arts subjects. In addition, MCPS supports and directly sponsors extra-curricular activities at the schools, such as student clubs and athletic and drama events. Many ICB-sponsored, recreation, or other community activities complement basic education, including: latchkey and after-school enrichment programs, cultural schools, and dancing, music, and ESOL classes.

Society has long recognized that K-12 education should not be limited only to children and young adults, and MCPS has responded with its adult education program. Many community programs complement adult education in the broadest sense, while other community activities provide leisure services. Community programming often provides County residents the opportunity to locally access needed or desirable services and activities.

In 1982, the MCPS Associate Superintendent for Supportive Services issued Administrative Regulation KGA-RA, Community Use of Public Schools, to publish the guidelines and procedures related to community use of school facilities. MCPS administrators should review and update this administrative regulation to reflect guidelines and procedures currently in effect, and distribute copies to the schools.

Although the Board of Education has on many occasions expressed its support for the community to use school facilities, OLO was not able to locate a formal policy statement on the subject. The BOE needs to formally express its support for community use of school facilities, preferably in the form of a mission statement or resolution which can be distributed to all school staff.

#### **E. General**

**Recommendation E1:** ICB should submit a written report annually to the County Executive, Council, and Board of Education on the status of implementing any recommendations from this report that are endorsed by the Council.

**Recommendation E2:** The two concepts of centralized scheduling of school facilities and of centralized scheduling of all government facilities should be revisited in approximately five years, provided the centralized data base has been successfully implemented and scheduling processes streamlined.

#### **IX. DEPARTMENT AND AGENCY COMMENTS**

On February 8, 1993, OLO circulated a draft of this report to members of the Interagency Coordinating Board for Community Use of Educational Facilities and Services (ICB/CUEFS) and the Board of Education, and to appropriate administrators and staff of the Executive Branch and County Council, Montgomery County Public Schools, and other agencies who deal extensively with ICB/CUEFS or contributed information on community use of public facilities. In addition, courtesy copies were distributed to the presidents of the Montgomery County Council for Supporting Service Employees and the Montgomery County Association of Administrative and Supervisory Personnel.

All technical corrections received either orally or in writing are incorporated into this final report. Written comments received from those choosing to comment on the draft report are included in their entirety starting on page 49. OLO's responses to any written comments are inserted as footnotes to the specific comments.

# COMMUNITY USE OF SCHOOLS

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100 Maryland Ave., Rm. 414 • Rockville, Maryland 20850 • (301) 217-2706

March 8, 1994

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

Dear Mr. Mansinne:

As chairman of the Interagency Coordinating Board (ICB), I am pleased to relay my comments regarding the draft of the Office of Legislative Oversight (OLO) study. As the study emphasized, the primary mission of the ICB is to maximize the use of schools without interference to the K-12 program. We agree that the existing structure should remain independent. Because the ICB has a singular mission, uncomplicated by sometimes competing issues, there is enormous benefit to the community and its access to school system facilities.

The following are some comments on areas of particular importance to the ICB.

## Interagency Cooperation

Citizens have significantly benefited from the cooperative arrangement between schools and the community. The high level of coordination among volunteer citizens and the various government agencies has enabled the ICB to fulfill its mission to expand the use of schools.

- Volunteers and community groups support pilot programs for youth such as tutoring, mentoring and latchkey.
- Grant funding has been obtained, in collaboration with other County agencies, for special educational enrichment projects to assist youth in low-income areas.
- The ICB's Citizens Advisory Committee, made up of citizens, agency representatives, and community users, provides a well balanced forum for recommendations which consider the needs of the entire community.

Because we were awaiting the outcome of the OLO study, focus groups were established in FY93 to help determine customer satisfaction and future needs. The recommendations obtained from the focus groups and the OLO study will guide the ICB in the development of their FY94 workplan.

Mr. Andrew Mansinne, Jr.  
March 8, 1993  
Page 2

#### **"In-Kind" Contributions**

- Reimbursing MCPS for indirect costs is in conflict with the spirit of the original legislation.

The citizens who crafted the original legislation recognized the value of the "in-kind" contributions needed to support the cooperative arrangement between MCPS and County Government. We support the report's recommendation to review policies related to fees, users and indirect cost payments and believe that the ICB should review the current policies and methods for all reimbursements to MCPS. However, the ICB is mindful of its mandate to maintain affordable access and maximize use and therefore would be hesitant to recommend reimbursement to MCPS for indirect costs because of the impact on fees.

- Keeping schools in contact with the community is important to maintain positive public relations with citizens, especially the majority who do not have children in schools.

Since the ICB's inception, ongoing discussions have been held by the ICB with the President of the Board of Education about the respective roles of the County Government and the Board of Education. We have agreed that school staff should continue to be relied on to provide contributions to the program such as scheduling, accepting building use forms and coordinating community use requests. Centralized scheduling may have the potential to make scheduling more efficient and should continue to be investigated.

#### **Direct Reimbursements to Schools**

I concur with the recommendation to review the current method of awarding equipment and maintenance funds to schools. The ICB developed the present system in FY90 in cooperation with MCPS staff. It is always appropriate to review new methods; therefore, the ICB's FY94 workplan will include a review of the current policy. Since unpaid use generates no revenue, there are no funding resources to support including free use hours in the reimbursement formula. Much of the free use is for adult basic education and ESOL programs which are directly related to the K-12 program.



Mr. Andrew Mansinne, Jr.  
March 8, 1993  
Page 3

**Building Services Staff Coverage**

Piloting alternative methods for weekend building services staff coverage is strongly supported and encouraged. Since the ICB's inception, both MCPS and Community Use of Schools staff have worked diligently to explore many alternatives to providing staff coverage. I am confident that Community Use of Schools staff can work together directly with principals and building services managers to develop an arrangement which will benefit both the schools and the community users.

The ICB welcomes the opportunity to discuss the recommendations with the Council and keep them informed about the progress of their implementation. We will continue to work together with the Board of Education and MCPS staff to further develop and refine communication efforts.

Thank you for the opportunity to comment on the draft report. I was impressed with Joan Pedersen's thorough analysis and broad perspective and look forward to continuing our cooperative work with MCPS to implement the many constructive recommendations.

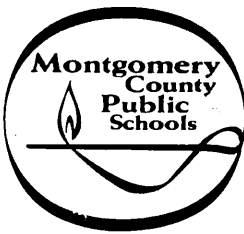
Sincerely,



Linda Burgin  
Chairperson

OL03/horning

cc: Interagency Coordinating Board Members



850 Hungerford Drive \* Rockville, Maryland \* 20850-1747  
Telephone (301) 279-3401

March 9, 1993

Ms. Joan M. Pedersen, Program Evaluator  
Office of Legislative Oversight  
Montgomery County Government  
100 Maryland Avenue  
Rockville, Maryland 20850

Dear Ms. Pedersen:

Thank you for sharing a draft copy of the Office of Legislative Oversight Report No. 92-4 and the opportunity to comment prior to submission to the County Council for consideration and formal public release tentatively scheduled on March 30, 1993.

Staff comments on the report are enclosed. It is my understanding that Dr. Rohr's office sent you an advance copy via FAX.

Furthermore, I understand that you also sent copies of the report to individual Board of Education members, MCAASP and MCCSSE inviting their reactions and comments.

Thank you for this opportunity to provide input to the report. We look forward to a productive discussion of the recommendations when the report is addressed in Council committee.

Sincerely,

A handwritten signature in cursive script that reads "Paul L. Vance".

Paul L. Vance  
Superintendent of Schools

PLV:sz

Enclosure

Copy to:

Mrs. Gemberling  
Dr. Rohr  
Mr. Stukes  
Mr. Wilder

**FACILITIES MANAGEMENT**  
**MCPS COMMENTS ON OLO DRAFT STUDY OF ICB**  
**3/3/93**

**Recommendation A1:** The Council should continue the organizational structure which is currently in place for managing the community use of schools program.

**STAFF COMMENTS:**

There does not appear to be any analysis to substantiate the suggestion of hidden costs. Employees transferring to MCPS would fall under current guidelines for health benefits and would participate in the new pension system, both of which compare very favorably in cost with the county government.

**Recommendation A2:** To the extent possible, ICB responsibilities should be expanded to include the establishing or recommending uniform policies, guidelines, and fees for community use of all government facilities.

**Recommendation A3:** ICB computer capabilities should be upgraded to include capacity and applications for maintaining a centralized data base of public facilities available for community use.

**STAFF COMMENTS:**

One area where ICB and MCPS duplicate resources is in scheduling. The schools manage their own scheduling (mostly manually), the Division of School Plant Operations does some, and the ICUEFS also has a mainframe application. This is an area of considerable savings potential if the new computer system has software that allows scheduling from the schools. The data will then be fed into the central office system. To build a centralized database without developing school-based systems would be to repeat the mistakes of the current system.

**Recommendation B2:** ICB should review the policies relating to fees, users of space and indirect cost payments to address concerns raised by school personnel and community users during the OLO study.

**STAFF COMMENTS:**

Among the issues raised is the fact that the ICB enterprise fund pays an indirect charge for services rendered by various county agencies including OMB, legal and support services. However, the school system is not reimbursed for similar indirect services, including payroll, school secretarial time for accepting and processing applications for space rental; energy management staff time to schedule and program heating and/or air-conditioning for specific events etc. We wholeheartedly agree with this recommendation.

**Recommendation B3:** ICB should amend the current method of awarding funds to individual schools for wear and tear on plant and equipment, so as to make funds available to all schools supporting community use.

**STAFF COMMENTS:**

Agree, as long as there is an increase in total funding. In addition, the ICB should streamline the award process. Under the current process, schools have to spend their own funds or request MCPS's Division of Maintenance (DOM) to order improvements or items of equipment on behalf of the school. Considerable DOM administrative time is involved in reviewing requests from schools, first to ensure that requests fall within ICB guidelines, checking with the ICB to ensure that the school has an approved balance and then acquiring the product or service. DOM has to advance the funds on behalf of the school, submit invoices to the ICB and eventually receives reimbursement.

The current process is unduly cumbersome and time consuming. There is serious concern that legitimate maintenance needs are delayed because DOM funds are encumbered for awards to schools and are therefore not available until the ICB reimburses the DOM. Current cumulative unspent awards total approximately \$ 750,000.

We recommend that each school should receive a cash grant directly. The grant will then be accounted for in a separate account in each school's Independent Activity Fund (IAF). The IAF manual would be updated to include a section that provides guidelines on the type of purchases that can be made with ICB grants. Since IAF accounts are audited, the scope of the audit can be expanded to ensure compliance with ICB requirements on the use of grant funds.

ICB guidelines should also be expanded to allow schools to purchase building service equipment, if the school considers that to be the best use of grant monies.

**Recommendation B4:** For those elementary schools that do not have paid scheduler assistance, ICB should consider providing assistance in other ways.

**STAFF COMMENTS:**

The rationale for this recommendation goes on to state that "For those elementary schools that accommodate very little community use, responsibility for scheduling could be transferred to CUEFS." Transfer of the scheduling to the ICB will not significantly reduce the work level of school secretaries. They still need to be involved in keeping the school calendar; making sure the building service staff is aware and showing the school to users. None of the aforesaid activities can be performed from a central location. Recommendation B2 could alleviate some of the concern if the ICB reimbursed each school for the services they provide.

**Recommendation C1:** ICB should work with administrators and building services staff of each school to identify and arrange for the best method of providing building services staff coverage during MCPS or community use activities.

**STAFF COMMENTS:**

The narrative to this recommendation suggests that "CUEFS should then work directly with relevant staff at each school in the cluster to determine the best mix of options that will provide the most effective and cost-efficient building services to MCPS and ICB."

This recommendation does not consider the supervisory and oversight responsibilities of the MCPS Division of Plant Operations and school administrators over school building services staff. It suggests direct ICB dealings with school staff. Dual supervision and assignment of work responsibilities to school building staff by the Division of Plant Operations and school administrators and the ICB is potentially disruptive.

**Recommendation C2:** For those instances when a single building services staff person provides coverage during either MCPS-sponsored or community use activities, staff should be equipped with cellular telephones to allow for quick access to emergency security services.

**STAFF COMMENTS:**

We do not support this recommendation. Cellular telephone service is relatively expensive and maintaining control over unauthorized use and cost would be difficult.

**Recommendation D1:** ICB and MCPS should expand their efforts to educate school staff and potential user groups regarding the community use of schools program and communicate the responsibilities of school-based staff and community users.

**STAFF COMMENTS:**

Educating school staff and potential user groups regarding the community use of schools program is a laudable goal. School buildings were built primarily to educate youngsters. After school use by community groups after hours is certainly desirable and should be encouraged.

(D1 continued)

School staff is justifiably resentful of user groups who often misuse facilities. Teachers returning to their classrooms sometimes find the furniture re-arranged and items of instruction missing or misplaced. This is disruptive to the classroom setting and is not conducive to an appropriate learning environment. A defined penalty should be applied for misuse of buildings.

Recommendation D2: Suggests that "MCPS administrators should review and update this administrative regulation [KGA-RA] to reflect guidelines and procedures currently in effect, and distribute copies to the schools."

**STAFF COMMENTS:**

This regulation is reviewed periodically and is included in the Policies & Regulations Handbook maintained at each school and department.

Recommendation D2: Further suggests that "The BOE needs to formally express its support for community use of school facilities, preferable in the form of a mission statement or resolution which can be distributed to all school staff."

**STAFF COMMENTS:**

This has already been accomplished by the inclusion of relevant state law in the handbook mentioned above under entry KEA-EA (see attachment).

NEW RECOMMENDATION: MCPS receives continuous community pressure to improve outdoor lighting particularly in parking lots. These concerns come primarily from after-hours users who rent space or attend sponsored activities in rented space in schools. Since the impetus for outdoor lighting comes from ICB sponsored activities, the funding of outdoor lighting should come from ICB revenues, with revenues structured to pay for such improvements if necessary.

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**Use of School Property for Other Than School Purposes (State Law)**

- (a) **County Boards to encourage use.** - Each county board shall encourage the use of public school facilities for community purposes.
- (b) **Application to county superintendent for use.** - (1) If written application is made to the county superintendent, the county board shall provide for the use of a public school facility for:
  - (i) The presentation and discussion of public questions;
  - (ii) Public speaking;
  - (iii) Lectures; or
  - (iv) Other civic, educational, social, or recreational purposes or church affiliated civic purposes.
  - (2) These meetings shall be open to the public.
  - (3) The county board may refuse the use of any school facility for these purposes if it appears that the use is likely to:
    - (i) Provoke or add to a public riot or breach of the peace; or
    - (ii) Create a clear and present danger to the peace and welfare of the county or State.
- (c) **Use by partisan political organization.** - Each county board may permit a partisan political organization that has polled 10 percent or more of the entire vote cast in this State in the last general election to use public school facilities for programs and meetings that relate to a political campaign for nomination or election of a candidate to public office.
- (d) **Use for religious or other purposes.** - Each county board may permit the use of public school facilities for religious or other lawful purposes.
- (e) **Use not to interfere with regular school functions.** - School facilities may be used under this section or § 7-109 of this subtitle only at times that will not interfere with regular school sessions or other bona fide school activities.

**Annotated Code of the Public General Laws of Maryland, Education, Section 7-108**



Montgomery County Government  
ROCKVILLE, MARYLAND 20850

M E M O R A N D U M

March 5, 1993

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

FROM: William H. Hussmann, Chief Administrative Officer *WH*

SUBJECT: DRAFT OLO Report 92-4, Review of the Interagency Coordinating Board for Community Use of Educational Facilities

Thank you for the opportunity to comment on the Draft OLO Report 92-4, Review of the Interagency Coordinating Board for Community Use of Educational Facilities. This report provides a thorough and objective analysis of the complex processes and sensitive issues related to the community use of educational facilities. The comments from the Community Use of Schools, Departments of Recreation, Public Libraries, Facilities & Services, Information Systems & Telecommunication, Office of Management & Budget, and the Government Service Centers are attached.

As shown in the comments from the directors, the Executive Branch generally supports OLO's recommendations. We look forward to discussing OLO Report #92-4 upon its release by the County Council. Thank you again for the opportunity to comment.

WHH/rm

Attachments



# COMMUNITY USE OF SCHOOLS

100 Maryland Ave., Rm. 414 • Rockville, Maryland 20850 • (301) 217-2706

## M E M O R A N D U M

March 2, 1993

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

From: Gail Ayers, Director, Community Use of Schools

Subject: Response to Draft OLO Report - Review of the ICB

I have reviewed the draft of the Office of Legislative Oversight (OLO) study and would like to respond to the following recommendations.

**Recommendation A1: The Council should continue the organizational structure which is currently in place for managing the community use of schools program.**

I concur with this recommendation. The primary mission of the Interagency Coordinating Board (ICB) is to maximize the use of schools without interference to the K-12 program. Consequently, the interagency nature of the policy board strives to ensure that decisions will meet both the needs of the broad based population, who may or may not have children in schools, as well as the school system. Extensive service activities are provided by numerous community based organizations who depend upon the use of public school facilities. These organizations contribute immeasurably to the quality of life and without their work, much of which is volunteer supported, services to citizens would be diminished.

Successes are the result of extensive cooperative arrangements between the Community Use of Schools Office and MCPS staff in implementing the ICB's policies. This interagency partnership has resulted in significant achievements, some of which are listed below.

- Consistent policies have maximized the use of schools increasing hours of use from 170,000 hours in 1979 to 468,000 in 1992.
- 40 new before and after school day care centers have been placed in shared space.
- After school programs for "latchkey" children have been financed through the use of the interest from the Enterprise Fund balance.
- 14.4 million dollars has been reimbursed to MCPS.

- Fee structures have provided subsidies to weekend public recreation department activities and youth activities as well as weekday free use for PTA's and youth groups such as scouts and camp fire.

**Recommendation A2:** To the extent possible, ICB responsibilities should be expanded to include establishing or recommending uniform policies, guidelines, and fees for community use of all government facilities.

I support this recommendation; however, broadening the ICB's responsibilities to include other government facilities will require changes to the local legislation. If the other agencies involved agree and the Council is committed to this course of action, the citizens could benefit from improved access to available space. The ICB's advisory committees would need to be expanded to include the effected citizen interest groups and government organizations to ensure they are active partners in the decision making.

**Recommendation A3:** ICB computer capabilities should be upgraded to include capacity and applications for maintaining a centralized data base of public facilities available for community use.

I concur that citizen service could be improved by a central data base which reports available space for all public facilities. It would allow thousands of volunteers who reserve space in many different public facilities to access information quickly. However, the expense of creating such a data base may outweigh the benefit if it is not also used for scheduling. Also, in order for the data base to be useful, it must be kept up-to-date with minute-by-minute changes that occur from new bookings and cancellations. Based on experience, it is highly unlikely that we can depend on the data base to be accurate since community use responsibilities are not a priority for the staff on whom we must rely to update the data base.

There are many good management reasons for centrally locating all county scheduling functions.

- One agency responsible for all scheduling of public facilities may be more efficient since it would provide an immediate response to users.
- Groups who use multiple facilities will be able to schedule all space at one location
- The public's search for available space would be expedited.
- Fee collection errors would be minimized.

Security risks could be minimized by uniformly screening certain types of building use applications.

In view of the Council's decision to hold expenditures for computer development until the conclusion of the OLO study, the acquisition of scheduling hardware and software has been delayed. We are now ready to work with MCPS staff and County Department of Information Systems staff to review all of the alternatives. Our review will include the feasibility of implementing centralized scheduling in schools. We will also pursue the direct electronic transfer of data for large users such as the Montgomery County Recreation Department. However, previous research indicates transferring data electronically directly to individual schools in an interactive mode might take some effort and expense, but it is possible to work through some of these problems.

**Recommendation B1:** ICB should review current user fees and simplify rate structures in accordance with direction provided in the Council's adopted policy on user fees.

I concur that the current fee structure should be reviewed. The original structure was developed by a task force of citizens, users and MCPS staff. Groups pay according to their type of activity, the kind of space requested and the time of day used. Subsidized weekend fees are provided for youth groups and public recreation agencies. Free weekday use is provided to youth activities which are free and run by volunteers. Actual rates rather than the percentage of subsidy received are published to avoid confusion among users and simplify the application of fees for MCPS school staff schedulers. It is possible to provide school scheduling staff with software which will automatically calculate community use fees.

**Recommendation B2:** ICB should review the policies relating to fees, users of space, and indirect cost payments to address concerns raised by school personnel and community users during the OLO study.

I strongly support a review of the policies relating to fees and users of space. However, acting on the advice of the previous County Attorney, we have been cautious about denying access or charging higher fees to non-County groups. Commercial fees are set at market rates and revenue from commercial use provides the subsidy for free nonprofit use. Every two years, we survey neighboring jurisdictions. This Spring, we will be conducting a detailed analysis of those fees. The idea expressed by some of those interviewed by OLO indicated that some people feel we should limit certain community users to a specific neighborhood. This would have a negative impact on some community users because the type and number of facilities available in a particular community vary with the geographic location.

I concur that the ICB should review the current policies and methods for all reimbursements; however, I do not support reimbursing MCPS for indirect costs associated with community use. The report correctly identifies that a frequent complaint from principals is that reimbursements to the central office are not funneled down; therefore schools do not directly receive any benefit. An example cited by schools is the difficulty they have in obtaining additional toilet paper and custodial supplies needed to support community use.

The ICB's enabling legislation speaks directly to the interagency policy nature of the ICB and emphasizes that the Board of Education be reimbursed for direct costs which are beyond what the school system would incur in the normal operation of the educational program. An administrative overhead payment to MCPS for community use contributions does not represent a real cost. MCPS does not hire additional staff dedicated to community use scheduling or assign additional hours to current MCPS staff. In FY93, Community Use of Schools began providing contract scheduling assistance in heavily used schools. The only MCPS staff person who is hired specifically to support community use is the MCPS weekend building services supervisor for which MCPS is reimbursed at 60 percent for the direct cost. Over the past 14 years, MCPS has received the following:

- \$9.2 million dollars for staff costs,
- \$3.7 million dollars for utilities,
- \$1.2 million for maintenance and equipment,
- \$200,000 for custodial supplies,
- \$87,000 for direct scheduling assistance

**Recommendation B3: ICB should amend the current method of awarding funds to individual schools for wear and tear on plant and equipment, so as to make funds available to all schools supporting community use.**

I support this recommendation; however, since unpaid use generates no revenue, I do not agree that free hours should be included in the formula. Much of the free use is for adult basic education and ESOL programs which are directly related to the K-12 program. The ICB has recommended that the Advisory Committee review the current maintenance reimbursement formula and method in FY94.

**Recommendation B4:** For those elementary schools that do not have paid scheduler assistance, ICB should consider providing assistance in other ways.

I support this recommendation and believe this would be an excellent opportunity to demonstrate centralized scheduling. We currently have a vacant Community School Coordinator position which could be used to staff such a pilot. The pilot could be integrated into the implementation of the new computer system and would assist us with ensuring that all available weekday gym time is fully utilized and that use is maximized in ways which will minimize cost.

**Recommendation C1:** ICB should work with administrators and building services staff of each school to identify and arrange for the best method of providing building services staff coverage during MCPS or community use activities.

Community Use of Schools is eager to have the opportunity to work with MCPS staff to develop pilot alternatives for building services staff coverage on weekends and holidays. In the past, Community Use of Schools staff have been very successful with working through community use issues directly with principals and building service managers. I am hopeful that such a pilot for weekend coverage will be encouraged.

**Recommendation C2:** For those instances when a single building services staff person provides coverage during either MCPS-sponsored or community use activities, staff should be equipped with cellular telephones to allow for quick access to emergency or security services.

I concur that MCPS staff and community users need quick access to emergency or security services; however, the cost and practicality of using cellular phones needs to be further explored. I agree that the needs of the building services staff and users in this regard should be reviewed and all methods and technologies considered.

**Recommendation D1:** ICB and MCPS should expand their efforts to educate school staff and potential user groups regarding the community use of schools program and communicate the responsibilities of school-based staff and community users.

We agree there remain many misconceptions among MCPS staff about the community use of schools program despite concerted training efforts to provide all school staff with information about guidelines, procedures, policies and reimbursements. We would welcome the opportunity to expand our communication efforts with the direct support of MCPS staff. Community Use of Schools staff currently:

- conduct training workshops with MCPS school staff responsible for providing community use services,
- develop procedural manuals and disseminate public relations and informational flyers and fee schedules to reinforce training, and
- communicate with school staff one-on-one and in writing about questions or problems regarding procedures, fees, services, staff coverage, security, cleanup, damages to school property and other related issues.

Thank you for the opportunity to comment on the draft report. I appreciate OLO's persistence in analyzing and studying what appears to be a simple matter, but in fact somewhat complicated. Joan Pedersen, Program Evaluator, is to be commended for her well written report and research into the background and history. Her interview approach resulted in constructive recommendations for improving services and balancing difficult issues relating to providing access to shared space while meeting the needs of the K-12 program.

OLO2.dh (revised 3/4/93)

cc: Interagency Coordinating Board Members  
Agnes Griffen, Director Department of Public Libraries  
Trudye Johnson, Director, Department of Recreation  
Dave Rasmussen, Director, Department of Information Systems  
Robert Kendal, Director, Office of Management and Budget  
Joyce Stern, County Attorney  
Chuck Frederick, Assistant County Attorney



# Montgomery County Government

## MEMORANDUM

February 26, 1993

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

FROM: Trudye Morgan Johnson, Director  
Department of Recreation

SUBJECT: OLO Report No. 92-4  
Review of the Interagency Coordinating Board for the  
Community use of Educational Facilities

*Trudye Morgan Johnson*

The Montgomery County Department of Recreation is a significant user (customer) of educational facilities. The availability of these facilities is critical to the provision of public recreational and leisure opportunities. It should be noted that the availability of select school spaces such as gymnasiums, all purpose rooms and athletic fields are factored into planning documents for recreation, parks and open space. Policy changes that would alter the availability of these spaces would have a deleterious impact on our programs and result, I believe in an expanded capital program to provide additional community based facilities.

I offer for your consideration the following comments on select recommendations in this study:

- A2. To the extent possible, ICB responsibilities should be expanded to include establishing or recommending uniform policies, guidelines, and fees for community use of all government facilities

This recommendation should be modified to include the involvement of all principle agencies involved in facility management (Recreation, Parks, Facilities & Services, etc). While the facilities may appear to be analogous in terms of community use of educational spaces, our centers have been constructed with anticipated community use opportunities - some with and some without fees - which should be taken into consideration in establishing policies, guidelines and fees. Recreation Centers also have citizen advisory committees that expect to have a voice in center programs, usage and fees. This type of involvement would also be more in agreement with Total Quality Management principles for those directly providing the services.

Office of the Director, Department of Recreation

12210 Bushey Drive, Silver Spring, Maryland 20902-1099, 301/217-6820, TTY 301/217-6891

A3. ICB computer capabilities should be upgraded to include capacity and application for maintaining a centralized data base of public facilities available for community use

Creation of a centralized data base is an excellent recommendation that should be expanded. The information should be collected and downloaded or decentralized to select outlets who have extensive customer involvement such as the Department of Recreation and Department of Parks. This would have an immediate effect of tripling the availability of information to the public.

Recreation has serious concerns regarding centralized permitting because it would remove our effectiveness to respond to community and departmental needs. In this era of technological support, a system should be implemented that would ultimately reduce our workload and allow us to directly schedule facilities via automation from our offices eliminating thousands of paper transactions. CUS could electronically authorize or approve the use, etc. Purchasing or reserving an airline ticket is a good example of how this works. You can do it from a variety of convenient outlets and with little fanfare.

The selection of computer hardware and software and the system design should ultimately allow a resident to book virtually any public space (including fields and facilities) at a wide variety of locations.

B. User Fees and MCPS Reimbursements

Fees should be kept reasonable to support the mission of CUS which is to encourage Community Use of Educational Facilities. There is a direct correlation between the amount of use and the cost of use. If fees rise precipitously, our only alternative given declining fiscal resources and an economy which has not recovered will be to reduce use of school facilities. Under this scenario, every one loses. User have little control over the administrative cost of these services. We would propose that administrative cost be kept to a minimum and future fee increases go into direct services which would be understood and supported by the users. These direct services related to use of school facilities could include supplies, equipment replacement and maintenance support.

A discussion which is both broad based in representation and evaluative should occur if policies which govern allocation and scheduling priorities are considered for change to reflect local neighborhood group preferences. This is an area that



could have major ramifications on services, as well as social and cultural impacts.

C. Building Services and Security

This is an area that directly affects all user of school facilities. We strongly recommend that the CUS staff and MCPS reach a mutually satisfying resolution of how best to provide staff and security at costs which can be supported by users of schools facilities.

We are customers of both organizations and our external customers (program registrants) are adversely affected when we advertise and schedule school facilities and they arrive to find them unavailable because of a bureaucratic snafu. To CUS and MCPS's credit, situations of this nature are very infrequent, but they still happen and are very difficult to explain to community members.

Finally, we are pleased to state that our relationship with CUS and MCPS staff is a positive one and they are supportive of recreation service provision. We have entered into many partnerships with both agencies which have resulted in expansion of services to the community. In some cases, if these partnerships which involve school facilities did not occur, many at-risk youth and low income residents would be deprived of recreational opportunities. We know that collaboration and cooperation is essential to maximizing limited public resources.

We are pleased to have had an opportunity to comment on this report. Please contact me on 217-6820 if additional clarification is needed.

cc: Gail Ayers  
William Hussmann



# Montgomery County Government

## MEMORANDUM

---

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

FROM: *Agnes M. Griffen*  
Agnes M. Griffen, Director  
Department of Public Libraries

DATE: March 2, 1993

SUBJECT: **Comments on Draft OLO Report No. 92-4, Review of the ICB for  
Community Use of Educational Facilities**

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My comments are as follows, with suggested wording changes **highlighted**:

p.31 VII. A. 3. Public Libraries

para 2, line 5: Reservation requests are due **on a specified date, usually sometime in May or June.** (Date has varied over past several years as we have had to put off the annual booking process until we had final Council decisions on library hours, as meeting rooms cannot be booked during hours when a library is closed.) **Groups must register prior to requesting reservations.**

para 3, line 2: delete **through branch library referrals.** (This is now done only at Central.)

p. 32 VII. A. 4. Government Service Centers

para 2, Up-County Govt. Services Center (Germantown). This may be too specific for the report but OLO may want to add sentence at end of para: **The Germantown Community Library, located in the Up-County Center, is a major user of the meeting rooms for library sponsored programs; the Center's meeting rooms were planned as shared facilities, but booking is done by Center staff.**

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Department of Public Libraries

99 Maryland Avenue, Rockville, Maryland 20850, 301/217-3850, TDD 217-3873

Andrew Mansinne, Jr.  
March 2, 1993  
Page Two

#### VIII. A. FINDINGS/RECOMMENDATIONS

p. 40 Recommendation A1:

The Department of Public Libraries agrees with the recommendation to continue the current organizational structure. The ICB has done an excellent job in making this program self-supporting and generally well known and used in the community. It seems obvious from the earlier Board of Education report that this would not necessarily continue if management of the function were to be turned back to the Public Schools.

p. 41 Recommendation A2:

Many of the community groups and non-profit organizations that book library meeting rooms come to us because they cannot afford the fees charged by ICB. While this year with great reluctance we have instituted a one-time \$25 annual charge, we would not want the fees to increase greatly, bringing the cost beyond the ability of many of these groups to pay. We believe that these groups make a major contribution to the library by bringing people in and making them aware of the library. In many cases, the library is the only place that gives a sense of identity to a community, and this is enhanced when community groups meet there.

p. 41 Recommendation A3:

Centralized scheduling of all government facilities based on a centralized database is a good idea on the face of it, but its benefits would need much more careful review before the County should commit to costs for what looks like a very expensive project.

If the recommendation were implemented as is, without the centralization of the actual booking process, it would create much more work at each agency, in which as the report points out, staff handle booking in addition to many other duties. In the case of library meeting rooms, room usage changes on a daily basis, as new groups who did not sign up during the Spring pre-booking period come in, or as earlier groups reschedule and library staff make changes in library sponsored events. Because the number of meeting rooms scheduled by each agency is still relatively small in comparison to the sum total of all meeting rooms in all County facilities, it is quicker and easier to handle booking at each agency manually than the time required to sign on to a database and handle it online! Even if the booking were done centrally, consultation would continue to be needed with library staff as changes are made, so additional staff savings could not be anticipated.

If a fully centralized system were to be set up, County departments and agencies would need to have safeguards built in for reserved blocks of time that would allow flexibility in scheduling programs and meetings sponsored by these agencies in response to community needs.

I hope these comments will be helpful. Thank you.

WPPDIROF/783 AMG

cc: William H. Hussmann, Chief Administrative Officer  
Gail Ayers, Director, ICB



## Montgomery County Government

### MEMORANDUM

February 25, 1993

TO: Andrew Mansinne, Director  
Office of Legislative Oversight

FROM: A. S. Migs Damiani, C.P.E., Director *A. S. Damiani*  
Department of Facilities and Services

RE: Draft OLO Report Review of the Interagency Coordinating  
Board for Community Use of Educational Facilities

Thank you for forwarding a copy of the draft OLO report. The information contained in the report regarding our program for scheduling the use of the EOB, COB, and Red Brick Courthouse is correct and comprehensive.

I agree with the report that uniform policies, guidelines, and fee structures should be developed but I do not agree that the recommendations should be developed by the ICB Advisory Committee as it presently exists. Developing recommendations for policies, guidelines, and fee structures should be made by a group with a more diverse membership. The Advisory Board has members from MCPS, Recreation, YMCA, Montgomery Soccer, Inc., MNCPPC, one private school and two churches. It would also be advantageous to have representatives from the Libraries, Government Services Centers, and Facilities and Services.

Please let me know if you need anything further. It's always a pleasure.

ASD:JH:pn/mansinne

cc: Gloria Kratz

---

Office of the Director, Department of Facilities and Services

110 North Washington Street, Third Floor, Rockville, Maryland 20850-2299, 301/217-6000



## Montgomery County Government

### MEMORANDUM

February 26, 1993

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

FROM: *David L. Rasmussen*  
David L. Rasmussen, Director  
Department of Information Systems & Telecommunications

SUBJECT: DRAFT OLO Report #92-4, Review of the Interagency Coordinating Board for Community Use of Educational Facilities

Thank you for the opportunity to comment on the above report which I have reviewed. Regarding Recommendation A3 on page 40 of the report, I wish to note that the Department of Information Systems & Telecommunications stands ready to lend support in upgrading the Interagency Coordinating Board's computer capabilities.

Should this recommendation be approved, please contact me if assistance is necessary. We will help in anyway we can.

DLR/mbm

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Department of Information Systems and Telecommunications

Executive Office Building, 101 Monroe Street, Rockville, Maryland 20850-2589, 301/217-2553



Montgomery County Government 1991 FEB 26 AM 8:53

MEMORANDUM

February 25, 1993

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

FROM: Robert K. Kendal, Director  
Office of Management and Budget *Pete H. Mansinne*

SUBJECT: DRAFT OLO Report No. 92-4, Review of the Interagency Coordinating Board for Community Use of Educational Facilities

Thank you for the opportunity to respond to this report. It represents a thoughtful and extensive effort to analyze the CUEFS/ICB programs and operations and is a strong step in the direction of improving the County's efforts to assist and expand community use of its school facilities. My comments below concern the specific recommendations made in Section VIII.

Regarding **Recommendation A1**, OMB agrees with the continuation of CUEFS/ICB as a separate entity. Placement of these functions within CUEFS allows for neutral and objective service to the community in non-MCPS use of public schools. In addition, the use of a separate organization structured around an enterprise fund allows for better cost and revenue awareness and assures that the function is self-supporting.

Regarding **Recommendation A3**, while it may be useful to provide a centralized data base of space and facilities available for public use, the location within the County Government is a decision that requires additional consideration. While locating such resources within CUEFS due to their current mission may prove useful, the Executive and Council should consider all possible alternatives (e.g., the Executive's Information and Referral service) so that the focus is on providing the best service to the community.

In response to **Recommendation B1**, OMB agrees that some simplification and regularization of the ICB fee structure may be useful. The overall level of fee collections, however, should not be changed from the levels that will be recommended in the Executive's FY 94 Recommended Operating Budget for CUEFS/ICB. The ICB has already increased commercial rates more than nonprofit user rates (up six percent for FY 93 versus four percent for nonprofit users). CUEFS is in the process of initiating a more aggressive program for attracting commercial users to help support use by the community. Analysis of competitors' rates is an ongoing component of that effort.

Office of Management and Budget  
Director's Office/Interagency Analysis & Review Division/Budgets Division

101 Monroe Street, 14th Floor, Rockville, Maryland 20850, 301/217-2789, 2820, 2800

With regard to payment of indirect costs to MCPS as discussed under **Recommendation B2**, OMB believes that three issues make an indirect cost payment inappropriate:

- 1) CUEFS already pays a full load of indirect cost reimbursement (overhead charges) to the County Government's General Fund at 12.85 percent of budgeted Personnel Costs for FY 94; any additional indirect cost reimbursement may result in increased fees;
- 2) direct costs for use of facilities are reimbursed through memoranda of understanding with MCPS; these agreements would need to be reexamined to determine if indirect cost factors are already incorporated; and
- 3) CUEFS operations may or may not be supported by the school system in a way that merits an indirect cost reimbursement; as is indicated in Section V, OTHER REPORTS AND STUDIES, B6, the Department of Educational Accountability study was not able to identify costs born by MCPS; CUEFS likely uses such a relatively small portion of the range of MCPS administrative services that the formula determination decision might appear to be arbitrary and not wholly justifiable; also, there are some aspects of the CUEFS services which are services to the school system (and for which MCPS does not reimburse CUEFS for associated direct or indirect costs).

Regarding a revision to the reimbursement methodology for incremental school wear (**Recommendation B3**), there is a minimum number of hours of community use per school below which it would not be efficient to provide individual school reimbursement for "wear & tear." Consideration of a lower floor (e.g., 1,000 hours annually) may be of value, and a reevaluation of the formula for distribution may be in order, but the total level of reimbursement should remain unchanged.

**Recommendation B4** may require additional scheduling assistance to be provided to some schools during peak use times. This may be appropriate, and CUEFS and MCPS should cooperatively address this issue. OMB believes, however, that total expenditures for scheduling should not increase above the resources that will be included in the Executive's Recommended FY 94 Operating Budget, regardless of the final distribution agreement. For lower use schools, it would be difficult to transfer scheduling responsibility to CUEFS unless the net cost of the additional scheduling, plus overhead costs, is offset by a reduction in the formulas used to reimburse MCPS for their direct costs. In times of fiscal restraint such as these, all parties must continue to pitch in and contribute to alternatives that do not increase the cost of government services for our citizens.

Provision of cellular telephones for security and emergency response by MCPS building service personnel (**Recommendation C2**) should be the responsibility of MCPS and the BOE. Analysis of cost effectiveness, availability of alternative means of communication, frequency and distribution of occurrences, etc., are among the considerations that should be taken into account. OMB feels that the cost of the solution, whatever it may be, also belongs with the school system.



## Montgomery County Government

### MEMORANDUM

February 26, 1993

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

FROM: C. Stephen Poteat, Director  
Upcounty Government Services Center

SUBJECT: Draft OLO Report No. 92-4, Review of the Interagency Coordinating  
Board for Community Use of Educational Facilities

I have reviewed the subject report and generally support the recommendations as they relate to the Upcounty Government Center. Some specific comments follow:

Recommendation A-2: "...uniform policies, guidelines, and fees..."

Uniformity of policies and guidelines and perhaps fees is desirable, but flexibility to deal with local circumstances is even more important if we are to provide the best possible customer service at the point of contact with our customers. Additional points related to this recommendation are mentioned under A-3.

A special word on fees is required. Currently, meeting rooms at all Government Centers are used by nonprofit community organizations at no cost. This reflects the special relationship that Government Centers have with their respective service areas to encourage existing community-based organizations to address community problems and to help the formation of groups to deal with community problems. Many of our existing community groups are small and have very small budgets, and they would be adversely affected if they were required to pay for meeting room use. A meeting room fee, however modest, can often be a discouragement to such community organizing efforts. With the close working relationships to our communities, the Government Center administrators are in a better position to determine the need to be flexible including the waiver of fees when it serves the best interest of the community and the County Government.

Upcounty Government Services Center

12900 Middlebrook Road, Germantown, Maryland 20874, 301/217-3400, TTY 217-3402



Recommendation A-3: "...centralized data base of public facilities.."

I fully support the concept of a centralized data base of public facilities that are available for community use but many administrative and customer relations problems must be addressed before we can move into centralized scheduling. The advantages to the customer of being able to determine all possible space choices available from a central data base are obvious. However, the scheduling of that space from a central location in Rockville may very well not be in the administrator's or customer's best interest.

An example can be seen from the meeting room situation at the Upcounty Government Center which is a hybrid arrangement of in-house government use and outside community use. In the design of this building, many requests for conference room space from the ten departments that occupy the building were consolidated into joint use meeting rooms that are also available to the public.

On-site flexibility to schedule the space for internal and external uses is essential, often on an hourly basis. Significant effort is often required to juggle space needs between departments and community groups who have idiosyncratic needs. Without this flexibility, departments would have difficulty performing their basic missions and/or additional dedicated space for conference use probably would be required.

Additionally, since the Government Center staff serve as the administrator for the entire building we are responsible for ensuring that the rooms are kept in good shape, that security be maintained and that the rules and regulations for meeting room use are followed. Customers expect the Center staff, as building administrators, to be able to handle on-site room reservations and special arrangements. As a parallel, our current inability to locally control the heating, ventilating and air conditioning in the Center is a constant irritation to our customers. (The system is remotely controlled in Rockville.) Finally, some customers are unhappy that they are not able to arrange meeting space in the Rockville government complex from satellite locations such as the Government Center. If any changes in the scheduling process are considered, a system that allows reservations to be placed from both the satellite and the central location should be examined.

In summary, it will be very difficult to manage all facility scheduling through a central office in Rockville and still achieve excellent customer service.

0387H



# Montgomery County Government

## MEMORANDUM

February 26, 1993

TO: Andrew Mansinne, Jr., Director, Office of Legislative Oversight  
FROM: Andrea Eaton, ~~Director~~, Silver Spring Government Center  
SUBJECT: Draft OLO Report No. 92-4, Review of the Interagency Coordinating Board for Community Use of Educational Facilities

Thank you for the opportunity to comment on the Draft OLO Report #92-4.

The information in the report concerning the availability and use of the Silver Spring Government Center facilities is accurate. I have made a few additional comments below.

Recommendation A3: I agree that a centralized reservation/scheduling service is not cost effective at this time. Also, this service would make it difficult for small agencies to retain their flexibility in scheduling meeting rooms on short notice. I strongly support a centralized data base service that provides information about all County facilities available for use by the community providing that the computer hardware and software can be acquired by County agencies.

Recommendation B1: It is important that the policy on user fees include a waiver for groups that cannot pay for the use of facilities. The Government Centers are the only facilities available to support groups like Cocaine and Narcotic Anonymous which cannot afford to pay a user fee. In addition, with the building of the Silver Spring Government Center and the heavy use by groups in the immediate area, the community was promised that free meeting space would be available.

Thanks again for the opportunity to review the draft report.

AE/SO  
am0301/93GEN

Silver Spring Center

8818 Georgia Avenue, Silver Spring, Maryland 20910-2799, 301/217-3100, TTY 217-3149



## Montgomery County Government

### M E M O R A N D U M

March 2, 1993

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

FROM: *Freda J. Mauldin*  
Freda J. Mauldin, Director  
Mid-County Government Service Center

SUBJECT: Draft OLO Report #92-4 Review of the InterAgency  
Coordinating Board for Community Use of Educational  
Facilities

Thank you for the opportunity to comment on the draft OLO Report #92-4.

The information in the report concerning the availability and use of the Mid-County Center facilities is accurate.

With regard to recommendation A3: I agree that a centralized reservation/scheduling service is not a good idea. This centralized service would prove difficult for small agencies that rely on their conference rooms for use by the Center staff for meetings on short notice and for use by community groups that may also need to schedule their use of the room with little advance notice.

Thank you for the opportunity to review the draft report.

FJM:th

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Mid-County Government Service Center

2424 Reedie Drive, Wheaton, Maryland 20902-4669, 301/217-4900, TTY 301/217-4909, FAX 301/217-4912



## Montgomery County Government

### MEMORANDUM

February 24, 1993

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

FROM: Gail Nachman, Director  
Bethesda-Chevy Chase Government Center

SUBJECT: Draft OLO Report #92-4 Review of the InterAgency Coordinating Board for Community Use of Educational Facilities

Thank you for the opportunity to comment on the draft OLO Report #92-4.

The information in the report concerning the availability and use of the B-CC Government Center facilities is accurate - I have no comments or changes to make.

With regard to recommendation A3: I would agree that a centralized reservation/scheduling service is not feasible at this time. In addition to not being particularly cost effective, this centralized service would prove difficult for those small agencies that rely heavily on their conference rooms for use by the staff for meetings on short notice and for use by community groups and committees that may also need to schedule their use of the room with little advance notice.

I would support the idea of a centralized data base that contains information about all government facilities available for use by the community providing the appropriate computer hardware and software can be acquired by various departments and agencies.

Thank you for the opportunity to review the draft report.

GRN/jg

Bethesda-Chevy Chase Government Center

7815 Woodmont Avenue, Bethesda, Maryland 20814-3007, 301/986-4190, TDD 986-4506, FAX 986-1704

OFFICE OF THE COUNTY ATTORNEY  
MONTGOMERY COUNTY, MARYLAND

M E M O R A N D U M

March 1, 1993

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

VIA: Joyce R. Stern *Joyce R. Stern*  
County Attorney

FROM: Charles L. Frederick *Charles L. Frederick*  
Assistant County Attorney

RE: Draft OLO Report No. 92-4, Review of the Interagency  
Coordinating Board for Community Use of Educational  
Facilities

This memorandum is in response to your request for review and comment on the DRAFT copy of the Office of Legislative Oversight Report No. 92-4 (the "Report"). The Report makes general recommendations in five broad categories:

- A. Organizational Placement and Scheduling Considerations;
- B. User Fees and MCPS Reimbursements;
- C. Building Services and security;
- D. Attitudes, Perceptions and Responsibilities; and
- E. General.

The comments contained herein are provided with an eye toward the legal issues that may be involved in the Report.

Recommendation A2 recommends the expansion of the responsibility of the Interagency Coordinating Board ("ICB") to establishing or recommending uniform policies, guidelines, and fees for community use of all government facilities. Pursuant to §44-3 of the Montgomery County Code (1984, as amended), the ICB was created with the principal responsibility of reviewing and coordinating the activities of Article I of Chapter 44 (the "School Facilities Utilization Act").<sup>1</sup> As denoted by its title,

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<sup>1</sup>The County Council was given the authority to create the ICB as a means of regulating and encouraging the non-school  
(Footnote Continued)

the purpose of the School Facilities Utilization Act is to encourage the use of and make school facilities available to serve the public on a year-round basis. Montgomery County Code §44-1. The ICB, as established under §44-3, therefore, does not presently have the authority to govern the community use of all government facilities.

OLO Response:

OLO is aware that the School Facilities Utilization Act only authorizes the Interagency Coordinating Board (ICB) to establish policies, guidelines, and fees for community use of school facilities. The Council's legislative attorney was consulted and advised that if the Council concurs with all or part of the OLO recommendation, various laws and regulations would need to be researched to determine what changes should be made to implement the Council's decisions. Prior to changing laws and regulations, OLO envisioned the Council may want to first task the ICB to make recommendations on uniform policies, guidelines, and fees for community use of government facilities.

Recommendations B1 and 2 recommend that the ICB review the current user fees and simplify the rate structures. Although concrete, identifiable figures are not recommended in the Report, there are certain legal principles that must be kept in mind when consideration of the recommendations is undertaken.

First, §7-110(a)(1) of the Education Article of the Annotated Code of Maryland authorizes a reasonable school use charge for heating, lighting, and janitorial services. Section 7-110(a)(2) authorizes additional charges for rent and the recovery of capital costs when the public school facilities are being used for commercial purposes. These statutory restrictions on the charging of user fees must be adhered to when setting user fees for public school facilities. The same statutory restrictions do not necessarily apply to all other County facilities.<sup>2</sup> Therefore, coordination of user fees for all government facilities may not be practicable. Furthermore, although user fees for public school facilities arguably cannot be set such that a profit is generated, if user fees are set at rates that a profit is made, governmental immunity for liability may be jeopardized.

OLO Response:

OLO is not recommending general increases to the fee structure for use of school facilities, but simplification of the existing structures within the Council's policy on fees.

Second, subpart (3) of the first paragraph of Recommendation B2, suggests that "schools should be required to serve only local neighborhood groups ...." (Emphasis added) This portion of the recommendation is contrary to the express mandates

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(Footnote Continued)

use of public school facilities for community purposes. See Md. Educ. Code Ann. §7-108.

<sup>2</sup>This memorandum does not purport to comment on statutory restrictions, if any exist, on the establishment of fees for any facility other than school facilities.

of §7-108(b) of the Education Article and the School Facilities Utilization Act, which provide for the use of public school facilities without restriction. As is noted below, such a restriction may also violate the Privileges and Immunities clause of the United States Constitution.

OLO Response:

The last paragraph on page 41 contains a listing of four concerns that were raised by individuals who were interviewed during the course of the study. The local neighborhood group issue was raised by those interviewed and is listed in the referenced paragraph. OLO discusses the issue and makes a recommendation in the third paragraph on page 42. The OLO recommendation is that ICB should consider whether it is feasible to give local neighborhood groups preference when scheduling space.

Third, Recommendation B2 recommends that the ICB consider adding a premium to the fee schedule for known non-County groups and any groups discovered to be using the facilities at rates to which the groups are not entitled. Such a policy would appear to have a discouraging effect on the use of school facilities and, therefore, would be contrary to the main objective of encouraging the use of school facilities. Additionally, such a policy of establishing a "premium" charge is not authorized by §7-110 of the Education Article. Finally, such a policy may violate the Privileges and Immunities clause of the United States Constitution because it discriminates against non-residents.

OLO Response:

The essence of this recommendation is that ICB should recover full cost from non-County residents who use the school facilities. It is OLO's understanding that capital costs are currently paid through tax funds, and are not reflected in the current fee schedules. Since these fee schedules do not reflect full cost, a premium would be needed to bring the fees up to full cost. If the fee schedules are simplified and expressed in terms of full costs with discounts for various uses or groups, as suggested in OLO Recommendation A2, the word "premium" would no longer apply. OLO is neither recommending nor implying that the County should charge more than full cost for use of any government facilities.

Lastly, Recommendation B2 recommends that the ICB examine "the kinds of activities" conducted by for-profit users in order to provide insight into the extent to which these groups may use school facilities. This broad recommendation is fraught with free speech issues involving the First Amendment of the United States Constitution. Any limitation of use of a school facility must be content neutral; in other words, the ICB may not refuse to permit the use of a public school facility because it disagrees with the views expressed or held by the user. Section 7-108, on the other hand, outlines the circumstances under which the ICB may refuse the use of a school facility. For example, §7-108(b)(3) authorizes a County Board to refuse use of a school facility when the purposes of the use appear likely to provoke or add to a public riot or breach of the peace, or when the purpose of the use appears likely to create a clear and present danger to

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<sup>3</sup>The Privileges and Immunities clause may not be violated if a Court determines that there are legally valid reasons for a distinction based on residency and that the degree of discrimination bears a close relation to the reasons for the distinction.

the peace and welfare of the County or State. Section 7-108(c) provides for limitations on use by partisan political organizations. Lastly, §7-110(c)(2) authorizes the ICB to refuse use to persons who have, on previous occasions, failed to leave the facilities as clean as they were before they used them. Otherwise, the extent to which a group may use school facilities cannot be based on the kind of activities they intend to conduct.

OLO Response:

OLO is recommending a review of school facility use by for-profit groups to identify whether the "kinds of use" were mostly accommodated by private facilities in the past. A major purpose of the review would be to determine whether the use is extensive and related to lower fees being charged for use of school facilities than for commercial spaces. OLO is further recommending that ICB review the information and decide whether adjustments should be made to the fees charged for-profit groups. If these groups are using school spaces because they prefer the facilities and fees are generally in accord with those charged by the private sector, no adjustments may be necessary. However, if the for-profit groups are using school spaces extensively because the fees are considerably lower than those charged for commercial spaces, that is another matter, and may indicate that fees should be increased so as not to compete with the private sector.

If you have any questions, please do not hesitate to call.

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See subsequent letter from County Attorney beginning on the next page.



OFFICE OF THE COUNTY ATTORNEY  
MONTGOMERY COUNTY, MARYLAND

ADDENDUM MEMORANDUM

March 11, 1993

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

VIA: Joyce R. Stern *Joyce R. Stern*  
County Attorney

FROM: Charles L. Frederick *Charles L. Frederick*  
Assistant County Attorney

RE: Draft OLO Report No. 92-4, Review of the Interagency  
Coordinating Board for Community Use of Educational  
Facilities

On March 4, 1993, and subsequently, Joan Pedersen and I have spoken about this Office's Memorandum dated March 1, 1993 (the "Memorandum") regarding the DRAFT copy of the the Office of the Legislative Oversight Report No. 92-4 (the "Report"). Based upon those conversations, this Addendum Memorandum is sent to clarify the legal issues addressed in the Memorandum.

With respect to comments concerning the recommendations to simplify the fee schedules for the use of public school facilities, as noted in the Memorandum, concrete, identifiable figures were not recommended in the Report. The Report, however, referred to a User Fee Policy, adopted by Counsel Resolution 12-595 on March 31, 1992, which was prepared as a guide for all County Agencies. Inasmuch as the fees that may be charged for the use of public school facilities, as opposed to other facilities, are governed by state law, the Memorandum discusses the limitations on the fees that may be charged for the use of public school facilities. If the Report's Recommendation of simplifying the fee schedules for the use of public school facilities is undertaken, it may be done so with knowledge of and within the bounds of state law.

With respect to the comments regarding subpart (3) of the first paragraph of Recommendation B2, which suggests that "schools should be required to serve only local neighborhood groups...", I understand that the Report does not make such a recommendation. If it did, however, the comments in the Memorandum would be valid.

With respect to the comments regarding the Recommendation that the ICB examine "the kinds of activities conducted by for-profit users..." in order to provide insight into the extent to which these groups use public schools facilities, I have reviewed

Andrew Mansinne, Jr.  
March 11, 1993  
Page 2

Ms. Pedersen's proposed changes. See Attachment A. These changes do not, in my opinion, cure the First Amendment problems. Any time you suggest studying "the kinds of activities conducted..." by user groups and recommend changes in policy based on those findings, you open yourself up to several legal problems. First, if the recommended change in policy makes it more onerous for a group to use public school facilities, you implicitly state that you prefer that that group, based upon "the kinds of activities..." they conduct, take their business elsewhere. Further, the main purpose of "encouraging" the use of public schools facilities may be contravened.

Do not misunderstand this Addendum Memorandum. State law allows, although it does not require, the ICB to charge commercial users rent and recovery of capital costs, in addition to a reasonable charge for heating, lighting, and janitorial services. See Md. Educ. Code Ann. §7-110(a). If the goal of this portion of Recommendation B2 is to study the current commercial user fees and adjust them in order to charge rent and recovery of capital costs, it should be done by using a content-neutral method. Recommending a study into "the kinds of activities conducted by for-profit users...", as a means to adjust the commercial user fees, does not give the impression of being content-neutral.

If you have any additional questions concerning this Addendum Memorandum, please do not hesitate to call.

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Andrew Mansinne, Jr.  
March 11, 1993  
Attachment A

ICB should also examine whether commercial fees (fees charged when the motive for using the facilities is for-profit) are considerably lower than the private sector is charging for similar spaces. An examination of the kinds of activities conducted in the schools by for-profit users should provide insight into the extent of school use by these groups and whether for-profit groups are using school facilities when commercial space may be available. ICB must take into consideration the many for-profit uses of school facilities and set policy so as not to discourage non-profit groups from holding occasional fund-raising activities. However, recognizing that government need not directly compete when private enterprise is providing adequate service, ICB should address the concerns expressed by the school system that ICB commercial fees are much lower than market and attracting for-profit groups that would otherwise be renting commercial facilities.

Note: Text added by OLO is underlined.

**CITY OF ROCKVILLE**  
***Department of Recreation and Parks***

March 9, 1993

**MEMORANDUM**

**TO:** Andrew Mansinne, Jr., Director

**FROM:** Burt Hall, Director of Recreation and Parks



**SUBJECT:** Comments on Draft OLO Report No. 92-4

My staff has reviewed your report titled, Review of the Interagency Coordinating Board for Community Use of Educational Facilities. The following comments support the ideas expressed in the recommendations portion of the report.

The citizens of the City of Rockville have benefitted from a successful working relationship with the Interagency Coordinating Board (ICB) and concur with the recommendations presented in your draft report. The organizational structure has been successful during the ICB/CUS tenure and should be continued. The community use of schools provides a valuable service not only to the citizens of the City of Rockville, but to all Montgomery County residents. The responsibility for scheduling of school facilities should remain a centralized function under the supervision of the ICB and the CUS office.

We appreciate the opportunity to review the report and look forward to the final draft.

BH:mc



February 17, 1993

Office of Legislative Oversight  
100 Maryland Avenue  
Rockville, MD 20850

Dear Mr. Mansinne,

Thank you for the opportunity to review the report on the Interagency Coordinating Board and Office of Community Use of Educational Facilities. I concur with the recommendations presented and commend Joan Pedersen for a thorough evaluation of the issues.

One aspect of ICB/CUEFS operation, however, has changed while the report was in the development stage. Because of manpower reductions (according to CUEFS staff), the Citizens Advisory Committee has been inactive. While appreciating the difficulties associated with staff reduction, I am concerned about the long range impact associated with this action. One of the most unique elements of the CUEFS operation in the past was policy development and implementation supported by the wide range of opinions voiced by members of the Advisory Committee. The compromises agreed upon by this group were truly representative of all community users. Without an active Advisory Committee, I am concerned that CUEFS will become another bureaucratic service lacking in communication and interaction with the public it was established to serve.

If I can be of further assistance in this effort, please do not hesitate to call.

Sincerely,

*Priscilla Chambers*

Priscilla Chambers  
Assistant Director  
Dept. of Parks and Recreation

cc: Dr. Gail Ayers

**City of Gaithersburg**

Department of Parks and Recreation • 502 South Frederick Avenue, Gaithersburg, Maryland 20877 • 258-6350

**MAYOR**

W. Edward Bohrer, Jr.

**COUNCIL MEMBERS**

Stanley J. Aletor  
Sidney A. Katz  
Gertrude M. Kildee  
Julius J. Persensky  
Mary B. Ward

**CITY MANAGER**

Sanford W. Daily



ATTACHMENT A

**Recommendations Adopted by the  
Community Education and Services Task Force  
March 20, 1978**

1. In order to bring together principal governmental units involved, and provide policy and fiscal coordination and other characteristics necessary to effective community use of school facilities, the Community Education Inter-Agency Policy Board of nine members be created:
  - a) Its composition should consist of the County Executive and a member of each of the County Council, of the Board of Education, of the Maryland-National Capital Park and Planning Commission and of the Montgomery College Board of Trustees selected from within their respective bodies and four citizen members;
  - b) the citizen members should be selected from and by the Inter-Agency Advisory Board defined below;
  - c) a Community School Director would be employed by the Inter-Agency Policy Board to administer funds and implement its policies;
  - d) the County Executive and each of the mentioned agencies should appoint an administrative staff support person to attend all meetings of the Inter-Agency Policy Board but such persons should not have voting rights;
  - e) a separate budget/appropriation category should be created within the County Government budget and the Inter-Agency Board be empowered to administer it;
  - f) the terms of office of Inter-Agency Policy Board members should be defined in such a manner as to provide continuity of service; and
  - g) the Inter-agency Policy Board should select its own chairperson from among its members.
2. The County Executive and County Council in consultation with the other agencies and groups involved develop suitable legislation to create the necessary legal base to implement the preceding recommendation; it is further recommended that the Inter-Agency Policy Board be permitted to operate with adequate staff and funding at least for a three-year period in order that it be afforded a fair trial.
3. Activities be programmed in such a way that community needs and use of facilities are carefully coordinated and not necessarily concentrated at any one of the three levels of the school system (senior high, junior high or elementary).

4. Within general policies established by the Inter-Agency Policy Board, the appropriate program at individual schools be based on community need and not necessarily on which groups get the building request form in first.
5. The continuance of the Public School and Recreational Site Selection Advisory Committee be supported; this committee could participate also in the process of selection of sites for other related County services.
6. Any time a school site is selected for substantial renovation or new construction, Montgomery Public Schools at that time bring in representatives of Maryland-National Capital Park and Planning Commission, the departments of recreation, Montgomery College, and any other major existing or potential user to provide input to the planning and design process; knowledge of this consultative arrangement (already in partial use through local school committees) should be disseminated among County agencies and community groups.
7. The County Government, the Board of Education, the Maryland-National Capital Park and Planning Commission, and interested community groups urge the State Board of Education and the State Inter-Agency Committee to revise their existing guidelines for elementary gym construction to include expanded specifications, when justified, to accommodate community use under criteria of need, location, and accessibility.
8. The Task Force recommends that the County Government continue to supplement financially the expansion of elementary gyms to accommodate educational and community needs.
9. In any school renovation that involves overhaul or replacement of the heating system, consideration be given to zoned, or separate, heating and air conditioning with separate controls.
10. The Task Force recommends that as a normal practice, school gym floors be marked to accommodate at least three activities--basketball, volleyball, and badminton.
11. Not all community use of schools be supported through fees; public, non-profit and community use should be partially subsidized by general County funds and by State funds available for this purpose.
12. A sliding fee scale for use of public school facilities be implemented. The Community Education Inter-Agency Policy Board should establish categories of users on a full, part, or no-pay basis.
13. A vigorous effort be made to obtain additional grants and other financial support from Federal, State, foundation, private and philanthropic sources for the purpose of enriching specific community education and services programs.
14. Fees for comparable groups be uniform County-wide, regardless of type of school (community or non-community).



15. Profit-making groups which serve community needs be allowed to use public school facilities based on stringent guidelines to be developed by the Inter-Agency Policy Board.
16. Appropriate instructions, interpretation of policy, and other training be provided for all school personnel associated with the community use of school facilities.
17. Building Services Workers be placed on shifts, where feasible, to include weekends and evenings.
18. The need for overtime and night differential pay by Building Services Workers occasioned by after-school use of school facilities be further substantially reduced through the use of a pool of part-time Building Services Workers.
19. Specific duty assignment sheets be prepared for both Building Services Workers and the community user groups. These should be discussed by the supervisor with the Building Services Worker assigned to the building through appropriate training programs. It is further recommended that failure to follow these instructions by either the Building Services Worker or the community user group be reported to the administrator responsible and/or to supervisory personnel.
20. Montgomery County Public School (MCPS) regulations requiring a Building Services Worker with a boiler operator license to be in the building during all use hours be changed to permit adequately trained other people to assume this function.
21. Montgomery County Public Schools issue policy and instruction that community use of schools not be a discretionary "add-on", but one of a principal's responsibilities - to be carried out affirmatively rather than passively or reactively - and to include:
  - a) soliciting of advice and suggestions from community groups and suggesting alternatives when spaces applied for are filled up; and
  - b) utilizing County and community agencies wherever appropriate in planning school and school-related activities.
22. County agencies and the MCPS move as promptly and as far as feasible toward centralization of substantial parts of space inventory, and fee billing and collection operations, automating where possible.
23. County agencies and the MCPS devise and utilize a standard building request form and accompanying procedures, adaptable to automated data processing.
24. Each school have a "community services" bulletin board located close to the main entrance used by non-school users on which, among other things, be posted a building schedule showing scheduled events for the current and forthcoming month, along with room numbers, contact person, sponsoring groups, and other pertinent information.

25. The Community Education Inter-Agency Policy Board compile master listings by geographic area of public and non-profit activities scheduled in school facilities in the County and make them available at appropriate central locations throughout the County.
26. Understandings and arrangements among MCPS, other County agencies and instrumentalities, and community organizations that regularly use public school facilities be stated in contractual agreements wherever possible. Such agreements should be:
  - well planned;
  - comprehensive;
  - written in language readily comprehended by both or all parties;
  - equitably flexible to recognize special needs of contracting parties;
  - clear in assignment of responsibilities; and
  - timed to accommodate budget cycles.

More specifically, such agreements should include, among other things:

- Responsibilities for money and personnel;
  - an accurate listing of facilities to be used;
  - priorities among user groups;
  - booking criteria and guidelines;
  - duration (e.g., hours of use, seasonal variations, provisions for holidays, etc.; and
  - amendment procedure.
27. The Montgomery County Public Schools, the largest agency dealing with children and youth, join with all other youth-serving agencies in providing appropriate educational, social, leisure and recreational activities for all children.
  28. County and private agencies which provide recreation and leisure activities work with the Inter-Agency Policy Board and the Montgomery County Public Schools to provide within the public school facilities areas for teens to socialize and relax. Staff and funds should be shared.
  29. The need to provide increased leisure for teens be addressed and consideration given to using under-utilized special facilities, such as industrial arts shops, auto shops, art rooms and home economic rooms.
  30. The sections of this report dealing with difficulties encountered with the delivery of recreation services be given to the directors of the public and private agencies mentioned and to their appropriate advisory boards.
  31. Greater use of present schools be made for vocational training with more comprehensive programs; greater use of the vocational areas of school buildings now opened for community education should be achieved.

32. Evening, weekend and summer vocational training be established for students who do not have time for such programs during their school day, for people who are employed full-time but would like to upgrade their skills, and for parents whose child care obligations prevent them from participating on weekdays.
33. There be created one or more vocational education centers in the County using existing buildings, where feasible, that would serve both the needs of the students in grades 9-12 on a part-time basis and the needs of adults. Use should be made of two or three shifts of personnel, thus limiting the need for duplication of expensive buildings and equipment.
34. There be established a separate fee system, special equipment charge, or other appropriate means to offset for vocational classes the higher costs of equipment used and the additional amount of time required for maintenance connected with certain classes.
35. In Montgomery County Public Schools, all vocational training and education be put under the general direction of the Director of Vocational Education.
36. The Montgomery Local Advisory Committee on Vocational and Technical education be used to plan vocational training programs without duplication between County educational institutions and/or agencies; the Committee should be asked also to assist in establishing performance objectives for the programs and their monitoring.
37. Programmatic analysis be conducted by the Office of Human Resources as to the relative costs and benefits of the present practice of contracting with private business schools for employment training in typing, shorthand and office machine use versus the use of moonlighting teachers from business schools or other private enterprises using idle typewriters and office machines for classes in school facilities, under the supervision and auspices of MCPS.
38. A similar cost-benefit and programmatic analysis be made of the possible use of MCPS home economics facilities by the Cooperative Extension Services for its federally subsidized classes in home-making for low-income people.
39. Where needed and feasible, the Division of Elder Affairs and other public and private County agencies for the elderly increase school facilities utilization for the elderly, especially in areas of the County that are geographically isolated from the established Senior Citizen Centers.
40. Nutrition programs for the elderly be placed in schools where possible; schools with space should make rooms available for after-lunch programs.
41. Special efforts be made to help the elderly feel welcome and comfortable while using public school facilities.

42. Immediate action be taken by County Government agencies and Montgomery County Public Schools to implement existing State law authorizing use of school buses as transport for senior citizen activities, including:
- a) Revision of bus user charge to reflect full cost, including preventive maintenance, overtime, etc., such fees to be borne by user group, sponsoring County agency, or combination thereof;
  - b) ascertaining feasibility of scheduling school buses, on a regular basis, for certain senior citizen housing developments or neighborhoods, of regular bus runs on specified days and times for grocery shopping, nutrition, and recreation activities; and
  - c) budgetary support to meet any added workload imposed by non-school use.
43. The County Council and the County Executive seek to implement the permissible use of school buses not only for senior citizens but to include activities sponsored by agencies of the County Government, Montgomery College, or the Maryland-National Capital Park and Planning Commission.

EXCERPT FROM COUNTY CODE

**ARTICLE I. SCHOOL FACILITIES UTILIZATION ACT.\***

**Sec. 44-1. Purpose.**

It is the purpose of this article to achieve and maintain the following:

(a) Without interference with educational programs and activities or unless precluded by lease conditions between the board of education and private tenants under joint occupancy or similar arrangements, maximum utilization of gyms, playing fields, classrooms and other facilities of the Montgomery County public schools by public and nonpublic agencies, community groups

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\*Editor's note—1979 L.M.C., ch. 19, § 4 provides as follows: "The provisions of this act specified in section 44-3, title 'interagency coordinating board' shall be effective immediately upon authorization by the Maryland General Assembly under the bill presently designated as MC250-79. Until such bill becomes law, the board responsibilities specified herein shall be conducted to the extent authorized under state law and enabling resolution by the interim interagency committee on school facilities utilization. Section 44-3, title 'interagency coordinating board' and all other provisions of this act shall become operative by incorporation in an agreement executed among the county government, board of education, and other public agencies."

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and citizens generally throughout the county, toward the end that these public facilities serve the public on a year-round basis;

(b) Availability to actual and potential users of comprehensive and current information as to community activities and programs being conducted in school facilities and the conditions under which such facilities may be made available;

(c) Allocation and scheduling of facility space among users on an equitable basis;

(d) Improvement of coordination among common services utilizing school facilities;

(e) Identification of new and expanded facility use possibilities;

(f) Establishment of regulations for use, including fee schedules, replacement or repayment for damage to facilities and equipment and other necessary conditions for use; and

(g) Full consideration of community use factors in planning the construction or renovation of school facilities.

(h) It is the further purpose of this article to provide for maximum flexibility to communities and individual schools in the development of program activities in response to particular community needs. (1979 L.M.C., ch. 19, § 2.)

#### **Sec. 44-2. Definitions.**

For the purposes of this article, the following words and phrases shall have the meanings respectively ascribed to them by this section:

*Board.* The interagency coordinating board established herein.

*Committee.* The advisory committee established herein.

*Director.* The director of community use of educational facilities and services.

*Schools.* Buildings and grounds, playing fields, gymnasias and associated educational facilities and equipment under the ownership and operating control of the Montgomery County board of education, including but not limited to those schools currently or in the future designated as "community schools."

*Superintendent.* The superintendent of Montgomery County public schools.

*Community school council.* An existing body created to provide information and advice on community needs, program development, facility use and related matters at designated "community schools" or a body as may be created in the future to

perform similar functions regarding other schools or groups of schools. (1979 L.M.C., ch. 19, § 2.)

**Sec. 44-3. Interagency coordinating board.**

(a) There is hereby established the interagency coordinating board for community educational services, the principal responsibility of which shall be to review and coordinate the activities conducted under this article. This responsibility shall include:

(1) Review budget requests of the director and make recommendations thereon to the chief administrative officer, county executive and county council;

(2) Recommend fee schedules to the county council for its adoption by resolution after it receives the recommendations of the county executive;

(3) Review and propose modifications in major contracts and grants to be negotiated between the county and Montgomery County public schools, pursuant to this article;

(4) 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 article and on or before March 1 of each year following the effective date of this article, submit a report on such matters to the aforementioned officials and bodies and to the general public;

(5) Adopt regulations, under method (2) of section 2A-15 of this Code, as may be necessary to implement the requirements of this act; and

(6) 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; this shall include examining the relationship between programs and activities conducted under this act and related services and activities financed by the county government and submitting appropriate recommendations as to program integration.

(b) The board shall consist of the following nine (9) members: The chief administrative officer, the superintendent of schools, the president of Montgomery College, a member of the Montgomery County Planning Board, a councilmember or the staff direc-

tor of the county council or a senior staff member of the county council who would consistently represent the county council, two (2) citizens appointed by the superintendent and confirmed by the board of education and two (2) citizens appointed by the county executive and confirmed by the county council. In addition, the board of education may designate one of its members who shall be an ex officio nonvoting member of the board. The advisory committee may submit recommendations which shall be considered by the county executive and the superintendent regarding the appointments of citizen members of the board.

(c) Initially, the county executive, after consultation with the president of the board of education, shall designate two (2) of the citizen appointees as chairperson and vice-chairperson, respectively, and submit their designations to the county council for confirmation. Chairperson and vice-chairperson shall serve for a one-year term but may be reelected to office by the board. After the initial selection, the board shall elect its officers.

(d) Citizen members of the board shall serve staggered four-year terms commencing from the first day of July of the year of appointment, with one (1) designee each from the county executive, confirmed by the county council, and from the superintendent, confirmed by the board of education, appointed every two (2) years commencing in 1983. Members shall continue to serve until their successors are appointed.

(e) Members of the board shall serve without compensation.

(f) The board shall meet at least once quarterly; the board may be convened at any time with appropriate advance notice, by the call of the chairperson or upon the request of the chief administrative officer or the superintendent.

(g) Section 2-148(c) applies only to citizen members of the board. (1979 L.M.C., ch. 19, § 2; 1983 L.M.C., ch. 46, § 1; 1984 L.M.C., ch. 24, § 45; FY 1991 L.M.C., ch. 9, § 1.)

Editor's note—1979 L.M.C., ch. 19, § 2 provides that this section, as well as all other provisions of this article, shall become operative by incorporation in an agreement executed among the county government, board of education and other public agencies.

**Sec. 44-4. Director of community use of educational facilities and services.**

The director shall:

(a) Administer the programs and activities necessary to carry out the purposes of this article;

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(b) Administer appropriated funds and explore the possibility of obtaining additional funds from non-county sources;

(c) Provide information and guidance to community groups, municipal governments, county agencies and other users of school facilities as to ways in which such facility use could be made more cost effective;

(d) In consultation with the board and with the approval of the chief administrative officer, employ and train community school coordinators and other necessary personnel;

(e) Directly with individual schools or through community school coordinators (or other intermediate personnel), maintain effective liaison and consultation with school principals, community school councils and other community organizations and user groups in order to fulfill the following responsibilities, among others:

(1) Encourage and assist in the formation of community school councils;

(2) Schedule use of school facilities;

(3) Under arrangements with school principals, assure general and proper supervision of non-school use of buildings and other facilities, including the engagement of appropriate on-site personnel;

(4) Generally coordinate logistical, financial and related aspects of the after-school, evening, weekend and vacation period and other non-school use of school facilities, as may be provided in contractual or other arrangements between the county government and the board of education;

(5) Survey community needs and develop outreach and other programs to meet those needs through optimal use of school facilities; and

(6) Assume responsibility for needed repair or replacement of property resulting from community use;

(f) Effect cooperation among activities under this article, community programs and activities carried on in former schools subsequently taken over by the county government and multi-purpose community centers operated by the county government;

(g) Serve as executive secretary to the board; and

(h) Perform such other related duties as may be required.  
(1979 L.M.C., ch. 19, § 2; 1986 L.M.C., ch. 37, § 3.)

Cross reference—Office of community use of educational facilities and services established, § 1A-203(a).

**Sec. 44-5. Advisory committee.**

(a) There is hereby established an advisory committee to advise the board and director as to programs and activities conducted pursuant to this article; the committee shall bring to the board and director a broad spectrum of ideas and recommendations as to community use of school facilities. The committee shall submit recommendations to the board on the following subjects: ways by which school facility use may be increased by public agencies and community groups; ways in which information and other outreach efforts may be approved; ways in which facility utilization may be made more cost effective; and, ways by which procedural changes may result in a more effective operation.

(b) Members of the committee shall be appointed by the board or designated by organizations under arrangements specified by the board and shall be representative of various county and community groups with interests in school facility use. Committee members shall serve without compensation. The director shall provide necessary staff support for the committee. (1979 L.M.C., ch. 19, § 2.)

**Sec. 44-5A. Enterprise fund established; accounts.**

(a) A community educational facilities enterprise fund is hereby established to be administered by the director of the Montgomery County department of finance and which will include:

(i) All revenues, fees and other monies received, either directly or through the Montgomery County public school system, from user fees and other payments for non-school use of school facilities as defined herein;

(ii) Grants, contracts, and other funds received from federal or state governments or from other public or private sources for the purposes set forth herein; and

(iii) Funds appropriated by the county council.

Disbursements from the fund will include amounts necessary for:

(i) Reimbursements to the Montgomery County public schools for costs incurred or services rendered in making school facilities available for community or other non-school use;

(ii) Expenses for meetings and other activities of the board; salaries and other expenses for the director of community use of educational facilities and services, coordinators, and other personnel; and

(iii) Other expenses necessary to carry out the activities authorized or prescribed herein.

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(b) Under criteria approved by the board and in cooperation with the superintendent, the directors of finance and budget of the county shall establish a system of fund accounts and other accounts that reflect all identifiable direct costs involved in making school facilities available for non-school use, exclusive of joint tenancy arrangements maintained by the board of education. These accounts shall include the financial basis for

(i) Calculating and establishing fee schedules;  
(ii) Estimating the degree of any subsidization to be provided for particular categories of use; and

(iii) Formulating budget requests for the appropriation of county funds to assist in carrying out the purposes of this article.  
(1979 L.M.C., ch. 19, § 2.)

§ 7-108

EDUCATION

**§ 7-108. Use of school property for other than school purposes — In general.**

(a) *County boards to encourage use.* — Each county board shall encourage the use of public school facilities for community purposes.

(b) *Application to county superintendent for use.* — (1) If written application is made to the county superintendent, the county board shall provide for the use of a public school facility for:

- (i) The presentation and discussion of public questions;
- (ii) Public speaking;
- (iii) Lectures; or
- (iv) Other civic, educational, social, or recreational purposes or church affiliated civic purposes.

(2) These meetings shall be open to the public.

(3) The county board may refuse the use of any school facility for these purposes if it appears that the use is likely to:

- (i) Provoke or add to a public riot or breach of the peace; or
- (ii) Create a clear and present danger to the peace and welfare of the county or State.

(c) *Use by partisan political organization.* — Each county board may permit a partisan political organization that has polled 10 percent or more of the entire vote cast in this State in the last general election to use public school facilities for programs and meetings that relate to a political campaign for nomination or election of a candidate to public office.

(d) *Use for religious or other purposes.* — Each county board may permit the use of public school facilities for religious or other lawful purposes.

(e) *Use not to interfere with regular school functions.* — Subject to § 7-109 of this subtitle, school facilities may be used only at times that will not interfere with regular school sessions or other bona fide school activities.

(f) *Montgomery County.* — In Montgomery County, nonschool use of school facilities for public and community purposes and the manner by which costs associated with such use are apportioned may be regulated by local law consistent with the use criteria set forth in § 7-110 and not inconsistent with any other provisions of this article. The local law authorized by this subsection may provide for an interagency coordinating board and for the appointment of its members by Montgomery County. Membership may include the Superintendent of Schools, the President of Montgomery College, the members of the Montgomery County Planning Board, and such other members as may be provided by the local law. (An. Code 1957, art. 77, § 97; 1978, ch. 22, § 2; 1979, ch. 191; 1991, ch. 26.)

**Effect of amendment.** — The 1991 amendment, approved Apr. 9, 1991, and effective from date of enactment in (e) added "Subject to § 7-109 of this subtitle" preceding "School" at the beginning and deleted "under this section or § 7-109 of this subtitle" following "may be used."

**Editor's note.** — Section 2, ch. 26, Acts 1991, provides that "notwithstanding any

other provision of law, a lease entered into before the effective date of this Act by a county board for the construction or operation of a day care center shall be deemed authorized under this act."

**Private day care on school property.** — The authority of a local board of education to permit a day care provider or other private corporation to construct a building for its own use

PROCEDURES

## CHARGES:

Plan and execute an evaluation to begin at the conclusion of FY91 to determine the impact of the new scheduling procedures on services to users and assistance to school scheduling staffers, define heavy use, and determine when it is necessary to providing scheduling assistance to schools. Develop a recommendation for the Interagency Coordinating Board regarding policy to provide or limit access of indoor facilities for outdoor sports: lacrosse, soccer, baseball, hockey.

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## PUBLIC RELATIONS

### CHARGE:

Continue to identify ways to communicate to the public how to take advantage and participate in the many essential services provided by organizations who use schools. Continue to develop ways to recognize schools and service providers for their contributions to the community use program.

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## FINANCE

### CHARGE:

Conclude recommendations for fees for FY93 through FY95. Make recommendations for the level of subsidy to be provided to community groups through centralization and free use. Make recommendations as to where expenses could be cut. (Hopefully, a consolidation of these recommendations will lead to a revised fee structure that can readily be updated by some simple means; such as cost-of-living changes.)

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## COMMUNITY SERVICES

### CHARGE:

Provide a detailed outline of the priority services needed in schools and identify how these service needs can be met through the Community School Program and local service providers.

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0959L:Revised 2/8/91





## HISTORY OF CITIZENS' ADVISORY COMMITTEE ACTIVITIES

### 1981-1982

- Major revision of fees and the development of chart to explain groups and charges which still exists in its current form.

### 1983

- Recommendation for Community School placements

### 1984

- Restructuring of Advisory Committee - Bylaws Revision

### 1985

- Monday through Friday exemption of all non-fee Scout activities (except gym use)
- Equivalency rate of joint occupancy fees to Shared Space Day Care
- Reduction of fees for PTA activities on weekdays and revisions in holiday and weekend charges
- Field use policy in inclement weather
- Disallowance of personal and private celebrations
- Charges for recreation department commercial programs
- Light Stadium Field Policy
- Reimbursements to MCPS

### 1986

- Procedures for Selection of Shared Space Day Care
- Community Service Project Criteria/Procedures
- Charges for the use of high school auditorium equipment
- Increased reimbursements to MCPS/Fee Increase
- Assessment of late charges to billed users
- Equipment Replacement Fund Award increase

### 1987

- Parkland Community School Proposal for Community Service Funds
- Damascus Community School Proposal for Community Service Award Funds
- Employee OSCAR (Outstanding School/Community Award Recipient)
- Interim Equipment Replacement Fund Award
- Criteria for evaluation of Community School Programs
- Committee for field maintenance and subsequent rehabilitation program
- Damage deposit for use of cafeteria kitchens

### 1988

- Changes to the Community Services Project Procedures
- Parkland Community School Proposal for Supplementary Community Service Funds
- Criteria to be used for the evaluation of the Community School Program
- Revised equipment replacement fund criteria
- User fees for the use of school equipment

### 1989

- Recommendation for FY91 fee increases
- Penalty fees for users who stay beyond their scheduled time

### 1990

- Recommendation for specific time lines for Building Use Form submission

### 1991

- Recommended mid-level weekend/holiday auditorium fee for nonprofit organizations holding fundraising activities
- Recommended criteria for the indoor use of school gyms for soccer, lacrosse, hockey, and baseball.

### 1992

- Recommended criteria for Community School placement



**History of Weekend Building Services Issues**

- FY80 MCPS provided Building Service Workers at overtime rates for community use of its facilities, and ICB reimbursed the school system for all overtime hours billed by MCPS and verified by CUEFS for community use and election coverage. The total reimbursement to MCPS for staff costs in FY80 was \$522,543.
- FY81 A weekend centralization program was implemented to concentrate community use as much as possible, and thereby reduce the number of hours of building services coverage necessary during community use of facilities. ICB continued reimbursement to the school system for all overtime hours billed by MCPS and verified by CUEFS for community use and election coverage. The total reimbursement to MCPS for staff costs in FY81 was \$521,394.
- FY82 Weekend centralization continued to reduce total hours of building services staff coverage while overtime rates continued to increase. ICB again reimbursed the school system for all overtime hours billed by MCPS and verified by CUEFS for community use and election coverage. The total reimbursement to MCPS for staff costs in FY82 was \$497,390.
- FY83 Negotiations with the union for school support employees (MCCSSE) resulted in weekend overtime wages being replaced by a flat rate of \$10.00 per hour, and weekend workers were exempted from regular cleaning of rooms, halls, and lavatories. ICB reimbursed the school system for all community use hours billed by MCPS and verified by CUEFS, at \$10.00 per hour for weekend coverage and at overtime rates for weekday, holiday, and election coverage when services were provided beyond normal work schedules. The total reimbursement to MCPS for staff costs in FY83 was \$430,300.
- On May 4, 1983, a joint letter from the County Executive and Council President was sent to BOE expressing concern over the cost of Building Service Worker coverage for community use of the school facilities and requesting BOE to review options for reducing costs.
- FY84 MCPS continued to provide Building Service Workers at \$10.00 per hour for community use of its facilities on weekends and at overtime rates for weekday, holiday, and election coverage when such use required building services staff to work above or beyond their normal work schedules. ICB reimbursed the school system at the applicable rates for all hours billed by MCPS and verified by CUEFS. The total reimbursement to MCPS for staff costs in FY84 was \$397,884.
- FY85 Negotiations with the union for school support employees resulted in the weekend flat rate wage rate being increased to \$12.00 per hour, while weekday, holiday, and election coverage continued at overtime rates when such use required staff to work beyond their normal work schedules. Until April 15, 1985, ICB reimbursed the school system at the applicable rates for all hours billed by MCPS and verified by CUEFS. In addition to the \$12.00 per hour rate, ICB reimbursed MCPS for all FICA costs related to weekend use of school facilities.

Effective April 15, 1985, the Supreme Court decision in Garcia v. San Antonio Metro Transit Authority placed MCPS under the Fair Labor Standards Act requiring payment of overtime for hours worked in excess of 40 hours in one week. MCPS attorneys interpreted the decision to mean that, as of this date, building services staff should be paid at the time and one-half rate for weekend community use coverage, and from this date, ICB again reimbursed the school system for all overtime hours billed by MCPS for weekend community use and verified by CUEFS. The total reimbursement to MCPS for staff costs in FY85 was \$524,460.

- FY86 MCPS continued to provide Building Service Workers at overtime rates for community use of its facilities for weekends, holidays, and elections. In addition overtime rates were applied during the week when building services staff were required beyond their normal work schedules. ICB reimbursed the school system for all overtime hours billed by MCPS and verified by CUEFS. The total reimbursement to MCPS for staff costs in FY86 was \$626,327.

On April 30, 1986, the Council's Personnel Committee requested BOE to address the problem of overtime rates being paid for school Building Service Workers to provide coverage for the community's use of school facilities on weekends.

- FY87 MCPS continued to provide Building Service Workers at overtime rates for community use of its facilities for weekends, holidays, and elections. In addition overtime rates were applied during the week when building services staff were required beyond their normal work schedules. ICB reimbursed the school system for all overtime hours billed by MCPS and verified by CUEFS. The total reimbursement to MCPS for staff costs in FY87 was \$629,320.

- FY88 On May 19, 1987, having received no reply to the Personnel Committee's request that BOE review the costs of Building Service Worker coverage during community use, the County Council refused to fund a portion of the FY88 MCPS plant and equipment operations budget and requested that a plan be developed to provide weekend staff coverage for community programs without using overtime. At the same time, the Executive and Legislative branches agreed to appropriate only a straight-time hourly rate in the ICB budget for weekend staff coverage.

During the year, a working group of MCPS and ICB staff reviewed possible solutions and developed a weekend staffing plan which included (1) MCPS hiring sixty 20-hour per week employees to serve as core workers for weekend community use coverage at various schools as needed (8-hour shift Saturdays and Sundays and 4-hour shift on Fridays); (2) hiring of seasonal or temporary building services staff to work less than 16 hours per week for backup and peak period coverage when part-time staff would not be available; and (3) a weekend supervisor to assure adequate services to community users and cleaning services to the school system. It was agreed that ICB and MCPS would share the cost of the core staff and supervisor positions 60/40, since both organizations would benefit from the arrangement.

On November 10, 1987, BOE adopted the weekend staffing plan, but excluded the provision for hiring temporary staff for peak periods if part-time staff were unavailable. On December 9, 1987, ICB accepted the new plan with the understanding that MCPS would strive to meet peak period staffing needs at straight time wages rather than overtime.

A supplemental appropriation (\$257,000) was approved for ICB to pay the additional cost of reimbursing MCPS for staff hours at time and one-half until the plan's implementation in FY89, and ICB reimbursed the school system for all overtime hours billed by MCPS and verified by CUEFS. The total reimbursement to MCPS for staff costs in FY88 was \$726,520.

FY89 In July 1988, MCPS hired the weekend supervisor and began the process of hiring weekend part-time Building Service Workers. In the fall, MCPS began using the part-time workers for weekend coverage at a small number of schools. An agreement was signed with MCPS, under which ICB reimbursed the school system for 60% of the salary and fringe benefit costs of the supervisor position and for the estimated salaries of the 60 part-time weekend staff, plus overtime rates for holiday and election coverage and for during the week use beyond the normal schedules for Building Service Worker coverage. The total reimbursement to MCPS for staff costs in FY89 was \$687,500.

FY90 In the fall, the weekend supervisor position became vacant and a member of the School Plant Operations staff assumed responsibility for weekend building services scheduling. A full complement of weekend part-time staff was not achieved during the fiscal year, and ICB again reimbursed the school system for 60% of the salary and fringe benefit costs of the supervisor position and for the estimated salaries of the 60 part-time weekend staff, plus overtime rates for holiday and election coverage and for during the week use beyond the normal schedules for Building Service Worker coverage. The total reimbursement to MCPS for staff costs in FY90 was \$791,060.

FY91 The weekend supervisor position was filled and a full complement of weekend part-time workers was achieved in October 1990. This part-time staff was not school based, but assigned to a school as needed to support community use. Since the temporary/seasonal building services staff portion of the plan was not implemented (part-time staff for less than 20 hours per week), MCPS continued to provide existing full-time building services staff at overtime rates to supplement the core part-time workforce during peak times and in emergency situations. Under an agreement signed with MCPS, the ICB reimbursed the school system for 60% of the salary and fringe benefit costs of the supervisor position, for salaries and fringe benefits of the part-time weekend staff, plus overtime rates for holiday and election coverage and for during the week use beyond the normal schedules for Building Service Worker coverage. The total reimbursement to MCPS for staff costs in FY91 was \$927,143.

FY92 Due to a high number of lockouts and other problems encountered during weekend community use, it was decided the part-time weekend workers should be assigned to specific schools. During this year, MCPS continued to use part-time employees in 49 schools identified as having the heaviest hours of weekend use (scheduled eight hours each on Saturday and Sunday and four hours on Friday, regardless of the community use schedule). MCPS full-time employees covered weekend activities at overtime rates in those schools without a part-time weekend worker and for any hours beyond the normally scheduled coverage for the part-time staff. Responsibility for work assignments for overtime coverage was shifted from the weekend supervisor to the school-based managers, to be coordinated with the weekend supervisor. Managers were instructed to use the lowest grade employees (grade 6) whenever possible, with 10 percent of the overtime hours distributed to other union members as per negotiated agreements.

ICB reimbursed the school system at a flat rate of \$14.00 per hour plus FICA expenses for the total number of weekday and weekend community use and cleaning hours scheduled; 60 percent of the salary and benefits of the weekend supervisor position; and for all overtime hours billed by MCPS and verified by CUEFS for holiday and election coverage. The total reimbursement to MCPS for staff costs was \$961,855.

During this fiscal year, the County Council requested MCPS staff to implement more flexible hiring arrangements to supplement the part-time core weekend building services staff. The Council directed that MCPS should create a new kind of security position to work less than a 20-hour work week and fill all full-time building services positions with the understanding that their work week could include weekends.

FY93 MCPS is continuing with the weekend staffing plan adopted in FY92. As of January 1993, no building services staff has been hired with the understanding that the work week could include weekend working requirements, and seasonal positions to work less than 20 hours per week have not been created. ICB continues to reimburse the school system at a flat rate of \$14.00 per hour plus FICA expenses for the total number of weekday and weekend community use and cleaning hours scheduled; 60 percent of the salary and benefits of the weekend supervisor position; and for overtime hours billed by MCPS and verified by CUEFS for holiday and election coverage. The total reimbursement to MCPS for staff costs in FY93 is budgeted at \$958,720.

MCPS central administration, principals and school-based managers, and ICB are in agreement that returning to school-based building services staff for weekend coverage during community use has provided positive benefits to MCPS and users of school space.