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Statewide State of Condition of Academic Facilities

For the Governor, the House Committee on Education, the Senate Committee on Education, and the Academic Facilities Oversight Committee

October 1, 2014

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Public School Academic
Facilities and Transportation

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2014 Report on condition of academic facilities statewide

<u>Preamble</u> "…to ensure that adequate facilities and substantially equal facilities are, and will continue to be provided for Arkansas' school children."———— *Act 1181 of 2003*

The Arkansas Division of Public School Academic Facilities and Transportation *(Division)* submits this annual report pursuant to Arkansas Code Annotated *(A.C.A.)* § 6-21-112. This report conveys the actions of the Arkansas public school districts to construct new public school facilities, renovate and convert existing public school facilities, and correct significant deficiencies to state school facilities toward the goal of providing equitable and adequate surroundings to support the state's educational program.

FACILITY SYSTEMS

The units of measure to track the improvement of the condition of the state's public school system are the 12 general building and design systems of major facility structures as outlined in the referenced statute. These are:

1. **Site:** Site improvements relate to deficiencies that include lands and all improvements to the site such as grading, drainage, drives, parking areas, walks, landscaping and playgrounds.

2. **Roofing:** Roofing improvements relate to deficiencies that include all types of roofing system replacements.

3. **Exterior:** Exterior improvements relate to deficiencies that include window systems, exterior painting, exterior doors and other wall systems.

4. **Structure:** Structural improvements relate to deficiencies that include systems necessary to maintain the structural integrity of the facility and include structural walls, foundations and structural building members.

5. **Interior:** Interior improvements relate to deficiencies primarily concerned with interior finishes, walls, flooring materials, ceilings and interior door systems.

6. **Heating, Ventilation, and Air Conditioning *(HVAC)*:** HVAC improvements relate to deficiencies that include air cooling systems, controls, storage tanks and towers, ductwork, fresh air systems and heating systems.

7. **Plumbing and Water Supply:** Plumbing improvements relate to deficiencies that include domestic water piping, sanitary sewer piping, fixtures, water heaters, and backflow preventers.

8. **Electrical:** Electrical improvements relate to deficiencies that include electrical main service, electrical distribution systems, lighting fixtures, emergency lighting and emergency generators.

9. **Technology:** Technology improvements relate to deficiencies that include public address systems, intercom systems, telephones and computer infrastructure.

10. **Fire and Safety:** Fire and safety improvements relate to deficiencies that include fire protection systems, emergency lighting, fire alarm panels, fire sprinkler systems and security wiring infrastructure.

11. **Specialty Items:** Specialty improvements relate to deficiencies that include elevators, fixed cabinetry, movable partitions, stage equipment and lockers.

12. **Space Utilization:** Space utilization improvements relate to deficiencies that include lack of space and disproportionate space to support the academic environment.

2004 STATEWIDE ASSESSMENT

The major building systems identified in this report were derived from the primary areas of inspection conducted during the 2004 statewide facility assessment. The intent of the assessment was to identify the condition of school facilities in Arkansas and to determine their adequacy to serve their intended purpose. The assessment provided basic information regarding building inventories, existing deficiencies and lifecycle data that could be used to compare the relative condition from one school to another. The assessment can additionally be used for:

1. Developing and maintaining an inventory of facility information that can be used for planning purposes.

2. Identifying needs that could impact the continued and ongoing operation of the facility.

3. Classifying short and long-term needs across a range of facility types and building systems.

4. Determining major renovations and in some cases building replacements.

5. Determining lifecycle or replacement needs for building systems that are projected to reach the end of their useful life in the next ten years.

6. Identifying growing districts and their potential facility impacts.

7. Comparing the educational suitability of school facilities.

FINANCIAL PROGRAMS

The assessment coupled with facility projects completed under the various state financial programs can be used to give an indication of improvement and progress of correcting the original assessment deficiencies, identifying new deficiencies, and the relative cost applied each year in these twelve areas. In comparing relative costs of the initial assessment to funds expended in these twelve areas, there are two considerations:

1. Buildings were initially evaluated for compliance with an unofficial set of proposed educational facilities standards developed in 2004.

2. The condition of every public school academic facility was measured by the most current building code as of the date of the assessment. The 2004 assessment measured every building to current codes *(2004)* and proposed construction standards. The status of the unofficial standards was changed in November 2005 when the Commission for Arkansas Public School Academic Facilities and Transportation adopted the Arkansas Public School Academic Facilities manual.

The correction of deficient areas, identified in this report, has been enhanced by legislative measures that have created various funding programs. The amount of state financial participation provided individual projects by the funding programs is determined using the Academic Facilities Wealth Index of the district.

1. **Academic Facilities Immediate Repair Program.** State financial participation was made available for eligible projects designed to address the correction of deficiencies in academic facilities that presented an immediate hazard to health or safety of students and staff, meeting minimum health and safety building standards, or the extraordinary deterioration of the academic facility.

   The Academic Facilities Immediate Repair Program was to provide immediate state financial support for existing school facility deficiencies as determined through the assessment. It served as a one-time opportunity for school districts to apply for funding to make needed improvements to facilities in advance of full implementation of the statewide planning process under the Academic Facilities Master Plan Program

   This program ended January 1, 2008. 240 projects with total project costs of about $46,403,000 were completed under the program.

2. **The Transitional Academic Facilities Program.** State financial participation was made available to the school districts in the form of a reimbursement to continue the progress of projects begun by the school districts prior to the initiation of the Academic Facilities Partnership Program.

   This program linked the provisions of financial support with planned facility projects begun prior to the Partnership Program. The program provided reimbursement to school districts for new facilities or renovations for which the debt incurred or the expenses were made after January 1, 2005, and on or before June 30, 2006. The projects were required to be new construction projects and were allowed to meet the Arkansas Schoolhouse Construction Standards or the new Arkansas Academic Facilities Manual Standards.

   The Transitional Program ended June 30, 2009. 213 projects with project costs of about $193,737,000 were completed under this program.

3. **Academic Facilities Partnership Program.** This is the long-term state program for assisting school districts with new construction needs to meet the facility requirements as determined necessary for an adequate education. State financial participation is made available in the form of payments to school districts for eligible new construction projects. A new construction project includes any improvement to an academic facility and, if necessary, related areas such as the physical plant and grounds that bring the state of condition or efficiency of the academic facility to a state of condition or efficiency better than the facility's existing condition of completeness or efficiency. New construction also includes additions to existing academic facilities and new academic facilities. The program does not assist school districts with maintenance and repairs.

   Project applications are submitted every two years, and program amounts are designated by the appropriate biennium. To date, the programs are designated as Partnership 2006-2007, Partnership 2007-2009, Partnership 2009-2011, Partnership 2011-2013, and Partnership 2013-2015.

   The Partnership Program to date consists of 2,277 approved projects with estimated total project costs of about $2,511,549,306.

Analysis of Funding Programs

The data on the enclosed *Academic Facility Total Project Costs* chart shows trends with regard to the correction of deficiencies identified in the 2004 assessment. In analyzing the percentage of total assessment

activity identified in 2004, the highest areas based on activity completion, in order, are roofing, HVAC, electrical, and fire and safety.

In the Immediate Repair Program the school districts primarily corrected deficiencies in HVAC, roofing, fire and safety, and interior. School districts completed a number of combination projects that included multiple systems.

Roofing, site and interior projects dominated the Transitional Program both in numbers of projects and in total project cost. For the first time, funds were expended for facility additions and new facilities due to growth and replacement. These new additions and new facilities corrected a large number of deficiencies on existing buildings as those buildings were replaced in total.

In the Partnership Program there was a rise in electrical and plumbing projects, but also a continued effort in HVAC and roofing projects. The Partnership Program also included a number of new school and school addition projects.

The Academic Facility Total Project Cost chart shows the relative percentage of the original assessment in the various system areas and shows that school districts are progressing towards more suitable and adequate facilities in comparison to the 2004 assessment.

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State of Condition of Academic Facilities Statewide
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Assessment System	2004 Assessment Current Condition and 5-Year Life Cycle: Project Cost	Percentage of Total Assessment Costs
Site	$290,976,912	7.06%
Roofing	$313,277,404	7.60%
Exterior	$200,282,479	4.86%
Structure	$45,366,634	1.10%
Interior	$779,021,744	18.91%
HVAC	$519,174,813	12.60%
Plumbing	$229,076,007	5.56%
Electrical	$223,810,489	5.43%
Technology	$151,567,110	3.68%
Fire & Safety	$158,502,486	3.85%
Specialty	$290,168,877	7.04%
Space Utilization		
Suitability	$556,735,819	13.51%
Enrollment Growth	$361,769,048	8.78%
Totals	$4,119,729,822	100.00%

ACADEMIC FACILITY TOTAL PROJECT COSTS

Project System	Immediate Repair: Project	Immediate Repair: Project Cost	Transitional: Project	Transitional: Project Cost	Partnership 2006-2007 2007-2009 2009-2011 2011-2013 2013-2015: Project	Partnership: Project Cost	Facility Program Totals: Project	Facility Program Totals: Project Cost
Site	1	$29,020	15	$2,006,061	132	$6,183,671	148	$8,218,752
Roofing	52	$12,854,057	27	$5,626,366	264	$93,700,269	343	$112,180,692
Exterior	7	$723,207	4	$233,417	71	$2,953,806	82	$3,910,430
Structure	1	$757,121	0	$0	7	$1,580,703	8	$2,337,824
Interior	16	$2,922,348	12	$1,548,171	202	$13,008,124	230	$17,478,643
HVAC	37	$12,232,636	6	$331,081	237	$171,492,417	280	$184,056,134
Plumbing	3	$463,336	1	$450,000	37	$8,733,461	41	$9,646,797
Electrical	5	$414,250	4	$666,027	252	$17,064,830	261	$18,145,107
Technology	0	$0	9	$363,528	31	$479,213	40	$842,741
Fire & Safety	35	$3,476,332	9	$284,240	306	$12,069,182	350	$15,829,754
Specialty	0	$0	0	$0	8	$280,303	8	$280,303
Combination	83	$12,530,476	13	$8,712,289	98	$83,544,150	194	$104,786,915
Space Utilization								
New School	0		15	$77,035,397	108	$1,244,466,787	123	$1,321,502,184
Addition	0		91	$95,368,939	464	$783,574,282	555	$878,943,221
Conversion	0		5	$896,300	33	$51,925,533	38	$52,821,833
Addition + Conversion	0		0	$0	12	$19,816,027	12	$19,816,027
Demolition	0		2	$215,226	15	$676,548	17	$891,774
	240	$46,402,783	213	$193,737,042	2277	$2,511,549,306	2730	$2,751,689,131

INSPECTIONS

The ideal test for the state of condition of facilities is through an assessment of school facilities and the inspection process. It is not financially feasible to conduct a yearly statewide assessment as was conducted in 2004. However, the Division staff conducts random inspections and assessments of school district facilities to assist districts in providing warm, safe, and dry facilities. At the present time, most school districts are using the Computerized Maintenance Management System *(CMMS)* provided by the state. Degrees of expertise on the district level in using the CMMS vary, but the districts skills are progressing which helps improve the condition of their facilities through better maintenance. The Division offers training at the Education Service Cooperatives and to individual districts, upon request, on the state computerized maintenance management system. CMMS training is also available with the vendor by telephone or teleconference.

Division Inspections of School Facilities

The Division inspected 542 facilities including 123 follow-up inspections in Fiscal Year 2013-2014. The inspections conducted by Division staff consisted of custodial and maintenance, life-cycle information collection, 33 on-going construction inspections, and 12 special investigations. The maintenance inspections focus on obvious needs for maintenance and life-safety needs. Where a life-safety code violation looks apparent, the Division contacts the code authority having jurisdiction for a code determination. School districts have been very responsive in making the repairs and corrections noted in the inspection documents.

State Mandated Inspections

The State Mandated Inspections, as defined in ACA § 6-21-813, are those inspections required by various state agencies to assure occupant health and safety in public K-12 facilities in Arkansas. In some cases these inspections will be performed by the agencies or their appointed representatives at no cost to the school district. In other cases, the inspection cost must be borne by the district and the report of that inspection is to be filed with the appropriate agency. **Attachment #1** is a matrix displaying the different laws and rules adopted by the various state agencies and a description of the requirements.

Also, in accordance with ACA § 6-21-813, when the Division receives reports of inspection or code violation issues from the state agencies, the school districts are contacted and are requested to create an inspection work order in the CMMS to remediate the complaint and asked to complete and close the work order when the issue is documented as resolved. Division staff can monitor the individual district inspection work order account to confirm the work has been completed and work closed.

Confirmation is achieved by a maintenance inspection by Division staff and a visual inspection of the issue at hand. When appropriate, the responsible agency will accompany Division staff on the inspection site visit.

Division Coordination with Other State Agencies

During Fiscal Year 2013-2014, the Division continued to coordinate with the state agencies (Department of Health, Department of Environmental Quality, Department of Labor, and the Arkansas State Police/State Fire Marshal's Office) which require state mandated inspections through their rules. Their inspections include all inspections, not just the regularly scheduled state mandated inspections. The Division staff files such inspection notices in the appropriate school district file and monitors the resolution of any issue raised by the inspection.

The Process

A.C.A. § 6-21-813(e) requires the Division of Public School Academic Facilities and Transportation (Division) to *"….work with school districts, state agencies and state commissions to ensure that: (1) All lawfully required inspections of academic facilities are performed, including without limitation scheduled, unscheduled, or emergency inspections…"*

During the Fiscal Year 2013-2014, school districts entered maintenance and preventative maintenance work orders into the state required CMMS system. The following is the set of instructions that the Division provided to the districts to properly record the status of the state mandated inspections in order to compile this report:

> ***Instructions for Implementing the State Mandated Inspections on the SchoolDude System***
>
> *The Division of Public School Academic Facilities and Transportation is mandated by A.C.A. §6-21-112 and A.C.A. §6-21-813 to assist all school districts in the completion of these mandated inspections and to provide summary reports of the lawfully mandated inspections. The summary report will be the compilation of the Preventive Maintenance (PM) work orders issued by each district with the Classification Code of State Mandated Inspections.*
>
> *Each district shall enter one (1) PM work order for each State Mandated Inspection (there are fifteen (15) different types) under the one Classification Code called State Mandated Inspections. Not all types are applicable to every district. The districts will*

determine which apply to their facilities with the assistance of Division staff.

Each PM work order for the applicable types will be written to cover the entire district. This is different from the normal maintenance and preventive maintenance work orders written and assigned to a particular building.

A summary report of lawfully required inspections is required of the Division to compile information to show that each district has received all of the health and safety inspections required by the various state agencies and to report which agency, if any, has failed to perform the required inspection or has failed to receive and report the documentation of the completed inspections to the Division. In this instance, the District is allowed to write one (1) work order for that appropriate Type under the State Mandated Inspections Classification Code and hold the work order open until all buildings affected by that type have been inspected and then close the work order.

For example:

A district is required to have a bi-annual fire inspection in each facility according to the State Fire Code. The district should write two (2) PM work orders per building to have someone accompany the Fire Marshal on the required inspections. At the same time, the district should write one (1) PM work order using the State Mandated Inspection Classification Code. Once each building has had both of the required bi-annual inspections, the individual PM work orders for that building may be closed. Once all buildings have had the required inspections the one (1) district wide work order may be closed to show the completion of State Mandated Inspection.

The Division can then show in one report that each building has had the required inspections and the state agency responsible for that inspection has performed as required.

By following the process above, the Division provides a tracking system for monitoring lawfully required state mandated inspections of public school facilities through the required state supplied CMMS.

Training

In Fiscal Year 2013-2014, the Division held CMMS training at 2 Educational Service Cooperatives, as well as provided 39 individual training sessions at school districts, presented two training sessions at the annual conference of the Arkansas Association of Educational Administrators *(AAEA)*, and responded to daily questions from districts via phone and/or e-mail regarding state mandated inspections.

SUMMARY AND CONCLUSIONS

Based on the information provided, the Division believes the State of Arkansas is making progress in improving the state of condition of academic facilities by providing funding for new construction projects, monitoring of maintenance and preventative maintenance of facilities, performing inspections of facilities, and monitoring the legally required state mandated inspections.

Attachment(s)

1. Legally Required Inspections for Public School Facilities Matrix

State of Arkansas - Legally Required Inspections for Public School Facilities
Attachment #1

RESPONSIBLE PARTY	SYSTEM	DESCRIPTION	FREQUENCY	CODE SECTION OR REGULATION	REMARKS
SCHOOL DISTRICT	Fire Extinguishers	Inspect for proper charge	Monthly	AFPC, Vol. 1, Section 906.2	School custodial/maintenance staff sign-off on tag attached to cylinder
	Asbestos Program	Safety inspection	Monitor every 6-months, re-inspect every 3 years	US EPA AHERA Plan	District and licensed asbestos inspector
FIRE MARSHAL	Fire Safety	Semi-Annual Fire Inspections	Semi-annually	A.C.A.§ 6-21-106	By local fire marshal
	Fire Alarm	Test system	Annually	AFPC, Vol. 1, Section 907.20.5	By licensed contractor
	Fire Sprinkler	Test system	Annually	AFPC, Vol. 1, Section 901.6	By licensed contractor
	Fire Extinguishers	Service and replace as necessary	Annually and every 6 yrs.	AFPC, Vol. 1, Section 906.6.1	Re-charge annually, Hydro-static cylinder test every 6 yrs. By licensed contractor
	Kitchen Exhaust Hood Fire Suppression	Test fire suppression system	Semi-annually	AFPC, Vol. 1, Section 904.11.6.4	By licensed contractor
HEALTH DEPARTMENT	Natural Gas Piping System	Leak test gas fittings and appliances	Annually, prior to the beginning of school	A.C.A. 17-38-201(a)(6)(A)	District performs test or contracts test and files completed report with the ADH, Division of Plumbing
	Food Service	Inspection of kitchen and food service areas	Annually	Food Establishment Regulations page 122	Health Department Food Service Inspector
	Back-flow Prevention	Service and maintenance of RPZ device	Annually	American Society of Sanitary Engineering (A.S.S.E.) Standard 5-202.14 Backflow Prevention Device, Design Standard	Certified district personnel or licensed contractor
LABOR DEPARTMENT	Hot Water Boilers & Heaters	Inspection of boilers	High pressure - annually	A.C.A. § 20-23-203	Labor Department inspector or insurance carrier inspector licensed by Labor Department
			Low pressure - externally annually; internally every 3 years		
			Unfired pressure vessel - biennially		
	Elevators and Lifts	Inspect for safety and proper operation	Every six (6) months	A.C.A. § 20-24-112(a)(3)	Labor Department Inspector
ARKANSAS DEPARTMENT OF ENVIRONMENTAL QUALITY	Sewage Treatment Systems	Perform operational and discharge inspections	Daily, by the District. Once every five (5) years by ADEQ	ADEQ policy	District and ADEQ inspector
	Underground Storage Tanks	Inspect for integrity of tank to prevent leaks	Monthly	APC&EC Regulation 12 §104 (Regulation 12)	District and ADEQ staff