

District: Town of Stoughton
 School Name: South Elementary School
 Recommended Category: Preferred Schematic
 Date: October 18, 2023

Recommendation

That the Executive Director be authorized to approve Town of Stoughton (the “District”), as part of its Invitation to Feasibility Study, to proceed into Schematic Design for a project that proposes to consolidate the student population of the existing Stoughton Elementary School and the Richard L. Wilkins Elementary School and construct a new facility serving grades K-5 on an alternative site referred to as the “Line Lumber” site. MSBA staff has reviewed the Feasibility Study and accepts the District’s Preferred Schematic.

It should be noted that an anticipated component of the site development associated with the District’s Preferred Schematic requires land acquisition. Should the District be approved by the Board to proceed into Schematic Design for this proposed project, and is subsequently considered by the Board for approval of a Project Scope and Budget Agreement and a Project Funding Agreement, the vote to approve a Project Scope and Budget Agreement and a Project Funding Agreement, will be contingent upon the District complying with the MSBA’s land use requirements if these conditions are not satisfied prior to such a vote. Additionally, such a vote may be contingent upon the District meeting the Massachusetts Environmental Policy Act Office ("MEPA Review") requirements to the extent applicable.

District Information	
District Name	Town of Stoughton
Elementary School(s)	Edwin A. Jones Early Childhood Center (PK) Helen Hansen Elementary School (K-5) Joeseph H Gibbons Elementary School (K-5) Joseph R. Dawe Jr. Elementary School (K-5) Richard L. Wilkins Elementary School (K-5) South Elementary School (K-5)
Middle School(s)	O’Donnell Middle School (6-8)
High School(s)	Stoughton High School (9-12)
Priority School Name	South Elementary School
Type of School	Elementary School
Grades Served	K-5
Year Opened	1957
Existing Square Footage	40,000
Additions	Addition- 1966
Acreage of Site	22 acres
Building Issues	The District identified deficiencies in the following areas: <ul style="list-style-type: none"> • Structural integrity • Mechanical systems • Electrical systems • Plumbing systems • Envelope • Windows • Roof

District Information	
	<ul style="list-style-type: none"> • Accessibility In addition to the physical plant issues, the District reported that the existing facility does not support the delivery of its educational program.
Original Design Capacity	300
2022-2023 Enrollment	281
Agreed Upon Enrollment	Study Enrollment includes the following configurations: <ul style="list-style-type: none"> – Enrollment 225 (grade configuration K-5) – Enrollment 515 (grade configuration K-5) - Preferred Schematic
Enrollment Specifics	Contingent upon the Board’s approval of the Preferred Schematic, the District will sign a Design Enrollment Certification for 515 students in grades K-5.
Total Project Budget – Debt Exclusion Anticipated	Yes

MSBA Board Votes	
Invitation to Eligibility Period	April 14, 2021
Invitation to Feasibility Study	March 2, 2022
Preferred Schematic Authorization	On October 25, 2023 Board agenda
Project Scope & Budget Authorization	District is targeting Board authorization on April 23, 2024
Feasibility Study Reimbursement Rate (Incentive points are not applicable)	59.09%

Consultants	
Owner’s Project Manager (the “OPM”)	The Vertex Companies, LLC
Designer	Drummey Rosane Anderson, Inc.

Discussion

The existing South Elementary School is a 40,000 square foot facility located on a 22-acre site that currently serves 300 students in grades K-5. The original school building was constructed in 1957 with an addition completed in 1966.

The District’s priority Statement of Interest (“SOI”) identified numerous deficiencies in the existing South Elementary School associated with the poor exterior envelope (windows, roof), lack of accessibility compliance, undersized classrooms, poor site conditions, building structure deterioration and non-compliance with current building codes, out-of-date and failing mechanical, electrical and plumbing systems, lack of a fire suppression system, and presence of hazardous materials.

As part of the District’s invitation into feasibility study as referenced above, consolidation options associated with the existing Richard L. Wilkins Elementary School were also considered. The existing Richard L. Wilkins Elementary School is a 34,000 square-foot facility located on a 11.6-acre site that currently serves 300 students in grades K-5 and was originally constructed in 1951. The current Richard L. Wilkins Elementary School, lacks accessibility compliance, consists

of undersized classrooms, lack of spaces for the delivery of one-to-one or small group instruction and does not comply with current building codes based on information provided by the District.

In conjunction with its consultants, the District performed a comprehensive assessment of the existing conditions of both facilities and their educational program and received input from educators, administrators, and facilities personnel. To ensure that the feasibility study was sufficiently broad in scope to address existing issues regarding deficiencies described above, the MSBA agreed to explore two study enrollments for this proposed project. The following enrollment options were considered:

- Enrollment 1: 225 students in grades K-5
- Enrollment 2: 515 students in grades K-5

Based on the findings of this effort, the District and its consultants initially studied (11) preliminary options that included (1) Code Upgrade/Base Repair option, (2) addition/renovation configurations and (8) new construction options. The following is a detailed list of the preliminary options considered.

Option	Description of Preliminary Options
Option BR	Code Upgrade/Base Repair for grades K-5 with an enrollment of 225 students at Site Option 3 (the existing South Elementary School site); with an estimated project cost of \$32.8 - \$35.2 million.
Option AR-1 (225)	Addition/Renovation for grades K-5 with an enrollment of 225 students at Site Option 3A (the existing South Elementary School site and the adjacent town-owned parcel site); with an estimated project cost of \$54.6 - \$58.5 million.
Option AR-2 (515)	Addition/Renovation for grades K-5 with an enrollment of 515 students at Site Option 3A (the existing South Elementary School site and the adjacent town-owned parcel site); with an estimated project cost of \$74.9 – \$80.1 million.
Option NC-1 (225)	New Construction (The Pinwheel) for grades K-5 with an enrollment of 225 students at Site Option 1 (John Line Lumber/Fano Drive site); with an estimated project cost of \$60.5 - \$64.8 million.
Option NC-1A (515)	New Construction (The Pinwheel) for grades K-5 with an enrollment of 515 students at Site Option 1 (John Line Lumber/Fano Drive site); with an estimated project cost of \$80.1 - \$85.7 million.
Option NC-2 (225)	New Construction (The Arc) for grades K-5 with an enrollment of 225 students at Site Option 1 (John Line Lumber/Fano Drive site); with an estimated project cost of \$60.6 - \$64.8 million.
Option NC-2A (515)	New Construction (The Arc) for grades K-5 with an enrollment of 515 students at Site Option 1 (John Line Lumber/Fano Drive site); with an estimated project cost of \$80.1 - \$85.7 million.
Option NC-3 (225)	New Construction (The Tee) for grades K-5 with an enrollment of 225 students at Site Option 1 (John Line Lumber/Fano Drive site); with an estimated project cost of \$60.5 - \$64.8 million.
Option NC-3A (515)	New Construction (The Tee) for grades K-5 with an enrollment of 515 students at Site Option 1 (John Line Lumber/Fano Drive site); with an estimated project cost of \$80.1 - \$85.7 million.

Option NC-4 (225)	New Construction (The Compact Plan) for grades K-5 with an enrollment of 225 students at Site Option 3A (the existing South Elementary School site and the adjacent town-owned parcel site); with an estimated project cost of \$60.4 - \$64.6 million.
Option NC-4A (515)	New Construction (The Compact Plan) for grades K-5 with an enrollment of 515 students at Site Option 3A (the existing South Elementary School site and the adjacent town-owned parcel site); with an estimated project cost of \$79.9 - \$85.6 million.

As a result of this analysis, the District determined that the following options would not be considered for further evaluation:

The District determined that “Option BR” is not considered a viable option because this option does not meet the program requirements for the proposed project and the needs of the District’s educational program. However, this option was included as part of the final evaluation of options for cost comparison purposes only.

The District determined that “Option AR-2 (515)” is not considered a viable option because this option does not significantly improve the size of existing classrooms, and requires disruptive, phased construction adjacent to the occupied building. Additionally, the District determined that this option does not improve site approach and vehicular traffic and does not accomplish desired STEM/STEAM adjacencies in their educational plan. Furthermore, this option requires undesirable relocation of students and staff during construction and is anticipated to result in significant disruption to neighboring abutters during construction, including access to the site.

The District determined that “Option NC-4 (225)” and “Option NC-4A (515)” are not considered viable options because these options result in a less desirable building configuration. The District determined that classroom neighborhoods will result in limited flexibility to accommodate grade level enrollment “bulges” or dips. In addition, the internal gym and cafetorium scenario result in limited natural light and non-separated community access. Further, in both options, the building citing results in poor solar orientation and requires tall retaining walls at the lower level to address sloping topography. It is also anticipated that both options will result in undesirable traffic patterns from Ash Street and will likely result in adverse impact to residential abutters.

Subsequent to the evaluation of preliminary options, the District developed the following (2) options for cost comparison purposes:

- “Option BR-Wilkins”: A Code Upgrade/Base Repair option for grades K-5 for 225 at the existing Wilkins Elementary School site; and,
- “Option AR3A-Wilkins”: An Addition/Renovation option for grades K-5 for 515 students at the Wilkins Elementary School

Upon further review, MSBA staff and the District agreed to ten final options for further development and consideration in the final evaluation and development of preliminary design pricing as presented below.

Summary of Preliminary Design Pricing for Final Evaluation of Options

Option (Description)	Total Gross Square Feet	Square Feet of Renovated Space (cost*/sq. ft.)	Square Feet of New Construction (cost*/sq. ft.)	Site, Building Takedown, Haz Mat. Cost*	Estimated Total Construction ** (cost*/sq. ft.)	Estimated Total Project Costs
Option BR: Base Repair – South 225 Enrollment	40,000	40,000 \$598/sq. ft.	N/A	\$11,800,182	\$35,717,382 \$893sq. ft.	\$46,432,597
Option BR: Base Repair – Wilkins 225 Enrollment	34,000	34,000 \$598/sq. ft.	N/A	\$9,974,853	\$35,435,753 \$1,042sq. ft.	\$46,066,479
Option AR1: Addition/ Renovation - South 225 Enrollment	69,050	40,000 \$704/sq. ft.	29,050 \$721/sq. ft.	\$11,474,986	\$60,583,114 \$877sq. ft.	\$78,758,048
Option AR3: Addition/ Renovation - Wilkins 515 Enrollment	101,370	34,000 \$829/sq. ft.	67,370 \$698/sq. ft.	\$19,201,321	\$85,083,646 \$839/sq. ft.	\$106,779,976
Option NC1A: New Construction – South (The Pinwheel) 515 Enrollment***	101,370	N/A	101,370 \$680/sq. ft.	\$17,089,623	\$86,049,823 \$849sq. ft.	\$107,992,528
Option NC2A: New Construction- South (The Arc) 515 Enrollment	101,370	N/A	101,370 \$680/sq. ft.	\$18,697,486	\$87,581,100 \$864/sq. ft.	\$109,914,281
Option NC3A: New Construction- South (The Tee) 515 Enrollment	101,370	N/A	101,370 \$680/sq. ft.	\$19,201,321	\$88,060,938 \$869/sq. ft.	\$110,516,477
Option NC1: New Construction- South (The Pinwheel) 225 Enrollment	69,050	N/A	69,050 \$697/sq. ft.	\$15,380,662	\$63,526,592 \$920sq. ft.	\$78,758,048
Option NC2: New Construction- South (The Arc) 225 Enrollment	69,050	N/A	69,050 \$706/sq. ft.	\$16,827,736	\$65,572,478 \$950sq. ft.	\$83,932,772
Option NC3: New Construction- South (The Tee) 225 Enrollment	69,050	N/A	69,050 \$706/sq. ft.	\$17,281,189	\$66,004,350 \$956sq. ft.	\$84,485,568

* Marked up construction costs

** Does not include construction contingency

***District's Preferred Schematic

The District has selected “Option NC1A”, as the Preferred Schematic to proceed into Schematic Design and determined that this option best supports the District’s educational program for an enrollment of 515-students, satisfies the District’s space needs and provides desired classroom sizes, proposes to provide convenient public access to assembly spaces with a dedicated entrance,

allows for desired separation of older and younger students with multiple levels, and proposes desired classroom neighborhood configuration that is anticipated to promote collaboration.

“Option BR - South” and “Option BR-Wilkins” were not considered viable options as the District determined that these options do not meet the needs of the District’s educational program, the existing buildings will not accommodate the desired enrollment of 515 students and would result in significant disruption to ongoing education during construction due to temporarily relocating students and staff to other locations within the District. However, these options were included as part of the final evaluation of options for cost comparison purposes only.

“Option AR1” was not selected as the District determined that this option does not significantly improve the size of existing classrooms, requires disruptive, phased construction adjacent to the occupied facility, does not improve site approach and vehicular traffic, requires relocation of students and staff during construction, and anticipates significant disruption to neighboring abutters during construction, including access to the site.

“Option AR3” was not selected as the District determined that this option does not significantly improve the size of existing classrooms, requires disruptive, phased construction adjacent to the occupied facility, does not improve site approach and vehicular traffic, requires relocation of students and staff during construction, reduces play area for students and encroaches on town field area. The District also indicated that this option also does not meet the desired breakout space requirements associated with their educational plan.

“Option NC2” and “Option NC2A” were not selected as the District determined that these options do not meet the needs of the District’s educational program, classroom neighborhoods would result in limited flexibility to accommodate grade level enrollment, the cafeteria layout is not ideally separated for after-hours community use, active use of outdoor courtyards may be disruptive to adjacent classrooms, and the entry driveway impacts wetlands and requires a stream crossing.

“Option NC3” and “Option NC3A” were not selected as the District determined that these options do not meet the needs of the District’s educational program and result in less-desirable adjacencies in the Learning Commons. Additionally, the proposed building orientation does not present a desired “front-door” image to the entry driveway, and the proposed entry driveway impacts wetlands and requires a stream crossing.

The District presented its proposed Preferred Schematic to the MSBA Facilities Assessment Subcommittee (“FAS”) on September 20, 2023. At the FAS meeting, members discussed the following items: appreciation of the updated Educational Program and the District’s responses to comments, particularly regarding the integration of curriculum areas; site constraints and circulation; access to the building for emergency vehicles including use of hardscape and structural pavement in northwest corner; sheltered access to the building for individuals with limited mobility; intentional design and use of the proposed breakout spaces and considerations for younger learners, such as supervision; appreciation of the overall building design and layout, benefits of the building geometry such as opportunities for connections to outdoor learning spaces that are within the proposed emergency access lane; intentional use and programming of central open space (lobby) as the design progresses; clarification of the proposed use of the “learning “stairs””; STEM as a space for all students to learn and be part of everyday life and experience; appreciation of the collaborative spaces on the north and west wings, consideration of work

surface materials and utilities access; considerations associated with the integration and implementation of project based learning; distribution of Special Education spaces and DESE submittal process; and, thoughtful outreach to families to ensure access to items that may be costly, including internet, musical instruments and other resources.

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

- 1) The options investigated were sufficiently comprehensive in scope, the approach undertaken in this study was appropriate, and the District's Preferred Schematic is reasonable, cost-effective, and meets the needs identified by the District.
- 2) The District has submitted an operational budget for educational objectives and a capital budget statement for MSBA review.
- 3) The District's Special Education submission will be subject to final review and approval by the Department of Elementary and Secondary Education as part of the Schematic Design submittal, which is prior to executing a Project Scope and Budget Agreement.
- 4) Subject to Board approval, the MSBA will participate in a project that includes spaces that meet MSBA guidelines, except for variations previously agreed to by the MSBA. All proposed spaces will be reviewed during the Schematic Design phase.
- 5) As part of the Schematic Design phase, the District will work with the MSBA to determine a mutually agreeable methodology to differentiate eligible costs from ineligible costs.

Based on the review outlined above, staff recommends that the Town of Stoughton be approved to proceed into Schematic Design to consolidate the student population of the existing Stoughton Elementary School and the Richard L. Wilkins Elementary School and construct a new facility serving grades K-5 on an alternative site referred to as the "Line Lumber" site.

Should the District be approved by the Board to proceed into Schematic Design for this proposed project, and is subsequently considered by the Board for approval of a Project Scope and Budget Agreement and a Project Funding Agreement, the vote to approve a Project Scope and Budget Agreement and a Project Funding Agreement, will be contingent upon the District complying with the MSBA's land use requirements if these conditions are not satisfied prior to such a vote. . Additionally, such a vote may be contingent upon the District meeting the requirements associated with a MEPA Review to the extent applicable.