MONTGOMERY COUNTY BOARD OF EDUCATION Rockville, Maryland

February 14, 2012

MEMORANDUM

To: Members of the Board of Education

From: Patricia O'Neill, Chair, Board of Education Policy Committee

Subject: Final Approval, Policy ECM, Joint Occupancy of Montgomery County Public

Schools Facilities

On October 11, 2011, the Montgomery County Board of Education tentatively adopted the updated Policy ECM, *Joint Occupancy of Montgomery County Public Schools Facilities*. The tentatively adopted policy was distributed for public comment. Three comments were received.

On January 17, 2012, the members of the Board of Education Policy Committee further discussed Policy ECM, *Joint Occupancy of Montgomery County Public Schools Facilities*. Language has been added to include input from the school community when there are two or more candidates for the same space.

The Policy Committee's recommended changes to the tentatively adopted policy are reflected in the Committee Recommended Draft as Attachment A. The public comments are summarized in Attachment B. The original public comments are included in Attachment C. The Draft for Public Comment is included as Attachment D.

The following resolution is provided for your consideration:

WHEREAS, Policy ECM, *Joint Occupancy of Montgomery County Public Schools Facilities*, sets forth the criteria for joint occupancy of Montgomery County Public Schools facilities; and

WHEREAS, The draft of Policy ECM, *Joint Occupancy of Montgomery County Public Schools Facilities*, was tentatively adopted by the Montgomery County Board of Education on October 11, 2011, and was sent out for public comment; and

WHEREAS, The Montgomery County Board of Education has received comments and the Board of Education Policy Committee's recommendations; now therefore be it

<u>Resolved</u>, That the Montgomery County Board of Education adopt Policy ECM, *Joint Occupancy of Montgomery County Public Schools Facilities*, as updated in the attached committee recommended draft.

Present at the table for the discussion are Mr. James Song, director, Department of Facilities Management, Office of the Chief Operating Officer; Ms. Janice M. Turpin, real estate management team leader, Department of Facilities Management, Office of the Chief Operating Officer; Mrs. Stephanie P. Williams, director, Department of Policy, Records and Reporting, Office of Shared Accountability; and Ms. Sally M. Davis, policy specialist, Office of Shared Accountability.

PO:hp

Attachments

Related Entries: ECK, ECL, ECM-RA, FAA, KGA-RA, KGC, KGC-RA
Responsible Office: Facilities Management

Joint Occupancy of Montgomery County Public Schools (MCPS)
Facilities

A. PURPOSE

To permit and set forth the criteria for joint occupancy of school Montgomery County Public Schools (MCPS) facilities

B. ISSUE

Surplus space in MCPS facilities is identified when a school's projected enrollment is less than 80 percent of the school's rated capacity or when surplus space in a nonoperating school facility is not needed for MCPS purposes. The Montgomery County Board of Education (Board) permits joint occupancy of its facilities with by eligible users to offset to the extent feasible and practical the cost of maintaining surplus classroom space.

CB. PROCESS AND CONTENT POSITION

21. Joint occupancy shall be defined as the leased of surplus space in a Board owned property required by the

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to a non-MCPS user to be allocated exclusively to for his/her use and which may not be subleased by the user,

2. Joint occupancy isas distinguished from shared space, which is space shared with MCPS for that part of a day when it is not needed for MCPS educational programs.
8. The Interagency Coordinating Board is responsible for locating the users of shared space.

3. The superintendent of schools shall actively seek joint occupants who will support, enrich, and enhance the educational experience of complement, support, and benefit the educational program for MCPS students, their families, or MCPS staff under this policy.

54. Priority Order for Use of Available Space

Priorities for sIn order to best meet the needs of children and to ensure prudent utilization of resources. the superintendent of schools will incorporate input from the school community into the decision-making process for selection of users to occupyjoint occupants for available spaces in operating facilities schools. will be determined by after his/her evaluation of information and reactions of community residents. The selection of users should be based upon—the following

5. Criteria for Identification of Available Space

- a) The space is projected to be surplus for at least two years.
- b) Joint occupancy arrangements that expand building capacity through the use of relocatable units or modular construction may be negotiated if site conditions allow.
- c) For joint occupancy agreements in operating schools,
 - (1) No MCPS operating school will be permitted to house a nonpublic school serving parallel school gGrades K-12 in joint occupancy spaces.
 - (2) The projected student enrollment at the school is below 80 percent of less than the low range building the MCPS rated student capacity. This criterion may be waived if enrollment exceeds the low range capacity with input from the principal.
 - b(3) The space is located in a portion or section of the building which can be easily isolated from the educational program, preferably near a restroom and separate entrance.
- 6. When MCPS facilities are not fully utilized for student enrollment, MCPS staff functions, or other MCPS programs,

ATTACHMENT A COMMITTEE RECOMMENDED DRAFT ECM

87	space may be leased to non-MCPS users in operating
88	schools or nonoperating schools, as follows:
89	
90	a) MCPS school based /school related programs
91	
92	a) Priority users for space in operating schools
93	
94	(1) County programs that benefit MCPS students,
95	their families, or staff
96	
97	(2b) Educational programs, Child care providers in
98	compliance with Maryland licensing
99	requirements who support, enrich, or enhance
100	the educational experiences of current and
101	prospective MCPS students, their families, or
102	staff with (public supported or private
103	nonprofit) which will benefit the children
104	specially enrolled in the regular school
105	programs and enhance the learning experiences,
106	p reference given to child care programs that
107	operate in partnership with MCPS -for children
108	(e.g., day care centers, preschool program,
109	foreign language schools, data processing
110	schools, or public college programs)
111	
112	(3) Community programs that enrich or enhance the
113	learning experiences of children or provide
114	needed services to children and families
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ATTACHMENT A COMMITTEE RECOMMENDED DRAFT ECM

116	(4)e)Other purposes for government agencies Housing
117	for other county agency function (e.g.,
118	offices for human resource projects, county
119	health services, or recreation department
120	staff)
121	
122	b) Priority users for space in nonoperating schools
123	
124	(1) County programs that benefit MCPS students,
125	their families, or staff
126	
127	e) Housing for school system staff or functions (e.g.,
128	office space for staff of a federally funded
129	project or location of any area resource room)
130	
131	(21) Nonpublic schools and/or nurseries child care
132	providers in compliance with Maryland
133	licensing requirements who support, enrich, or
134	enhance the educational experiences of
135	children (e.g., religious day schools) which
136	will not attract additional students from the
137	regular school program.
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139	(3d) Community programs (public supported or
140	private nonprofit) which will that enrich or
141	enhance the learning experiences for of
142	children or provide needed community services
143	to children, families, or the community (e.g.,

ATTACHMENT A COMMITTEE RECOMMENDED DRAFT

144	•	elderly care centers, senior citizen centers,
145	•	counseling centers, or nutrition centers)
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147	(4)	Other purposes for government agencies
148		
149	<u>(5</u> €) I	Private enterprise
150		
151	-	(2) Private offices (e.g., real estate or
152		lawyer consultant)
153		
154		(3) Private medical practice/community
155		services (e.g., doctor, artist, beauty
156		salon, or automation service)
157		
158		(4) Other private/political groups or
159		organizations
160		
161	7In those ca	ases where two or more candidates for the same
162	space with	in the same priority category are equally
163	desired, t	he space will be provided to the candidate
164	providing	the most beneficial offerwho best meets the
165	needs of th	e school community as determined by the Board,
166	with imput	from the school community.
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168	68. Cost to Use	er Group
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170	MCPS estab	lishes a per square foot rental rate each
171	fiscal year	r to be applied to joint occupancy leases in
172	order to re	ecover operating costs. Each non MCPS user of

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available space shall be expected to reimburse MCPS on a prorated basis for applicable costs related to this use. - which may include normal building upkeep, building services staff, utility expenditures, restroom supplies, insurance, administrative costs, and other such items on a square foot basis to be identified by the superintendent of schools or his/her designee and contained in the lease negotiated with each user group. For each non MCPS user group, the lease cost shall be negotiated and be reflective of MCPS costs, comparable market prices, and the profit/nonprofit status of the proposed tenant. Lease fees may be negotiated with groups which in some cases do not recover all MCPS costs for the space to be leased. The income received from this programjoint occupancy leases will be received as general revenue recorded in a separate account enterprise fund, the Real Estate Management Fund. and used to offset the cost of making available the space leased and the cost of operating the joint occupancy program in accordance with Internal Revenue Service regulations.

7. Save Harmless Provision

The lease for each user group shall include appropriate
language to save the Board of Education and the school
system harmless against any and all claims, demands,
suits, or other forms of liability that may arise out of

this use of school space. Each proposed tenant must

ATTACHMENT A

COMMITTEE RECOMMENDED DRAFT

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202			require	ments.									
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surplus space.

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2. This policy will be reviewed every three years in accordance with the Board of Education policy review process.

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Policy History: Adopted by Resolution No. 122-78, February 14, 1978; amended by Resolution No. 509-78, July 11, 1978; amended by Resolution No. 1056-79, December 17, 1979; reformatted in accordance with Resolution No. 333-86, June 12, 1986, and

ATTACHMENT A

COMMITTEE RECOMMENDED DRAFT

ECM

229 | Resolution No. 458-86, August 12, 1986, and accepted by Resolution 230 | No. 147-87, February 25, 1987-, amended

Summary of Responses to Policy ECM, *Joint Occupancy of Montgomery County Public Schools Facilities*

Public Response Number	Commentator	Issue/Concern Line #'s refer to the Draft for Public Comment	Staff Response Line #'s refer to the Committee Recommended Draft
1	Samantha Wallack Meklir	Add language to the end of C.7. to include "with stakeholder input from the school and community constituents including, but not limited to parents, local neighborhood associations or groups, and/or residents."	The draft has been updated at line 166 in response to comment.
		Suggest retaining C.6. (5) "private enterprise" only if it is further qualified and if the rental rate is not subsidized to a below market rate as may be the case for the other priority users. The private enterprise should meet a local need and reflect input from the school and community constituents as stated in the comments regarding the suggested language to C.7.	There are no private enterprise tenants, because all available space is used by other higher priority tenants, but staff recommends retaining language regarding private enterprise as the lowest priority user without requiring specific uses.
		Add language to C.5.a) (2) that lists child care providers as a priority group that makes reference to the pending Child Care policy under consideration and that includes priority for quality, NAEYC accredited (and not just licensed) child care.	Child care providers are listed as a priority group at lines 97–107 and lines 131–135. See summary of responses for Policy KGC, <i>Child Care</i> , for response to public comment about quality.
2	Marilyn Fleetwood, President of Academy Child Development Center, Inc.	Shared and joint occupancy programs in the public schools more than once a week should have requirements of criminal	Maryland law and regulations specify positions requiring criminal background checks.

Public Response Number	Commentator	Issue/Concern Line #'s refer to the Draft for Public Comment	Staff Response Line #'s refer to the Committee Recommended Draft
		background checks on staff.	
		There should be one child care provider for each school regardless of age of student.	MCPS encourages options that suit a variety of student interests and needs.
		Selection of child care should be based on quality and not solely on equal access.	There is no language requiring equal access in selecting child care providers.
		Once a child care center is selected there should not be an automatic rebid process required. Alternate methods of monitoring quality and community need should be instituted.	The terms of leases and the rebidding process will be modified in the accompanying regulation under development.
		If ICB/CUPF is responsible for the selection process, quality and safety for all children need to be the highest priority and should be stated in the mission statement for all programs and activities that lease space.	ICB/CUPF is not responsible for joint occupancy agreements.
3	Isiah Leggett, County Executive	The new proposed requirement that requires that projected student enrollment be below 80 percent of the MCPS rated student capacity, should be more flexible.	Existing language provides sufficient flexibility: lines 61–64 allow arrangements to expand building capacity; and lines 75–78 provide a waiver process.

Samantha Wallack Meklir 10385 Green Holly Terrace Silver Spring, MD 20902 samanthamwallack@gmail.com

November 29, 2011

RECEIVED

Office of the Superintendent of Schools 850 Hungerford Drive, Room 122 Rockville, MD 20850

Dear Sir or Madam:

OFFICE OF THE SUPERINTENDENT OF SCHOOLS

Thank you for the opportunity to provide written comments on the draft policies on the *Joint Occupancy of Montgomery County Public Schools Facilities* and also on *Child Care*. My comments are described below.

Joint Occupancy of Montgomery County Public Schools Facilities

- Suggest adding language to #7 to the end of the sentence "as determined by the Board" to include "with stakeholder input from the school and community constituents including, but not limited to, parents, local neighborhood associations or groups, and/or residents".
- Suggest retaining (b) (5) "private enterprise" only if it is further qualified and if the rental rate is not
 subsidized to a below market rate as may be the case for the other priority users. Moreover, the private
 enterprise should meet a local need and reflect input from the school and community constituents as
 stated in the comments regarding the suggested language amendments to #7 stated above.
- Suggest including language in (a) (2) that lists child care providers as a priority group that makes reference
 to the pending *Child Care* policy also under consideration and that includes priority for quality, NAEYC
 accredited (and not just licensed) child care.

Child Care

- General statement- the policy does not define the use of the term "high quality child care". Define this
 term in a manner for which the entity can be measured and held accountable to either MCPS or to
 another body and consider requiring NAEYC accreditation or other nationally recognized standards and
 measures that the program uses for determining the quality of care of the overall program.
- For (2) (a) under collaboration, include "parents" as part of the coordinated efforts in addition to the other entities listed.
- Suggest adding an item (3) that considers specific child care needs of the community and other important issues such as:
 - Inclusivity of the child care setting (staff to assist children with special health care needs);
 - Flexibility of the hours and care (part-time care available, before and after care options for non-traditional work hours of parents);
 - o Age of the children (infant care and toddler care slots are in great demand vs. preschool age).

Thank you for your review and consideration of these comments.

Sincerely,
Samantha Wallack Meklir



Academy Child Development Center, Inc. 10109 Darnestown Road Rockville, MD 20850 (301) 424-6282 www.academychild.com



December 29, 2011

Shirley Brandman, President Board of Education Montgomery County Public Schools 850 Hungerford Drive Rockville, Maryland 20850

Policies ECM and KGC

Dear President Brandman,

I am a child care provider who has leased joint occupancy and shared space from Montgomery County Public Schools since 1981 and I applaud your exemplary history of a mission for quality child care. Over the years child care providers have worked diligently and successfully to raise the quality and professional level of this industry. To insure that this continues and that the mission statement of MCPS Board of Education reflects this, there needs clarification and consideration regarding the following points:

- 1. The monitoring of quality and safety must be required of all programs (not just child care) that will lease space (including shared and joint occupancy). Child care centers are licensed by MSDE Office of Child Care licensing and are required to complete criminal background checks and reports on all employees. At minimum other shared and joint occupancy programs that are in the public schools more than 1 time per week on a weekly basis should have requirements of criminal background checks on all staff for the safety of all children since they will be sharing bathrooms, playgrounds, hallways and working with children.
- There should only be one child care provider selected for each school regardless of age of student. There should not be "child care-like" programs serving the same population during the same hours and days.
- 3. Selection of child care whether in shared or joint occupancy space should be based on quality as is stated in your mission and not solely on equal access.
- 4. Once a child care center is selected there should not be an automatic rebid process required as is the current requirement of ICB/CUPF. Alternative methods of monitoring quality and community need should be instituted as the first step in the process of maintaining quality child care.
- 5. If ICB/CUPF is to become responsible for the selection process, then quality and safety for all children need to be the highest priority and should be documented in their mission statement for all programs and activities that lease space.

I am available for discussion regarding my comments. Thank you for the opportunity to serve the working families of Montgomery County for over 30 years.

Sincerely,

Marilyn Fleetwood President of Academy Child Development Center, Inc.







OFFICE OF THE COUNTY EXECUTIVE ROCKVILLE, MARYLAND 20850

Isiah Leggett

County Executive

December 22, 2011

RECEIVED

Joshua P. Starr, Ed.D Superintendent of Schools 850 Hungerford Drive Rockville, Maryland 20850

OFFICE OF THE SUPERINTENDENT OF SCHOOLS

Dear Superintendent Starr:

Thank you for requesting comment regarding two Board of Education policies: Policy ECM: Joint Occupancy of the Montgomery County Public School Facilities, and Policy KGC: Child Care. I appreciate the opportunity to share my views with you.

Our County has just weathered unprecedented economic times. It is crucial therefore that we make decisions that will contribute to sustainable government going forward into the future. Sharing our public land and facilities is one of the most efficient and economical ways to achieve several of our most important policy objectives, namely meeting the needs of our children by making it possible for them to enjoy high-quality, convenient child care in a safe environment, and allowing community programs to be located in schools to enrich children's learning experience.

There is a new proposed requirement in the draft MCPS Policy KGC, Child Care that joint occupancy arrangements to expand building capacity through the use of relocatable units or modular construction would require that projected student enrollment be below 80 percent of the MCPS rated student capacity.

Because joint occupancy often contributes greatly to our common policy objectives to bring beneficial community uses and child care services to our school population while maintaining a sustainable budget, I would recommend that the new criteria, rather than set a firm number, provide for greater flexibility. Although the criteria could be waived by the principal of the school, the burden would rest with the community or child care provider rather than the institution to overcome this barrier. In these challenging times where we depend on our nonprofit and business partners to assist us in the important goal of meeting the needs of our children, I believe that we must make every effort to accommodate these providers.

I appreciate your interest in my views on this issue. Please feel free to contact me if you have questions.

Sincerely.

Isiah Leggett County Executive

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Shirley Brandman, President/BOE

cc:

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2	Resp	ponsible Office: Facilities Management
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4		
5		Joint Occupancy of Montgomery County Public Schools (MCPS)
6		Facilities
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9	Α.	PURPOSE
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1		To permit and set forth the criteria for joint occupancy of
2		school Montgomery County Public Schools (MCPS) facilities
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4	В.	ISSUE
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16		Surplus space in MCPS facilities is identified when a school's
7		projected enrollment is less than 80 percent of the school's
8		rated capacity or when surplus space in a non-operating school
9		facility is not needed for MCPS purposes. The Montgomery
20		County Board of Education (Board) permits joint occupancy of
21		its facilities with by eligible users to offset to the extent
22		feasible and practical the cost of maintaining surplus
23		classroom -space.
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25	C₿.	PROCESS AND CONTENT POSITION
26		
27		21. Joint occupancy shall beis defined as the leased of

surplus space in a Board owned property required by the

to a non-MCPS user to be allocated exclusively to for his/her use. and which may not be subleased by the user.

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- 32 Joint occupancy isas distinguished from shared space, 33 which is space shared with MCPS for that part of a day 34 when it is not needed for MCPS educational programs. 35 8. The Interagency Coordinating Board is responsible for 36 locating the users of shared space.
 - 3. The superintendent of schools shall actively seek joint occupants who will support, enrich, and enhance the educational experience of complement, support, and benefit the educational program for MCPS students, their families, or MCPS staff under this policy.

54. Priority Order for Use of Available Space

Priorities for sIn order to best meet the needs of children and to ensure prudent utilization of resources., the superintendent of schools will incorporate input from the school community into the decision-making process for selection of users to occupyjoint occupants for available spaces in operating facilitiesschools. will be determined by after his/her evaluation of information and reactions of community residents. The selection of users should be based upon the following

5. Criteria for Identification of Available Space

		ECM
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58 a)	The	space is projected to be surplus for at least
59	two	years.
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61 b)	Join	t occupancy arrangements that expand building
62	capa	city through the use of relocatable units or
63	modu	lar construction may be negotiated if site
64	cond	itions allow.
65		
66 c)	For	joint occupancy agreements in operating
67	scho	ols,
68		
69	(1)	No $\frac{MCPS}{}$ operating school will be permitted to
70		house a nonpublic school serving parallel
71		school grades $K-12$ in joint occupancy spaces.
72		
73	(2)	The projected student enrollment at the school
74		is below 80 percent of less than the low-range
75		building the MCPS rated student capacity. This
76		criterion may be waived if enrollment exceeds
77		the low-range capacity with input from the
78		principal.
79		
80	b (3)	The space is located in a portion or section
81		of the building which can be easily isolated
82		from the educational program, preferably near
83		a restroom and separate entrance.

6. When MCPS facilities are not fully utilized for student enrollment, MCPS staff functions, or other MCPS programs, space may be leased to non-MCPS users in operating schools or non-operating schools, as follows:

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a) MCPS school based-/school-related programs

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a) Priority users for space in operating schools

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(1) County programs that benefit MCPS students, their families, or staff

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(2b) Educational programs, Child care providers in with Maryland compliance requirements who support, enrich, or enhance the educational experiences of current and prospective MCPS students, their families, or (public-supported or private with nonprofit) which will benefit the children specially enrolled in the regular school programs and enhance the learning experiences, preference given to child care programs that operate in partnership with MCPS for children (e.g., day care centers, preschool program, foreign language schools, data processing schools, or public college programs)

112	(3) Community programs that enrich or enhance the
113	learning experiences of children or provide
114	needed services to children and families
115	
116	(4e) Other purposes for government agencies Housing
117	for other county agency function (e.g.,
118	offices for human resource projects, county
119	health services, or recreation department
120	staff)
121	
122	b) Priority users for space in non-operating schools
123	
124	(1) County programs that benefit MCPS students,
125	their families, or staff
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127	c) Housing for school system staff or functions (e.g.,
128	office space for staff of a federally funded
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130	
131	(21) Nonpublic schools and/or nurseries child care
132	providers in compliance with Maryland
133	licensing requirements who support, enrich, or
134	enhance the educational experiences of
135	children (e.g., religious day schools) which
136	will not attract additional students from the
137	regular school program.
138	

139		(3d) Community programs (public-supported or private
140		nonprofit) which will that enrich or enhance
141		the learning experiences forof children or
142		provide needed community services to children,
143		families, or the community (e.g., elderly care
144		centers, senior citizen centers, counseling
145		centers, or nutrition centers)
146		
147		(4) Other purposes for government agencies
148		
149		(5 €) Private enterprise
150		
151		(2) Private offices (e.g., real estate or
152		lawyer consultant)
153		
154		(3) Private medical practice/community
155		services (e.g., doctor, artist, beauty
156		salon, or automation service)
157		
158		(4) Other private/political groups or
159		organizations
160	_	
161	7.	In those cases where two or more candidates for the same
162		space within the same priority category are equally
163		desired, the space will be provided to the candidate
164		providing the most beneficial offerwho best meets the
165		needs of the school community as determined by the Board.
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167	6 8.	Cost to User Group

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MCPS establishes a per square foot rental rate each fiscal year to be applied to joint occupancy leases in order to recover operating costs. Each non-MCPS user of available space shall be expected to reimburse MCPS on a prorated basis for applicable costs related to this use. which may include normal building upkeep, building services staff, utility expenditures, restroom supplies, insurance, administrative costs, and other such items on a square foot basis to be identified by the superintendent of schools or his/her designee and contained in the lease negotiated with each user group. For each non-MCPS user group, the lease cost shall be negotiated and be reflective of MCPS costs, comparable market prices, and the profit/nonprofit status of the proposed tenant. Lease fees may be negotiated with groups which in some cases do not recover all MCPS costs for the space to be leased. The income received from this programjoint occupancy leases will be received as general revenue recorded in a separate account enterprise fund, the Real Estate Management Fund. and used to offset the cost of making available the space leased and the cost of operating the joint occupancy program in accordance with Internal Revenue Service regulations.

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7. Save Harmless Provision

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The lease for each user group shall include appropriate language to save the Board of Education and the school

197			system harmless against any and all claims, demands,
198			suits, or other forms of liability that may arise out of
199			this use of school space. Each proposed tenant must
200			comply with all appropriate legal and zoning
201			requirements.
202			
203	D.	IMPI	LEMENTATION STRATEGIES
204			
205		9. Th	ne superintendent of schools is authorized to negotiate
206		fees	s for the use of surplus school s. space on the basis of the
207		Boa1	ed of Education cost guidelines.
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209		10.	The Creative Enrichment Program shall continue to be
210			administered by MCPS.
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212	E€.	REV]	IEW AND REPORTING
213			
214		1.	The superintendent of schools and shall require ongoing
215			monitoring reports to be maintained submit to the Board
216			quarterly reports on fee schedules and the use of the
217			surplus space.
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219		2.	This policy will be reviewed every three years in
220			accordance with the Board of Education policy review
221			process.
222			
223			
224	Poli	су Н.	istory: Adopted by Resolution No. 122-78, February 14,
225	1978	; ame	ended by Resolution No. 509-78, July 11, 1978; amended by

226	Resolution	No.	1056-79,	Decem	ber 1	17,	1979;	refor	rmatted	in
227	accordance	with	Resolutio	on No.	333	-86,	June	12,	1986,	and
228	Resolution	No. 45	8-86, Augu	ıst 12,	1986,	, and	accepte	ed by	Resolut	tion
229	No. 147-87,	Febru	ary 25, 19	987 . , a	mende	d				