

Talbot County Public Schools

Educational Facilities Master Plan

2022

Talbot County Board of Education
12 Magnolia Street
Easton, MD 21601

July 1, 2022

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EXECUTIVE SUMMARY

The Educational Facilities Master Plan (EFMP) is a long-range planning document that allows the Board of Education of Talbot County to identify and prioritize the capital improvements that are required to maintain effective and efficient educational facilities. Local school systems in Maryland are required to prepare an EFMP annually, in accordance with the regulations of the Interagency Commission on School Construction (IAC). The capital needs identified in an EFMP are typically divided into three areas to support the mission of the board of education: projects to improve the performance of buildings in order to provide a safe and healthful environment for instruction; projects to improve the educational adequacy of buildings and spaces; and projects to increase the capacity of facilities so that they can house students without overcrowding. The 2022 EFMP will provide justification for the funding requests that will be submitted to the IAC and to the County Government in fiscal year 2024 in the Capital Improvement Program (CIP), the Aging Schools Program (ASP) program, and a number of other funding programs.

The impacts of the Covid-19 pandemic have been experienced by school systems throughout the world. Enrollments in the 2021-2022 school year continued to be affected by this situation, as they had been in the previous school year. Although the long-term impacts of the pandemic on student enrollments and instruction remain uncertain, it is safe to say that the need for school facilities will continue and that Talbot County Public Schools is well-positioned to sustain both in-person classroom instruction and online instruction. The total enrollment decreased by 6.2% between fall 2019 and fall 2020, and the enrollment then appeared to stabilize between fall 2020 and fall 2021.

These decreases in the total enrollment do not imply that TCPS will have excess capacity in the future.¹ The Maryland Blueprint plan brings new requirements to school system staffing and operations that affect the utilization of school buildings. In addition, the continuing growth in the number of students with special needs – special education, English Language Learners, students in the Free and Reduced Price Meal (FARMS) program – results in full utilization of every instructional space within school buildings. Finally, new housing developments in the Easton area, after many years with little activity, are projected to bring new students into the schools. Consequently, the ongoing tasks of upgrading building systems and modernizing instructional spaces may be joined to an emerging need to also build new classrooms for capacity. This EFMP provides the background information and projected needs to support that effort.

Historical Population and Enrollment Growth. Talbot County, a rural county on Maryland's Eastern Shore, has had a stable public school enrollment that reflects the character of its community. Unlike highly urbanized jurisdictions in Maryland, but similar to other rural jurisdictions with a large retirement and second-home population, in Talbot County the population increase and the student enrollment projections have been dissociated from one another. Population growth has largely consisted of the in-migration of older residents without children, while the school-age population has been driven by the birth rate and the stability of the child-raising portion of the population. Factors that have given rise to increases in the public school population in other areas, particularly the rapid growth of employment opportunities or transportation improvements that allow easy access to nearby employment centers, have been absent in Talbot County. Given the current policies of both the Talbot County government and the principal town of Easton, which emphasize the continuity of the rural and historic small-town qualities of the geographic region and its environmental beauty, these

¹ Maryland Department of Planning "Public School Historical Enrollments 2011-2021", released March 2022.

demographic patterns are likely to continue for many years. The three new housing developments that are described below and more fully in Section II of this report will, at full build-out, bring the first significant change to the composition of the county in decades, with consequences for the school system.

Between 2000 and 2019 the total population of the county grew by almost 12%, from 33,812 to 37,782. At that time the population was projected to grow by a further 16.5% to 44,000 by 2040, and the projected growth was almost entirely restricted to individuals older than 45 years. This age group increased at a remarkable average rate of 30.7% per decade between 1970 and 2010, and was projected to increase by a further total of 25.3% by 2040. By contrast, the age group in the child-raising years between 20 and 44 declined steadily by a total of 10% from a peak of 10,496 individuals in 1990, and in 2010 it was projected to grow by only a modest 4.8% to 2040. The American Community Survey (ACS) for 2019 indicated a total estimated population of 37,181. Of this population, 29.7% fell into the age groups 65 years and older, while 18.2% was in the age group under age 18.² These figures indicate that the overall population of Talbot County continues to age, while the child-raising population remains fairly constant. Since the ACS total figure is only 1% less than the actual 2020 census total of 37,526, these projections are likely to remain valid pending a more accurate assessment of the census data by the Maryland Department of Planning.

Children in the school-attending age group of 5 to 19 also show a long-term pattern of stability: this cohort was only 74 persons larger in 2010 than in 1970, and was projected to grow by only 9% by 2040. As would be expected, the public school enrollment pattern follows a similar trend. Beginning in 2011 with a total full-time equivalent (FTE) K-12 student population of 4,279, by 2019 (the last year before the Covid-19 pandemic) the FTE enrollment had increased by 173 students (4.0%) to 4,452 students (Table IV-3). The K-12 enrollment declined by 160 students between fall 2019 and fall 2020, no doubt due to the Covid-19 situation. The decline slowed somewhat the following year, with 52 fewer students enrolled in the fall of 2021. The Maryland Department of Planning projects that the K-12 student population will remain essentially flat between 2021 and 2031, increasing to 4,300 students in 2023 and ending the decade at 4,290 (Table IV-8).

Elements of Uncertainty. Within this pattern of overall stability, four factors introduce elements of uncertainty:

Changing Student Demographics. Table IV-4 shows that since the 2006-2007 school year, the overall proportion of Hispanic students in the school system has grown by 18.5% percent, while the percent of non-Hispanic white students has been reduced by 18.1% and the proportion of African American students has declined by 6.82%. In absolute numbers, the Hispanic population increased from 246 in 2006 to 1,090 in 2021, an increase of 4-1/2 times. If this trend continues or accelerates, it implies that teaching methods to address students with special needs, in particular English Language Learners (ELL), will increase. Instruction for these and other special needs groups often requires small learning environments within the larger school context.

The Coronavirus Pandemic. It still cannot be known with certainty how the epidemic, with its extraordinary impacts on social life and the economy, will affect future student enrollments. Optimistic assessments in the summer of 2020 that schools would be fully operational by September were continually undermined by resurgences in community infection rates, forcing school systems to change their plans suddenly and with little ability to notify parents or students. Those conditions continued nationwide during the 2021-2022

² <https://www.census.gov/quickfacts/fact/table/talbotcountymaryland/BZA010218>.

school year, with schools required to abruptly open and close as circumstances dictate, introducing uncertainty into the lives of children, parents, and communities at large. At this writing the situation appears more stable, but worrisome new variants of the virus, some highly contagious, present the possibility of continuing uncertainty in both student and staff attendance.

A number of pandemic-related factors may affect student attendance in the 2022-2023 school year. These include possible economic impacts, which may affect in-migration into and emigration from the county; birth rates, as families consider whether to have children or not; grade succession ratios, as school systems grapple with the achievement impacts of widespread online teaching and learning; and home schooling and private school patterns, as parents continue to consider the potential safety of their children. These factors will have an impact on school utilization as well as the extent to which hybrid forms of learning will be necessary.

New Housing Developments. For purposes of projecting the student enrollments last year, EFP assumed, as it had in 2020, that there would be little to no new housing activity in Talbot County for the following three years, to be followed by a gradual revival of the market. However, with three new housing projects in various stages of approval and development at this writing, and with two other projects possible in the future, this assumption is no longer valid. These projects may reflect the trend of households leaving urban areas for smaller towns, a phenomenon that appears to be encouraged by telework arrangements. A study conducted in the fall of 2021 indicated that as many as 370 new students could enter the Easton area public schools as result of the three developments.³

Measured against the recently revised State Rated Capacity (SRC) of 5,436 for the entire school system,⁴ Table V-1 shows that schools in the Easton area may experience moderate to severe overcrowding within the next five years. Without taking the new housing developments into account, school utilization (measured as the ratio of full-time equivalent enrollment to SRC) is projected to increase from 83.8% in 2021 to 85.6% in 2026. With the new developments, the projected overall utilization would be 95.8% in 2026, with Easton Middle School at a manageable 103.0%, Easton High somewhat more crowded at 105.4%, and Easton Elementary at a 117.6%, a figure that represents severe overcrowding. If the enrollments increase as a result of these developments, there will be a need to avoid overcrowding of the Easton schools through some combination of boundary changes and new capital projects for capacity.

Changes in household occupancy patterns may increase the student yield of existing housing. The most likely changes will occur in the occupancy of multifamily units, which are heavily concentrated in Easton. Based on past experience, changes in occupancy are likely to increase the number of non-English speaking students. While the replacement Easton Elementary School has been designed with an ample number of resource spaces to accommodate the special learning requirements of this student population, the design will also ensure that future growth in this population does not strain spaces designed for other purposes (as frequently happens in older school facilities).

The Maryland Blueprint. Legislation passed in the 2020 session of the General Assembly brings new curricular and administrative requirements to Maryland schools, many of them with facility implications. The expansion of prekindergarten to include all 4-year old children in certain income tiers, and to include many 3-year old children, will put increased demands on classroom space. Dr. Einhorn, Assistant Superintendent for Instruction, summarizes the current situation in Talbot County

³ Lever and Gallihue, "Future Residential Development Impact, Talbot County Public Schools," December 13, 2021

⁴ The State Rated Capacity for all schools in the state was recalculated in the spring of 2019. The revised SRC for Easton Elementary School was received April 8, 2022.

as follows:

TCPS has been proactive in engaging private providers in conversations about partnerships to meet the requirements of HB 1300 specific to serving 3 and 4-year-old students. Through PreK Expansion Grant funds, TCPS has been able to implement districtwide, full-day, universal PreK for 4-year-olds and has been strategic in moving funding to the local budget to sustain this programming beyond the grant period. TCPS facilitates the Talbot Early Childhood Advisory Council (TECAC) meetings every other month with community private childcare providers. TCPS has provided TECAC with an overview of the Blueprint for Maryland's Future and the provisions for early childhood. Early Head Start and Critchlow Adkins Children's Centers indicated interest in applying for funding to implement 3-year-old slots. Given the requirements for securing funding, both providers opted to wait another year so they can begin to move towards the requirements. As a rural district, TCPS will have challenges in meeting the 30-50% private provider component of the Blueprint. TCPS will continue to provide support to private providers to engage them in this effort.⁵

While many dimensions of this initiative remain uncertain, including the number of eligible children and the number and capacity of private providers in the county, officials in Talbot County Public Schools are concerned that with the current universal program for 4-year olds, there will be limited capacity for 3-year olds. The legislation also includes a requirement for teachers to devote 40% of their school day to professional learning, small group instruction, and /or individual instruction. This is a facilities concern, as it will require that school systems hire more teachers (thus needing more classrooms) and provide adequate space for them. Insufficient information is available at this time to quantify the impact this will have on the capacity of current buildings or new buildings that may be proposed.

Past and Future Actions

With the on-going evolution of the pandemic and with new housing in various stages of development, the past is not necessarily prologue; the real impacts on schools of the multiple factors noted above will not be known until the beginning of the next school year in the fall of 2022. The magnitude of the enrollment impacts may have a bearing on school facilities in a number of ways: in the allocation of State funding, which is based on student enrollment projections; in the size of classes and other school activities; on school schedules; on the utilization of spaces within buildings to address students with special needs; and on the revenues available to local governments to support capital improvements. Since the FY 2024 Capital Improvement Program submission to the IAC in October 2022 will contain a request for approval of planning for the renovation of Chapel District Elementary School, changes in the enrollment patterns will have an impact on the amount of funds the State may allocate for the project. Other factors, for example the total amount of State funding that is available as well as the possible outcome of State facilities assessment, will also have a bearing on the State allocation.

Three actions in the last two decades have redistributed enrollment to better utilize capacity throughout the system. These included:

- The Board of Education approved redistricting to reduce overcrowding at Easton Elementary School and to better utilize excess capacity at Chapel District, White Marsh and St. Michaels Elementary Schools. The student reassignments were fully implemented by the 2015-2016

⁵ Dr. Helga Einhorn, Assistant Superintendent for Instruction, in email dated June 2, 2022.

school year.

- In 2009-2010 the Board reassigned sixth graders from Tilghman Elementary and St. Michaels Elementary to St. Michaels Middle/High, and in 2014 reassigned some pre-kindergarten students from St. Michaels Elementary to Tilghman Elementary.
- In December 2016 the Board approved a boundary change between Easton Elementary School and White Marsh Elementary School, resulting in a more balanced projected utilization for the two schools. This reassignment went into effect for the 2020-2021 school year.

As an outcome of these actions, the current utilization of schools in the system averages 83.8%. Most of the schools enjoy very comfortable utilization figures, providing school administrators with the flexibility they need to adjust to changing student enrollment patterns, new educational programs, and the special learning requirements of individual groups of students. An exception was the Easton Elementary Dobson facility, which had a utilization of almost 100% as of October 2019; This near-overcrowding situation has been relieved by the replacement Easton Elementary School.⁶ Easton High School is also of concern: although currently at 90.5% utilization, it is projected to be at a near-full 97.3% utilization in 2026, and then to increase to 101.7% utilization by 2031. The trend at this high school should be watched carefully over the next two to three years to determine if actions are needed to relieve long-term over-crowding, including redistricting to the underutilized St. Michaels High School or capital projects to increase capacity. The use of relocatable classrooms may be needed to temporarily reduce overcrowding at this school, pending changes in attendance area or an expansion of capacity.

The inclusion of the Dobson PK to 2 program and the Moton 3 to 5 program under one roof at Easton Elementary School also provides flexibility in responding to changes in the educational program. The value of this flexibility was shown in the implementation of the all-day Pre-kindergarten program at the school. It was originally designed with three PreK classrooms, enough to accommodate six half-day classes. With the change to an all-day program, the school was four classrooms short, and as a result, kindergarten and first grade classes were shifted to accommodate the additional PreK needs.

The utilization of Tilghman Elementary School was at 39.5% in the 2017-2018 school year. The low utilization at Tilghman prompted the Board of Education to initiate a study to determine whether the facility should be retained or should be closed. A committee appointed by the Superintendent and approved by the Board presented recommendations in December 2017 for the closure of Tilghman Elementary and reassignment of the students to St. Michael's Elementary School. Based on community input, the Board asked the Superintendent to keep Tilghman Elementary open during the 2018-2019 school year in order to permit the community to develop alternatives to enhance the student enrollment through such actions as redistricting, magnet and/or a charter school, or an open enrollment marketing initiative. The Board has opened attendance at Tilghman to students from the entire county, and has deferred further action pending the effect that this approach will have on the enrollment and the utilization of the facility. The utilization at Tilghman Elementary increased to 65.6% as of October 2019 but has since declined to 54.8% as of October 2021.⁷

Because of a past history of investment that allowed every facility in the jurisdiction to be renovated, Talbot County Public Schools enjoys the enviable condition of providing appropriate and adequately

⁶ Superintendent Report, "TCPS School Building State Rated Capacity and 2014-2019 Actual Enrollment", October 16, 2019.

⁷ Ibid.

sized facilities to support its educational programs. As of October 2021, TCPS had the newest average square footage in the state.⁸ The replacement of Easton Elementary School and the proposed renovation of Chapel District Elementary School continues this wise tradition of facility management, which provides an environment to support the academic effort of teachers and students, reduces the maintenance and operational burden placed on supporting services, and allows scarce budgetary resources to be used for instructional and other classroom purposes.

Development of an educational specification and a feasibility study to analyze renovation options for the Chapel District Elementary project is now underway, with planning approval to be requested in FY 2024, funding to be requested in FY 2025, and probable occupancy for the 2025-2026 school year. While the future replacement and/or major renovation of the other school facilities lies beyond the timeframe addressed within the EFMP, individual building systems in these facilities will age faster than the buildings themselves. An example is the roof of Easton High School, which was approved for funding in the FY 2022 and FY 2023 CIPs; the facility as a whole will likely not undergo a complete renovation until 2030 or later. An annual evaluation of the building inventory through the Inventory Analysis contained in the EFMP and through the Comprehensive Maintenance Plan (CMP) will ensure that building systems are addressed in a timely manner to protect the educational environment and the performance of the building.

Concurrent State Requirements

The FY 2023 EFMP is being developed with consideration of with three new requirements that have resulted from recent State legislation (see the Introduction for further information):

1. **Capacity Study.** The *Built to Learn Act* of 2020 requires that each LEA submit a capacity study to the IAC and the General Assembly by December 1, 2022.
2. **Expanded Prekindergarten.** The *Maryland Blueprint Act* (HB 1300) requires that the LEA provide a description of the approach that will be taken to meeting the Prekindergarten requirements of the Act.
3. **Energy Policy.** *Chapter 608 of 2021* (HB 630) requires that each LEA provide by July 1, 2022 an approved energy policy that articulates the LEA's guiding principles and strategic vision regarding the use of energy, specifically electricity.

⁸ IAC website, "Average Age of LEA Facilities 2012 – 2021" (https://iac.mdschoolconstruction.org/?page_id=139)

INTRODUCTION

Talbot County Overview

Talbot County is located in the central part of Maryland's Eastern shore. It is bordered on the north by Queen Anne's County, on the east by Caroline County, and on the south by Dorchester County. The Chesapeake Bay and its tributaries form the western border of the county. The County has approximately 171,000 acres of land area, consisting of about 95,000 acres of farmland, 40,000 acres of forested land, and 3,650 acres that are developed.¹ The shore line of approximately 600 miles is cut by numerous watercourses that shape narrow peninsulas, so that the county is described as the place "where land and water intertwine."² Each peninsula is typically served by a single road. The 2016 update of the Talbot County Comprehensive Plan describes the county as

*a unique mosaic of tidal waters, streams, farmlands and forests. The historic settlement patterns of this rural landscape have created a scattered patchwork of farms, estates, subdivisions, villages and towns. The natural and built environments of Talbot County blend together to form a pleasant rural character where residents enjoy a generally high quality of life.*³

The major commercial activities consist of farming and tourism, the latter based on the attraction of the small and quaint communities and the water-related activities. The County Plan states that "agriculture remains an important and viable identity in part because fragmentation of farm landscape has been discouraged."⁴ Many of the homes are partially occupied during the year, serving as vacation and second homes to part-time owners; this trend appears to be increasing.

The population of Talbot County, numbering a total of 37,526 persons in 2020, is projected to grow by approximately 3,400 persons by 2040 and 3,840 persons by 2045.⁵ This growth projection was developed by the Maryland Department of Planning in December 2020 (before the results of the 2020 census were available). MDP indicates that the growth will be largely among older retirees: the 65+ age cohort, at 26.9% of the total population in 2015, is anticipated to grow by fully 48.4%, while the school age population (age 5-19) will grow by only 9.3% and the 20-44 age cohort is projected to increase by 4.2%.⁶ This disproportion between the younger and older age cohorts reflects both the desirability of the county as a retirement and second home venue, and the lack of housing and employment opportunities for younger people. Since the consequence of this analysis is that enrollment growth is likely to be slow or to remain flat, it suggests that there is sufficient facility capacity for the foreseeable future. The analysis does not, however, take account of new housing that is under development in the Easton area.

Talbot County is a charter county with five Council members elected for four-year terms. The school board consists of seven elected members, with two student members representing the two high schools. Like all Maryland school districts except Baltimore City, it has no independent taxing authority and is therefore largely dependent on the local government and the State for both capital and operating funds. The County has five incorporated towns – Easton, Oxford, Queen Anne, St. Michaels, and

¹ Talbot County 2016 *Comprehensive Plan*, Comprehensive Plan Vision Statement, adopted by Bill 1329 on June 7, 2016; effective August 6, 2016; page ii

² Ibid, page i.

³ Ibid, page ii.

⁴ *Comprehensive Plan*, Background, page 1-9

⁵ 2020 Census data; "Historical and Projected Total Population for Maryland Jurisdictions (Revised December 2020)". The projection to 2040 is substantially less than the growth of 4,850 persons that was projected by MDP in August 2017.

⁶ Table II-8, "Talbot County Demographic and Socio-Economic Outlook, January 2015"

Trappe. Each town has authority for zoning and the issuance of building permits. The County has the authority for zoning and the issuance of building permits for all of the land that is not within the incorporated towns. The County Comprehensive Plan, with a recent update approved in June 2016, outlines the vision for the land use, housing, and economic development future of the jurisdiction; the relation of this Plan to the Educational Facilities Master Plan is described in Section II-Community Analysis.

History of Public Education in Talbot County

There were no schools in Talbot County until 1728. Prior to that time some students received an education in private homes. The Talbot County Free School opened in 1728 and only boys were allowed to attend.

The public school system in Talbot County began with a State law that was passed in 1834, leading to the establishment of many one-room school houses in the County. These schools only served white students. Those seeking education above the grade school level had to rely upon private schools. After the Civil War, the first high school opened in Talbot County on October 1, 1866, offering courses and programs through the 10th grade. The eleventh grade was added in the early 1900s. The school year was increased to 180 days in accordance with the Education Article and regulation,⁷ a twelfth grade was added, and other schools were closed and modern school buildings were constructed or renovated.

At the start of the twentieth century there were four high schools, fifteen grade schools, and fifty-one one-room school buildings in Talbot County. A fifth high school was opened in 1913 and the sixth high school opened in 1916. African American students could not attend high school until the Moton High School was completed in 1937. A move to consolidate schools began in the 1920s and 1930s. The 70 schools in 1900 were reduced to 25 in 1945. Among these, the number of high schools was reduced from six to three, including the Moton building. Following the *Brown vs. Board of Education* Supreme Court decision in 1954, African- American students were allowed choice in their school assignments. In 1967 the school system was fully integrated. The Moton building was converted first to a vocational education center (the predecessor of contemporary Career and Technical Education programs), then to a middle school, and finally to an elementary school.⁸ The consolidations led to a long-standing configuration of nine educational facilities. With the consolidation of the two Easton Elementary School facilities into a single modern facility in 2020, the total number of educational facilities in the county has been reduced to eight.

The Educational Facilities Master Plan and its Purpose

It is intended that this Educational Facilities Master Plan (EFMP) will provide the Board of Education with the means of identifying and prioritizing the capital improvements that are required to maintain effective and efficient educational facilities. The EFMP is a long-range plan that will enable the Board to plan for the future proactively, rather than reacting with solutions as situations present themselves. This Master Plan has been prepared utilizing the guidelines of the Interagency Commission on School Construction (the IAC, formerly the Interagency Committee on School Construction), which are contained in COMAR 14.39.02.02.⁹

⁷ Education Article §7–103, COMAR 13A.09.10

⁸ Interview with Ms. Pamela Clay, Curriculum Supervisor (Career and Technical Education and related programs) February 9, 2017.

⁹ The regulations of the new Interagency Commission were reassigned from COMAR 23.03.02 to COMAR 14.39.02 in

The goal of this EFMP is to properly identify and program the improvement, repair and/or replacement of the physical facilities within which the educational process occurs. This process should take place in a manner that most efficiently utilizes the existing facilities while providing the optimum educational setting. Where necessary improvements or repairs are identified, careful planning can assure that the taxpayer's funds are wisely used to receive the greatest value. The limited financial resources available to the public schools must be allocated among many different needs. School facilities, the subject of this Educational Facilities Master Plan (EFMP), represent one set of needs. These needs are typically divided into three areas: the ability of buildings to provide a safe and healthful environment for instruction; the adequacy of buildings and spaces to support the educational mission of the board of education; and the capacity of facilities to house students without overcrowding.

The 2022 EFMP will provide technical support to project requests in the FY 2024 Capital Improvement Program (CIP), to be submitted to the State in autumn 2022, in the FY 2024 Aging Schools Program (ASP) program requests to be submitted in the spring of 2023, and in other programs that have been or may be approved by the General Assembly.

The principal elements included in this EFMP are as follows:

1. State Public School Construction Program - Review of funding criteria (Introduction);
2. Summary of the Board of Education goals, standards, policies and guidelines as they may affect educational facilities (Section I), including:
 - Policies for co-location, shared use, and shared cost of existing and planned school facilities;
 - Policies to address school capacity needs in planned growth areas or to address adequate public facilities ordinance (APFO) requirements; and
 - Policies addressing current and planned transportation for students, administrators, and teachers per school.
3. Community Analysis, including County demographics, development, and comprehensive plans (Section II);
4. Facility Inventory and Evaluation, including floor plans, school data, and evaluations of school buildings (Section III);
5. Enrollment Data, including historical and projected public school enrollment (Section IV);
6. Facility Needs Analysis, including recommended facility improvements (Section V); and
7. Supporting Documentation (Section VI)

The FY 2023 EFMP is being developed with consideration of with three new requirements that have resulted from recent State legislation:

1. **Capacity Study.** The *Built to Learn Act* of 2020 requires that each LEA submit a capacity study to the IAC and the General Assembly by December 1, 2022. The study must be not more than three years old at the time of submission and must identify the current capacity of each school in the school system and the demographics of the students in each school compared to the demographics of the overall student population in the school system.

2018. References to the earlier COMAR numbers were noted in the 2020 EFMP, but have been deleted from the current EFMP.

Status: TCPS has tracked the required information needed to develop the study.

2. **Expanded Prekindergarten.** The *Maryland Blueprint Act* (HB 1300) requires that the LEA provide a description of the approach that will be taken to meet the Prekindergarten requirements of the Act. This will indicate how the demand for PreK seats is projected, how school facilities will be used to meet the projected demand, and how private providers will be used.

Status: The utilization figures shown in Table V-1 indicate that there is adequate capacity for an expansion of the Prekindergarten program in most schools. Whether available space can be found in locations within the building appropriate to the needs of small children will require more information about the number of eligible children in the locale who might be attending the expanded programs as well as study of each building's architectural characteristics.

However, the new housing developments described above may result in overcrowding in Easton Elementary School, reducing the available capacity to implement the expanded prekindergarten programs; consequently, the status and occupancy of these housing developments is an issue of critical importance to the school system.

3. **Energy Policy.** *Chapter 608 of 2021* (HB 630) requires that each LEA provide by July 1, 2022 an approved energy policy that articulates the LEA's guiding principles and strategic vision regarding the use of energy, specifically electricity. A new grant program is available through the Maryland Energy Administration to assist LEAs with data collection and other aspects of the requirements.

Status: TCPS is currently developing the energy policy in cooperation with the staff of the Interagency Committee.

The State Public School Construction Program

Talbot County Public Schools is reliant upon the Talbot County Council to provide the fiscal resources that are needed to operate and maintain the school system. This includes the funding required to maintain, repair, and make capital improvements to the public school buildings. In some cases, facility needs can be addressed through County funding alone. In other situations the funding provided by the County Council is leveraged to obtain State funding for capital improvements through the programs of the Interagency Commission on School Construction (IAC), established as the State Public School Construction Program (PSCP) in 1971.

The PSCP currently administers four major funding programs, the Capital Improvement Program (CIP), the Built to Learn (BTL) funds, the Healthy School Facility Fund (HSFF), and the Aging Schools Program (ASP), which are described further below. Projects are only eligible for funds at facilities used for educational purposes; central administrative offices are not eligible. The PSCP also administers several smaller funding programs, including the following for which Talbot County Public Schools is eligible:

- The *School Safety Grant Program* (SSGP) provides grants to address school security improvements.¹⁰ Talbot County Public Schools was approved for \$51,000 in Round I of the FY 2019 grant program to replace classroom door hardware at Easton High School and Easton Middle School. TCPS was approved for \$200,000 in Round II of the FY 2019 SSGP. These funds were used for projects at eight schools: security vestibules in four schools, replacement of classroom door locks in two schools, and improved access control and communications at

¹⁰ IAC, *loc. cit.*, "School Safety Grant Program Administrative Procedures Guide", approved March 6, 2019.

two schools. All of these projects are now complete. TCPS was allocated an additional \$200,000 in FY 2021; the funds were applied to security cameras at Tilghman Elementary, the St. Michael's campus, and Easton High School. Projects approved in FY 2022 include security film installation at Easton Elementary, Easton Middle, and Easton High. Future projects will include security camera and window film installations.

- The *Nonpublic Aging Schools Program* (NASP), which provides funds for capital improvements to nonpublic school buildings and sites.¹¹ The Chesapeake Christian School in Talbot County received \$19,071 in FY 2020 and \$ 22,923 in FY 2021 through this program; two other nonpublic schools, the Country School and the SS. Peter and Paul Elementary and High School, received a total of \$53,487 in FY 2021.
- The *Nonpublic Aging Schools School Improvement Grants* (NPSI) program provides grants for safety improvements to existing nonpublic school buildings.¹² The four nonpublic schools listed above received a total of \$34,710 in grants from this program in FY 2020 and \$58,460 in FY 2021.

Talbot County Public Schools is not eligible for several other current State funding programs: the Capital Grant Program for Local School Systems with Significant Enrollment Growth or Relocatable Classrooms (EGRC), which provides funds for a limited number of school systems that meet specific eligibility criteria, and the Innovative Incentive Pilot Program, which applies to three school systems. In addition, a major program that Talbot County Public Schools used to advantage, the federal Qualified Zone Academy Bond program (QZAB), was terminated with the 2017 federal tax bill. Projects included installation of carpet, restrooms, and sound baffling at Easton Elementary School prior to its replacement. These funds, issued by the State but supported by federal tax credits between FY 2001 and FY 2018, did not require local matching funds, but did require a 10% contributing match by a private entity. The program is no longer active.

Capital Improvement Program (CIP)¹³

Funded annually at over \$300 million statewide since FY 2006, the Capital Improvement Program (CIP) is the largest of the PSCP funding programs. Requests for approval of planning and funding of projects are submitted to the Interagency Commission on School Construction (IAC) in the annual CIP.¹⁴ The IAC grants annual approvals or recommendations for approval in three rounds, by December 31, before March 1, and between May 1 and June 1. Prior to making its preliminary decisions in December, the IAC is advised by the Governor of the preliminary allocations of new General Obligation Debt and capital operating budget funds that will be proposed for public school construction for the next fiscal year. Subsequent approvals are based on the Governor's submitted capital budget, and on the final capital budget approved by the legislature and enacted by the Governor. The submission and approval procedures under the Interagency Commission are the same as under the former Interagency Committee, with additional items that are now eligible for funding. The General Assembly has the authority to increase the total capital budget, based on recommendations made by the Capital Debt Affordability Committee (CDAC).

¹¹ IAC, *loc. cit.*, "Procedures for The Senator James E. "Ed" DeGrange Nonpublic Aging Schools Program (Fiscal Year 2021), November 6, 2020, p. 2.

¹² IAC, *loc. cit.*, "Procedures for The Nonpublic School Safety Grants" (Fiscal Year 2021), November 6, 2020.

¹³ COMAR 14.39.02.03.

¹⁴ Before FY 2019, the Board of Public Works (BPW) made final decisions on funding and planning approvals, based on recommendations from the then Interagency Committee on School Construction.

To be eligible for State construction funding, all projects must meet IAC evaluation criteria, must align with the Board of Education EFMP, and must have the support of the local government. Major projects are required to have IAC planning approval, which represents a commitment by the State to fund the project (but does not guarantee that State construction funding will be available in any specific fiscal year). State funding for a project that has received planning approval may be deferred due to fiscal limitations or delays in the project itself. However, a county government is not prohibited from “locally funding” or “forward funding” a project that has been deferred by the State, and then requesting reimbursement after the project is initiated or completed, at the time that State funding becomes available.¹⁵

Major project types under the CIP include the construction of new schools, renovation of existing schools in use for 15 years or more, and additions for capacity or programmatic purposes. Planning approval is required for these major project types, and site development costs related to construction are eligible for State funding. Requests for planning approval for full renovations and new and replacement projects require calculation of the Total Cost of Ownership (TCO) for a 30-year period.¹⁶ The State also provides capital funding for small renovations such as science classrooms and open-space enclosures, and for systemic renovation projects that improve the learning environment and extend the useful life of school facilities, including such projects as roofs, boilers, chillers, windows and doors, data and security systems, and lighting. These types of projects also require matching funds from the County, but do not require planning approval.

Full lists of eligible and ineligible project expenses are found at COMAR 14.39.02.10 and .11, respectively. Eligible expenses comprise site development costs related to construction, including off-site work that is required as a condition of permit. Built-in furniture and equipment that is eligible for State funding includes items such as bleachers, lockers, score boards, stage curtains, food serving lines, and window blinds and shades. The Built to Learn Act of 2020 allows architectural and engineering fees to be an eligible project expense. Ineligible costs for which the local education agency (LEA) is responsible on all CIP projects include site acquisition, construction contingency, movable equipment, insurance, and repairs and maintenance. For major projects, the LEA is also responsible for square footage that exceeds the State’s gross area allowance, which is determined by formula based on student enrollment projections applied against Gross Baseline Areas (GBAs) (*Administrative Procedures Guide*, Appendix 102-B “State- Funded Maximum Gross Area Allowance”). Exceptions can be granted to the square foot allocations if evidence is presented of unique needs or conditions that require a larger facility.

The Board of Education of each county establishes the project scopes and priorities for its local capital improvement program. The local board request to the IAC must be approved by the County government, which acknowledges and recognizes the County commitment to provide matching funds as well as funds for ineligible costs. Without the approval of the County government, the request for State funding will not be considered. Since the annual requests for State funding from the 24 Maryland school systems and the Maryland School for the Blind invariably exceed the available funding, only the

¹⁵ A “locally funded” project is one that proceeds to construction prior to State planning approval; a “forward funded” project is one that has been approved for planning by the State, but has used local construction funds in lieu of State funds to pay for expenditures pending the approval and release of State funds. When a project has been deferred for State funding, there are time limits within which State tax exempt general obligation bond proceeds can be used for reimbursement of locally funded or forward funded expenses. Restrictions in forward funding apply to systemic renovation projects.

¹⁶ IAC, *Instructions for Submission of FY 2023 Capital Improvement Program*, March 31, 2021, p. 1; also found at https://iac.mdschoolconstruction.org/?page_id=1001

highest priority projects that are eligible and have the support of the County government are approved. The IAC may defer approval of a project if it is judged to have a lower priority than other competing requests.

The IAC establishes a maximum State construction allocation for each approved project; a tentative maximum amount is established at approval of planning, and the amount is finalized at approval of funding. For major projects, the allocation is computed using the projected enrollment (seven years from the date of application). This figure is multiplied by the State eligible square footage per full time equivalent student for the specific project type and size (elementary, middle, high, etc.), resulting in a gross area allowance.¹⁷ The gross area allowance is then multiplied by a per square foot construction cost determined annually by the IAC. For new construction, 100 percent of the cost per square foot is used in the calculation of the State allocation. For renovation projects, the cost per square foot increases with the age of the building or portion of the building, per the following sequence:

1. A building area that is less than 16 years old is ineligible for State funding.
2. A building area that is 16-20 years old is eligible for 50 percent of the cost of new construction.
3. A building area that is 21-25 years old is eligible for 65 percent of the cost of new construction.
4. A building area that is 26-30 years old is eligible for 75 percent of the cost of new construction.
5. A building area that is 31-39 years old is eligible for 85 percent of the cost of new construction.
6. A building area that is 40 years or older is eligible for 100 percent of the cost of new construction.¹⁸

Other elements of the calculation of State funding include:¹⁹

- A site development allowance of 5 percent of the construction cost is allowed for renovation, and 19 percent of the construction cost for new construction or replacement facilities. The allocation for renovation recognizes that older schools will usually have site redevelopment costs that may include bus loading and unloading areas, traffic safety, parking, storm water management, site lighting, utility relocation, etc.
- A State-local cost share percentage is applied to the construction and site development costs. The PSCP State-local cost share percentages are revised every two years based on the factors outlined in COMAR 14.39.02.05, which include several factors related to local wealth, the local percentage of Free and Reduced Price Meal (FARMS) students, and local enrollment growth. Based on these calculations, the PSCP cost-share formula for Talbot County has remained unchanged for many years at the lowest eligible percentage, providing for a maximum PSCP funding of 50 percent of eligible project costs.
- For major renovations, the State funding allocated for capital projects in the building within the previous 15 years is deducted from the total State allocation.²⁰

Types of projects which may be eligible as systemic renovations include:

¹⁷ In the FY 2021 CIP *Instructions*, the IAC promulgated new Gross Baseline Areas (GBAs), which replaced the former Maximum Gross Area Allowances (MGAAs).

¹⁸ IAC, FY 2022 *Instructions*, p. 17

¹⁹ As a result of HB 1783 enacted in the 2018 session of the General Assembly, the State no longer includes a contingency amount for change orders in its allocation. Previously, the contingency allowance was calculated as 2.5 percent of the total estimated cost of construction and site work.

²⁰ Exceptions to this rule apply to funding for projects that will not be affected by the proposed renovation work, for example a science classroom renovation that will remain intact and will be integrated into the new renovation work elsewhere in the facility.

- (a) Architectural and structural;
- (b) Mechanical;
- (c) Plumbing;
- (d) Electrical;
- (e) Fire safety;
- (f) Communications; and
- (g) Vertical conveying systems²¹

A systemic renovation project in any of these categories may also “include reasonably related components of other building systems as determined by the IAC or its designee.” In order to encourage a comprehensive approach to inter-related building systems, the IAC has also established two additional categories of systemic renovation:²²

- (g) Building Envelope – Any combination of two or more of the following building systems or elements: roofing and flashing, exterior walls, windows and exterior doors;
- (h) Ceiling-and-Above Interior Systems – Any combination of two or more of the following building systems or elements that occupy the space at and above the ceiling plane: electrical, lighting, HVAC, plumbing, fire safety, data systems, structural, ceiling and related finishes.

A CIP category introduced in 2007 called “Limited Renovation” provides for renovation at less than the scope of a complete renovation. To be eligible, the project scope must include a minimum of five major building systems and may include widespread educational and architectural enhancements, and the total cost must be less than the cost of complete renovation of the same building area.

Talbot County has taken advantage of several special CIP programs and initiatives in the past. These included the Governor's "Technology in Maryland Schools" (TIMS) Initiative, which provided infrastructure improvements to ensure that all Maryland students had access to the internet. An Energy Efficiency Initiative (EEI) within the FY 2013 CIP, developed with the Maryland Energy Administration (MEA) and supported with rebates from participating utility companies, provided State funding for projects to improve energy efficiency in public schools, including lighting and mechanical systems. Chapel District Elementary School was approved for a chiller replacement project in the FY 2014 CIP under this program. The State approved two new initiatives within the FY 2014 CIP, the Security Initiative (SI) and the Air Conditioning Initiative (ACI). Two rooftop air conditioning units at the Easton High School gymnasium were approved under the ACI in FY 2015. Talbot County Public Schools chose not to access the Security Initiative funding, instead using Aging Schools Program funds to upgrade the security systems in all of its schools.

The replacement of Easton Elementary School was approved for Planning in the FY 2018 CIP and for funding in the FY 2019 through FY 2021 CIPs. Partial funding for the Easton High School roof was approved in the FY 2022 CIP, with the balance approved in the FY 2023 CIP.

²¹ COMAR 14.39.02.14.B.

²² IAC, “Instructions for Submission of FY 2022 Capital Improvement Program,” July 15, 2020, p. 19

Built to Learn Act (BTL)

The BTL Act, passed in the 2020 legislative session as HB 1, allows the Maryland Stadium Authority (MSA) to issue revenue bonds to fund school construction projects and provides for management of the projects by MSA. At this time, it is anticipated that the Act will provide \$207 million over ten fiscal years for 18 smaller school systems in Maryland.²³ Talbot County Public Schools is expected to receive 2.05% of the total, or \$4.24 million.²⁴ It is anticipated that the majority of projects funded through this program will be managed by the Maryland Stadium Authority. At this writing, the application procedures and the requirements of the program are under development.

The BTL Act also created the Public School Facilities Priority Fund, which will rely on the recommendations of the Assessment and Funding Workgroup to consider how the results of the Statewide Facilities Assessment (required by Education Article §5-310) may be used to prioritize funding to schools with the highest needs. The Act also made design funding eligible for State participation; mandated an increase to the Enrollment Growth and Relocatable Classroom (EGRC) funding beginning in FY 2026; extended the Assessment and Funding Workgroup to December 2021; and extended the Healthy School Facility Fund (see below).

Healthy School Facility Fund (HSFF)

The Healthy School Facility Fund was funded at \$30 million per year in Fiscal Years 2020 through 2022 and for at least \$40 million in Fiscal Years 2023 and 2024. The fund provides grants to improve the health of public school facilities. Funds are granted to projects "that will improve the conditions related to air conditioning, heating, indoor air quality, mold remediation, temperature regulation, plumbing—including the presence of lead in drinking water outlets, roofs, and windows. Grants will be prioritized to projects that correct issues posing an immediate life, safety, or health threat to occupants of a facility."²⁵ Portions of the funding come from State allocations and portions from federal funds that are approved and distributed by the IAC. TCPS has not identified situations in its schools that would qualify for funds from this program.

Aging School Program (ASP)

The Aging School Program provides funds annually to each county for smaller capital projects in existing schools. The funds are allocated based on a formula that takes account of each school system's proportion of un-renovated pre-1970 square footage. Project costs may be as small as \$10,000, and the State allocation does not require local matching funds. The application process and the eligibility requirements for projects in the ASP are found in the *ASP Administrative Procedures Guide* on the PSCP website (<https://iac.mdschoolconstruction.org>).²⁶

TCPS is eligible for an annual allocation of \$38,292 through the ASP. In the past, the school system has used ASP funds for such projects as HVAC controls at Chapel District Elementary, an outdoor fitness area at Easton Elementary, security systems at all of the school facilities, bleachers at St. Michaels High School, and a chiller control panel at Easton High School. TCPS will reserve its FY 2022 allocation to be used in combination with the FY 2023 allocation to replace the Metasys control systems at Easton High School and White Marsh Elementary School.

²³ Chapter 20, Laws of 2020, page 37. The Built to Learn Act was enacted under Article II, Section 17(c) of the Maryland Constitution following the 2021 override of the Governor's 2020 veto of the Blueprint for Maryland Schools education bill.

²⁴ IAC, "Built To Learn Program and Allocations Approved by the Interagency Commission on School Construction," December 1, 2021, found at https://iac.mdschoolconstruction.org/?page_id=3981, P. 6

²⁵ IAC, "Healthy School Facility Fund Administrative Procedures Guide", approved January 14, 2022, found at <https://iac.mdschoolconstruction.org>, "Programs and Initiatives", p. 2.

²⁶ The current website replaces www.pscp.state.md.us, which remains accessible.

Other State Capital Funding Programs

Talbot County benefited from the FY 2012 Supplemental Appropriation for school construction projects through legislation approved by the Maryland General Assembly during the 2011 session. The State Board of Public Works approved a project for lighting and a chiller renewal project at Easton High School under this program. TCPS has no State-owned relocatable classrooms, and therefore has not used the PSCP Relocatable Repair Fund. Likewise, the school system has not used funds in the State Emergency Repair Fund, which pays for repair costs resulting from emergency events that are not covered by insurance.

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I. GOALS, STANDARDS, POLICIES AND GUIDELINES

General Overview

Composition of the Board of Education

Talbot County has a Board of Education composed of seven fully elected members, with two non-voting student members who each serve for a one-year term.¹ The Superintendent serves as the secretary-treasurer of the Board. The Board generally holds one regular meeting on the third Wednesday of each month, usually at 7:00 p.m. Special sessions are held and changes to the above schedule are made as needed.

Authority of the Board of Education

The Board of Education is authorized by law to “[m]aintain throughout [the] county a reasonably uniform system of public schools that is designed to provide quality education and equal educational opportunity for all children; to “determine, with the advice of the county superintendent, the educational policies of the county school system;” and to “[a]dopt, codify, and make available to the public bylaws, rules, and regulations not inconsistent with State law, for the conduct and management of the county public schools.”²

School policies relate to enrollment, budget, program of studies, and other subjects. The Superintendent, with the assistance of the professional school system staff, is responsible for implementation of the policies. All policies of the Board are codified in the Policies and in the *Talbot County Board of Education Handbook*, both available on the Board website at <http://www.tcps.k12.md.us>.

Board of Education: General Mission and Goals

The three major areas of responsibility of the Board are school policy, school budget, and school property. To meet these obligations, the Board of Education has the responsibility to establish a strategic plan, consisting of a mission statement, beliefs, goals, objectives, and strategies for implementation.

Mission Statement

The Talbot County Board of Education remains committed to being an outcomes-based educational organization dedicated to the following mission: “Every Student Graduates College and Career Ready”.³

School System Beliefs

Talbot County Public Schools has set forth the following beliefs, which guide all school system administrators, teachers, and support staff as they approach each student and perform their duties to provide for the highest level of effective and efficient delivery of educational programs and services.

- All students can achieve when they are effectively taught how to learn and held to high expectations.
- TCPS staff must demonstrate they have the passion, the will, and the skill needed to ensure racial disparities are eliminated.
- Educational equity is a professional, personal, and moral obligation.
- Partnership between schools and parents can have a positive impact on student achievement.

¹ During the 2016 session the Maryland General Assembly passed Senate Bill 16, adding a second student member to the school board so that each of the two high schools in Talbot County has a student representative.

² Talbot County Public Schools Policy Code 2.2 (Adopted: 06/14/89; Reviewed: 06/28/10); Annotated Code of Maryland 1957, Art. 77, SS 40, 41; 1978, Ch.. 22, SS 2

³ *Talbot County Board of Education Handbook*, page 3.

Educational Goals and Objectives

In the spirit of its mission, the Talbot County Public Schools establishes the following profile of a graduate. These characteristics are not the sole responsibility of the high schools. Rather, they are the product of educating the whole child throughout the school experience (PK-12).

A graduate of Talbot County Public Schools will have the academic skills, social disposition, and personal confidence to:

1. *Continue to learn* throughout adult life, both in formal academic settings and in personal pursuit of new knowledge.
2. *Contribute productively to the workforce*, both independently and collaboratively, demonstrating dependability, adaptability, and integrity.
3. *Communicate effectively* in a broad range of settings and purposes through the use of appropriate oral, written, and technological skills.
4. *Participate in society* as an informed citizen with a sense of responsibility and service in a nation and world impacted by social, economic, and environmental decisions.
5. *Respect individuals and groups* of diverse cultural, religious, and ethnic backgrounds, while maintaining a sense of self and pride in one's own heritage.
6. *Assume responsibility* for decisions regarding self, personal relationships, finances, and wellness.
7. *Solve problems* through research and analysis of relevant information, and by the application of creative and critical thinking.
8. *Appreciate the arts* in a well-rounded life, through performance, creative expression, and aesthetic values.

School System Operating and Capital Budgets

The school system's operating budget is approved annually by the Board in order to fund the public school system's programs and services. The budget is based on the educational needs of the system and is prepared by the Superintendent. The Board-approved operating budget is submitted to the Talbot County Council for approval.

School construction and other capital projects are included in an annual Board of Education Capital Improvement Program (CIP). The general schedule for preparation and approval of the annual capital program is as follows (specific dates for State submissions for the FY 2024 capital budget will be issued in July 2022). In the 2018 session, legislation was approved that withdrew the authority to approve planning and project allocations from the Board of Public Works and assigned it to a new Interagency Commission on School Construction, which replaced the former Interagency Committee on School Construction.⁴ The schedule for submission of planning and funding requests and for approvals by the IAC is largely similar to the former schedule.

Summer:	LEA Superintendent and staff may meet with IAC staff to discuss prominent upcoming projects.
June:	Board of Education approves Educational Facilities Master Plan (EFMP).
August:	Board of Education approves Comprehensive Maintenance Plan (CMP).

⁴ HB 151 (Chapter 22, Laws of 2017).

September:	Board of Education approves Capital Improvement Plan (CIP).
October:	CIP is submitted to State for review and approval; LEA staff meets with IAC staff.
October:	County Government approves capital budget.
November:	IAC staff indicates projects that will be recommended in the CIP.
December:	IAC hearing on LEA requests; IAC reviews staff recommendations and considers preliminary CIP approvals.
January	IAC approves first round of CIP projects.
February:	IAC reviews staff recommendations and provides information on interim CIP recommendations as well as the likely final allocations.
May:	IAC approves final CIP projects; IAC also approves Aging Schools Program (ASP) allocations.

Projects in the local capital improvement plan may be locally funded, may be funded through a combination of State and local funds (e.g. CIP), or may be funded entirely by the State (e.g. ASP). For projects that are eligible for State funding participation, the CIP for the budget year is submitted in October of the preceding year to the Interagency Commission; ASP projects are typically submitted in the spring of the budget year. The CIP request to the State must be supported by the County government.

Projects requested of the State must be in substantial agreement with the Educational Facilities Master Plan. Therefore, this 2022 EFMP will provide orientation for project requests in the FY 2024 CIP to be submitted in autumn 2022, and for the FY 2024 ASP request to be submitted in the spring of 2023.

School properties, a principal concern of this Educational Facilities Master Plan, are the responsibility of the Board. The Board is the trustee for all public school buildings and lands. Acquisition of new properties by the Board of Education must be approved by the IAC, and disposal of properties must be approved by the Board of Public Works on the recommendation of the IAC.

2020 Vision – Talbot County Public Schools Strategic Plan

Strategic Planning Process

During the 2014-2015 school year, Talbot County Public Schools developed a new strategic plan to provide direction for the next five years in all areas of the school system. A committee of parents, faculty, administrators, support staff and community/business members oversaw the planning process. The plan was based on prioritized goals and issues that emerged during the process. The overall goal was to develop a written strategic plan to be submitted to the Board of Education for approval in June 2015.

The Strategic Planning Committee, consisting of 15 members, sought the involvement of the entire Talbot County community in the planning process. All stakeholders were encouraged to be part of the process and share their ideas. The goal was for all voices to be heard and to develop a plan that would identify truly important institutional priorities to move the school system forward in significant ways. Feedback was gathered via community forums, staff and student meetings, and surveys. The information gathered framed the themes and data for the plan. Parents and community members were invited to be part of the strategic planning process by participating in meetings throughout the county.

The plan began in the summer of 2014 with a survey of staff to identify the strengths, challenges, and priorities of the school system. Working with a consultant, a plan and a process were developed and then presented to the community. During October and November 2014, four community meetings were held to present the State of the District to stakeholders. Over 150 attendees were present at these four meetings,

including parents, teachers, students, administrators, County elected officials, Board members, members of the business community, representatives from County agencies, and other community members.

Focus Group meetings were held in February 2015 to develop preliminary Goal Statements and Outcome objectives. Seven goal statements with a total of 48 outcome statements were developed and made available to the community. The Strategic Planning Committee met in March 2015 and rearranged the seven goals into three major groupings, with 12 subcategories, and 47 outcome statements.

In April and May 2015 the Strategic Planning Committee met to redevelop specific goal statements, outcomes, and implementation strategies and action plans. This resulted in the development of three major goals, 11 outcome statements, and 47 action plans with indicators of performance.

The 2020 Vision Talbot County Public Schools Strategic Plan was presented to the Board of Education and the community for discussion in June 2015. It was subsequently approved for implementation by the Board in July 2015.

A consultant firm, PMG Consulting LLC, was engaged to assist Talbot County Public Schools in assessing the achievements of the 2020 Strategic Plan and updating it for 2025. The assessment will include identification of "areas that (1) have become institutionalized as part of the district's best practices and operations; (2) remove unattainable or unrealistic goals; (3) identify overarching core strategies to align the work within the district and finally (4) develop path forward to build on current goals or launch new ones needed to progress the work of the district."⁵ An update entitled "Strive for 2025" was provided to the Board in 2020.

Strategic Plan Goals, Outcomes, and Actions

The three goals that emerged from the planning process are as follows:⁶

- Goal One – Academic Excellence: "Provide every student with equitable access to high quality and culturally relevant instruction, curriculum, support and other educational resources to insure college and career readiness for all students."
- Goal Two – Partnerships: "Effectively communicate with diverse constituencies to identify and facilitate ways for the community to partner with the school system."
- Goal Three – Organizational Resources: "Maximize organizational efficiency and effectiveness in order to provide a 21st century education in equitable, safe, well-maintained environments."

Under Goal Three, Outcome 3.2, there are six specific strategies that have indicators of performance; of these, three relate to educational facilities. It is recognized that as the implementation plans move forward, several additional outcome statements as well as strategies for the action plans are likely to have further facility implications. As these other strategies are developed and implemented, they will be incorporated into Educational Facility Master Plans in subsequent years.

Educational Facility Action Plans

Under Goal 3 of the 2020 Strategic Plan, three Outcomes have a relation to facilities. Following are the Outcomes and the Strategies that relate to each of the Outcomes. Specific actions related to each Strategy are found on the Talbot County Public School website.⁷ Development of the annual Capital Improvement

⁵ PMG, *Strive for 2025: Talbot County Public Schools Strategic Plan Update*, page 3.

⁶ *VISION 2020: Talbot County Public Schools Strategic Plan 2015-2020*, Presentation June 17, 2015, Slides 7-9.

⁷ *2020 VISION Summary; VISION 2010: Talbot County Public Schools Strategic Plan 2015-2020*, Presentation June 17, 2015, Slide 9.

Program and the Educational Facilities Master Plan are included among the Performance Measurements of the 2020 Strategic Plan.⁸

- *Outcome 3.2: By 2020 Talbot County Public Schools will design buildings and provide services that allow maximum flexibility to be conducive to learning, as well as efficiency.*

Strategies:

3.2.1 Upgrade facilities through planned capital improvement projects and maximize utilization of buildings/new construction including collaboration with appropriate community services and government agencies to monitor enrollment trends.

3.2.4 Provide environments that are clean, safe, and conducive to learning and apply best practices for energy efficiency and environmental sustainability.

- *Outcome 3.3: By 2020 Talbot County Public Schools continues to follow best practices, maximize use of technology, train staff and coordinate with local agencies to insure safe and secure schools*

Strategies:

3.3.1 Create an environment and implement tools and technology training that encourage staff and students to report safety and security concerns.

3.3.2 Evaluate and update a robust safety and security plan for every building.

- *Outcome 3.5: By 2020 Talbot County Public Schools will have a technological infrastructure capable of supporting business processes and functions while providing for a hybrid learning and teaching environment.*

Strategies:

3.5.1 Provide internet bandwidth to meet the business and academic needs of the school system's users.

3.5.2 Install network cabling, routers, switching equipment and access points to support a high speed local area networks and Intranet bandwidth.

In addition, Outcome 2.1 under Goal Two is relevant to facility use:

- *Outcome 2.1: By 2020 Talbot County Public Schools partners with diverse constituencies to build collaborative programs.*

Strategy:

2.1.5 Expand access to the school campuses beyond the school day to serve the needs of the community.

The construction of the replacement Easton Elementary School, completed for the 2020-2021 school year, fulfills the requirements of Outcome 3.2: it is designed to be flexible and efficient, will incorporate new technologies, and will house a number of community services to support both students and the community. Dr. Griffith states that new school "incorporates current principles for student and staff access and safety. It maximizes views of the outdoors, and includes features to bring daylight into the heart of the building. The school incorporates community use space, and is designed to allow public use without compromise to security."⁹ Other projects mentioned in this EFMP also contribute to this Outcome, including secured capital funding for EHS Parking Lot Resurfacing, Track Replacement, and Cafeteria Floor Replacement, as well as

⁸ Ibid, Slide 10.

⁹ TCPS FY20 Annual Report, page 12.

adding additional network cabling at St. Michael's HS, MS, and ES, Tilghman ES, and TCEC, replaced network routers in all schools, and replaced 23 Food Service checkout stations with new workstations.¹⁰

The subsequent renovation or replacement of schools through an orderly, sequential process based on facility condition and educational priorities will ensure that Outcome 3.2 continues to be met in the future. The FY 2024 CIP will include a request for Planning Approval of the Chapel District Elementary School renovation project. To accomplish Strategy 3.3.2, TCPS contracted with a company to perform a security audit on all buildings and is using State Safety Grant Program (SSGP) funding to complete the most urgent needs. The FY 2020 Annual Report indicated (under Goal 3) that "Since 2015 TCPS has added...3M protective film on entrance glass at all schools, security cameras, kiosks, fencing, security locks on classroom doors." In addition, bandwidth has been increased to improve internet access and support a one-to-one device environment.¹¹ The Annual Report also notes the completion of the Perkins Family YMCA/Bay Hundred Senior Center adjacent to the St. Michael's School complex.¹²

Specific Goals and Policies

Grade Organization

In January 2014 the Talbot County Board of Education approved a revised grade reorganization structure at three schools. This change brought all of the schools into the same uniform organizational structure within the school system: all elementary schools in Talbot County will serve students in grades PK to 5, and both middle schools will serve students in grades 6-8. These changes became effective for the 2014-2015 school year. With this change, the sixth graders from St. Michaels Elementary School and Tilghman Elementary School now attend St. Michaels Middle/High School (serving grades 6-12).

Pre-school students who live within the Tilghman Elementary School attendance area attend Tilghman Elementary School, rather than St. Michaels Elementary School. With the exception of the small redistricted area described in the Introduction, all other school attendance areas also remain unchanged from the changes approved by the Board in March 2008, and no further boundary changes are contemplated at this time. However, a study conducted in the fall of 2021 indicated that the three Easton-area housing developments could increase elementary school enrollments by as many as 370 students. These figures are uncertain at this time. If these enrollment figures do become reality, the Board of Education may need to consider a number of redistricting options, as well as capital solutions, to balance the enrollments and avoid over-crowding at the Easton area schools.

Below is a summary of the grade organization for the Talbot County Public Schools. P3 is a pre-school program for students who require special education services; sessions are offered in both the morning and the afternoon at the Dobson building. Prekindergarten is offered full day at the Dobson and St. Michaels schools and half-day at White Marsh, Chapel District, and Tilghman Elementary Schools.

<u>School</u>	<u>Current Grade Organization</u>
<i>Elementary Schools:</i>	
Chapel District	PK-5
Easton	P3/PK-5
St. Michaels	PK-5
Tilghman	PK-5

¹⁰ TCPS FY 21 Annual Report, page 4.
¹¹ Ibid, page 5.
¹² See also *The Talbot Fly*, June 25, 2020

White Marsh	PK-5
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Middle Schools:

Easton Middle	6-8
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Middle/High Schools:

St. Michaels	6-12
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High Schools:

Easton High	9-12
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Easton Elementary School is organized as a combined elementary campus. The new Easton Elementary School building houses two schools: the Dobson wing houses the P3 program and the primary grades PK to 1. The Moton wing houses intermediate grades 2 to 5. Exceptions in the allocation of space between the two wings occur as needed for annual grade enrollment fluctuations. This grade configuration reflects the history of the school, which until the replacement was organized as two separate buildings on a shared campus.

Tilghman Elementary and St. Michaels Elementary are the feeder schools for St. Michaels Middle/High School. Easton Elementary (Dobson and Moton), Chapel District Elementary, and White Marsh Elementary are the feeder schools for Easton Middle and Easton High Schools.

Staffing Ratios

In order to maintain flexibility in staffing and instructional programs, the Board of Education of Talbot County does not presently have a formal policy governing staffing ratios. The following are general guidelines for staffing ratios that are considered to be ideal:

Grades PK-1 20:1 or less

Grades 2-5 25:1 or less

Grades 6-12 30:1 or less

Where appropriate, these general guidelines for staffing ratios will be used for facility planning purposes, with adjustments that recognize the State Public School Construction Program class size formulas that are used to determine the State Rated Capacity of each specific school (*Administrative Procedures Guide*, Appendix 102A).

School System and Changing Demographics

Talbot County Public Schools takes pride in its historical and continuous commitment to develop, establish, adopt, adapt, and/or modify educational programs and services to meet the identified needs of students and their families. There has been an ongoing process to address individual and family needs, including gifted and talented children; remedial services; teen pregnancies; single parent households; guardianships; English as a second language; students with specific learning disabilities; disruptive students; advanced placement; dual enrollment; unemployment of an adult within a family; separation, divorce, and/or death in a family; children of migrant workers; and the lack of reading materials within the home.

Although the school system's total enrollments have remained fairly steady, there have been considerable changes in demographics, as can be seen in Table IV-4. While the demographic changes in the racial composition of the student population over the years have been modest, there have been significant increases in the Hispanic student population. Talbot County Public Schools has recognized these changes

and made adjustments when and where necessary to address the needs of all of the students within the school system, regardless of their race or ethnic background. The Board of Education, with the support of the County Council, has authorized the expenditure of funds to enable the school administration, school principals, and staff to provide appropriate educational programs and services to meet the challenges of the changing student demographics in Talbot County.

Attendance Areas, Redistricting, and Retirement of Facilities – Policy Codes 10.4 and 10.4-AR

The Policy Codes addressing Attendance Areas, Redistricting and Retirement of Facilities were adopted on December 19, 2007 and reviewed on July 21, 2010. The policy indicates that the responsibilities of the Board to provide high quality learning environments for public school students will be achieved through the facilities planning process.

Attendance Areas

The locations of the eight current school facilities and their attendance areas, including the new Easton Elementary School, are shown on the following maps. Map 1 shows the location of all schools in the system. Maps 2 and 3 show the attendance areas of the elementary schools and of the middle and high schools, respectively. Map 2 reflects the decision of the Board of Education on February 21, 2018 to re-district an area south of the Town of Easton to Easton Elementary School. The redistricting went into effect for the 2020-2021 school year.¹³ As presented by the Easton and White Marsh Elementary Schools Redistricting Evaluation Committee, this action was intended to alleviate overcrowding at White Marsh Elementary School, balance class size and staff at both campuses to ensure equity, maximize current resources and services, before and after school; and decrease transportation costs.¹⁴

Maps 4 – 8 show the attendance area and location of each of the five elementary school facilities. Maps 9 - 11 show the location and attendance areas of Easton Middle School, Easton High School, and St. Michael's Middle/High School.

The maps show that Talbot County has geographical limitations which restrict the flexibility of the Board to adjust school district boundaries. The western area of the County consists of peninsulas with limited access to the remainder of the County. For example, the Tilghman area is connected by a single road approximately 20 miles long that runs from Tilghman Island through St. Michaels to Easton. Similar access limitations affect other parts of Talbot County. Geography and water barriers can severely restrict the ability of the Board to make adjustments among a number of the school attendance areas.

Tilghman Elementary School

Recognizing that Tilghman Elementary was significantly underutilized, the Superintendent appointed and the Board of Education approved a committee to develop recommendations for the future of the school. On November 20, 2017, the committee presented the following recommendations:

- That Tilghman Elementary School be consolidated with St. Michaels Elementary School for the 2018-2019 school year;
- That TAYA (Tilghman Area Youth Association) stay intact and that students have access to transportation and the school facility for after-school programs;
- That through the time period 2018-2020, no substantial change be made to the Tilghman Elementary building so the community may analyze options to increase the enrollment at the school; and

¹³ The enrollment projections for both Easton Elementary School and White Marsh Elementary School in Section IV are based on the redistricted attendance areas.

¹⁴ Easton and White Marsh Elementary Schools Redistricting Evaluation Committee, Recommendation for Redistricting, December 20, 2017.

- That if consolidation does take place, a number of actions be undertaken to assist the transition of students and the community.

On December 20, 2017, the Board of Education tabled the consolidation of Tilghman Elementary with St. Michaels Elementary and decided to keep Tilghman Elementary School open for the 2018-2019 school year. This action was taken in order to provide the community with the opportunity to examine options for increasing the enrollment, to be presented to the Board of Education at the June 2018 meeting. In that month, Dr. Griffith presented information on the implications for student enrollment and facility utilization at Tilghman Elementary and St. Michael's Elementary under three different scenarios:

1. Retain the current boundaries for both schools;
2. Redistrict to increase the enrollment of Tilghman Elementary School;
3. Consolidate Tilghman Elementary School with St. Michael's Elementary School.

Pending further action by the Board of Education, the attendance boundaries of Tilghman Elementary will remain as shown on Map I-7 on page I-16. No further action has been taken, except to provide families with children in the public school system with the opportunity for open enrollment at Tilghman Elementary School. Other options, including redistricting and a magnet/charter school initiative, are not being considered as viable methods to increase enrollment. According to the administration, the open enrollment approach is working well and the Board will not consider the closure issue until there is very significant evidence of under-enrollment.¹⁵

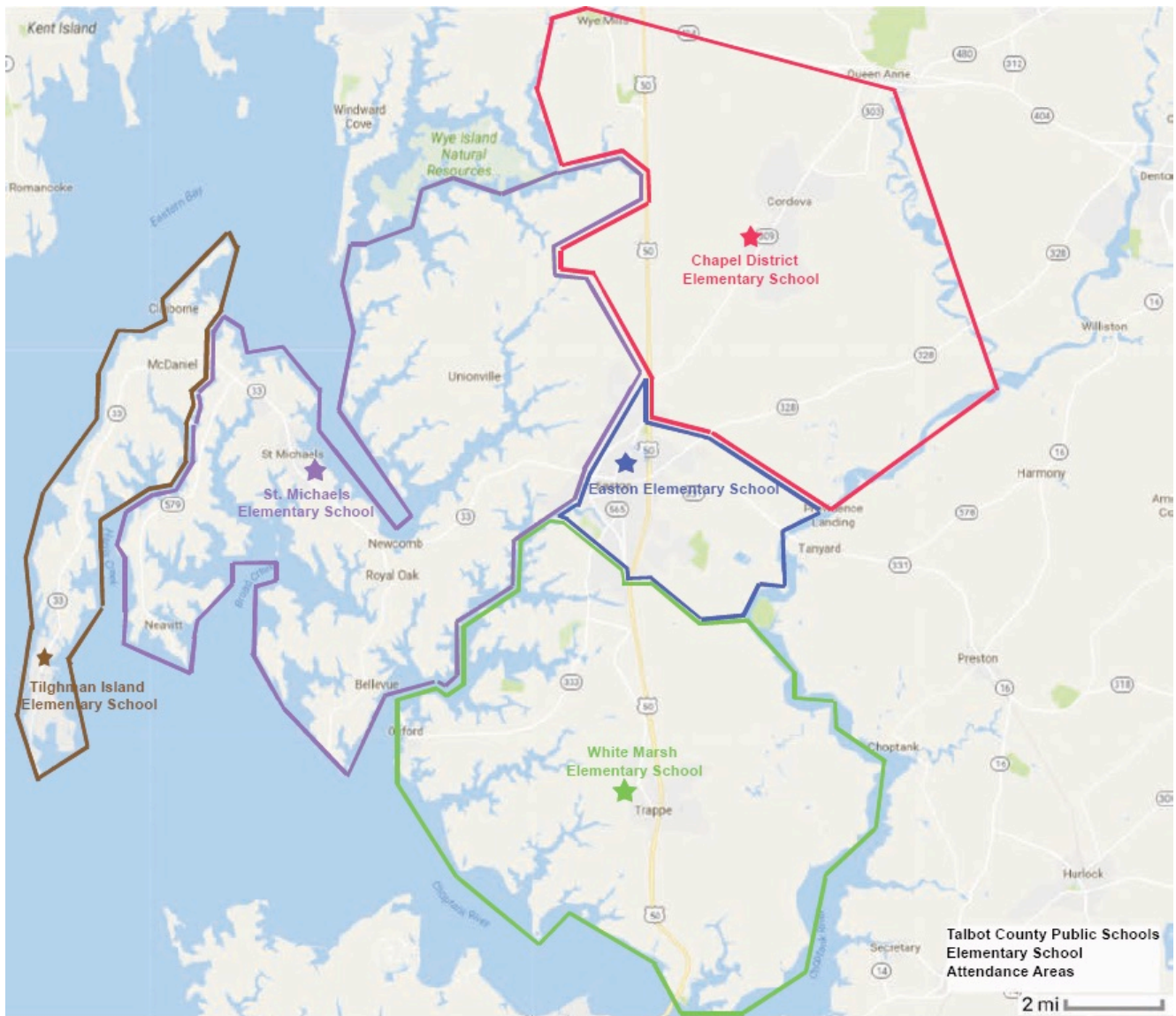
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¹⁵ Mr. Kevin Shafer, communication of April 7, 2020.

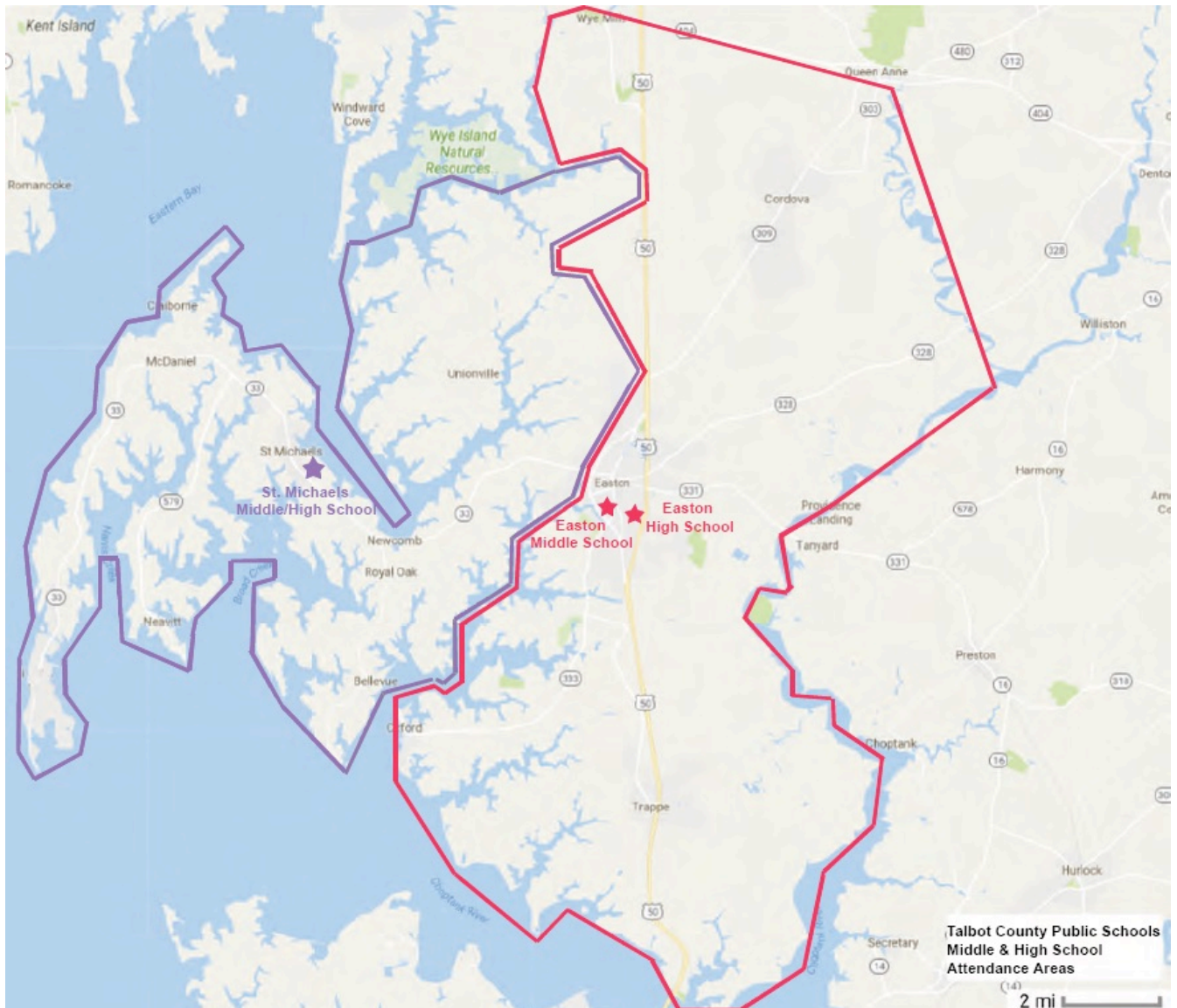


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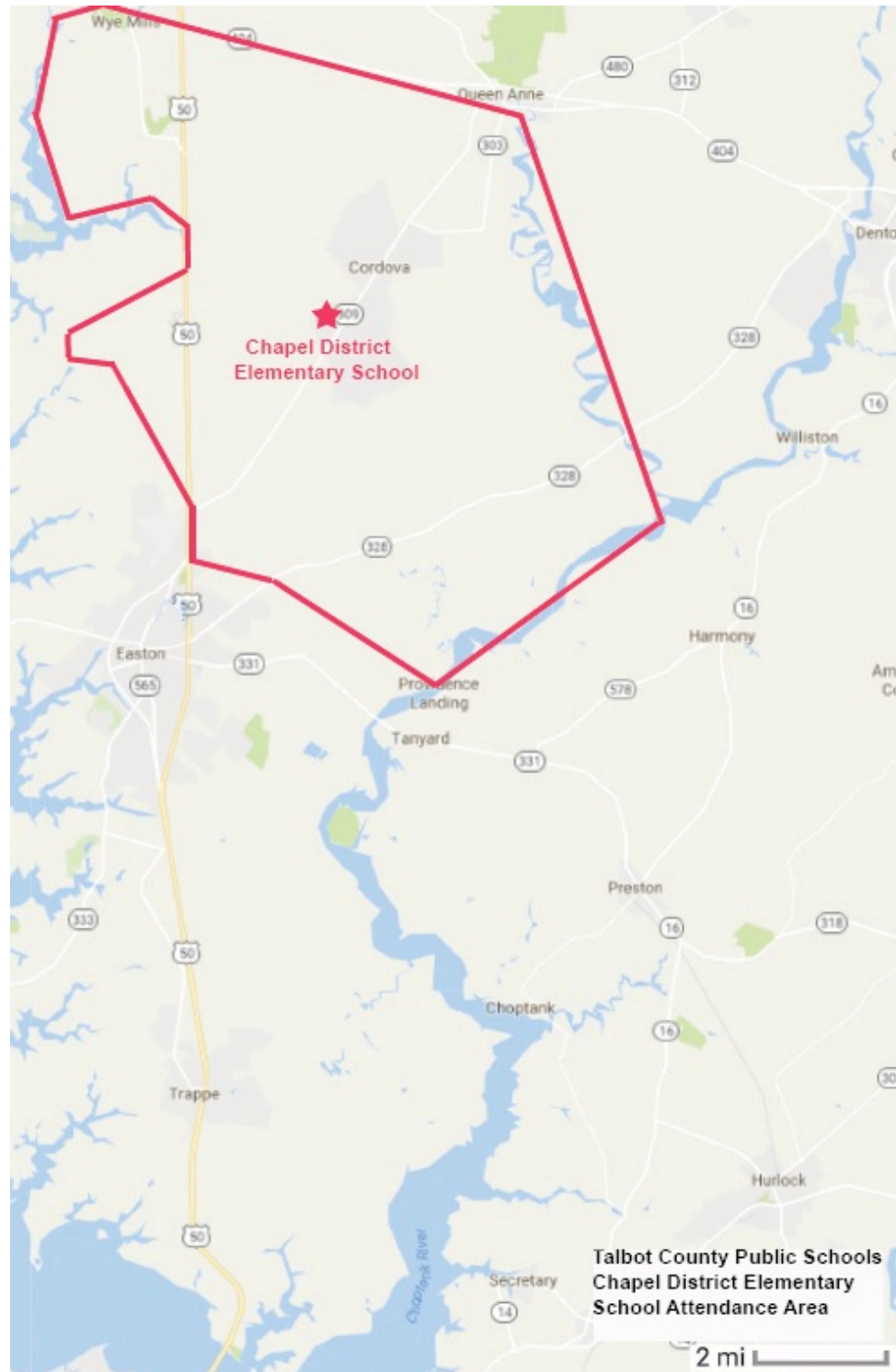
**Map I-1: School Locations
NOT TO SCALE**



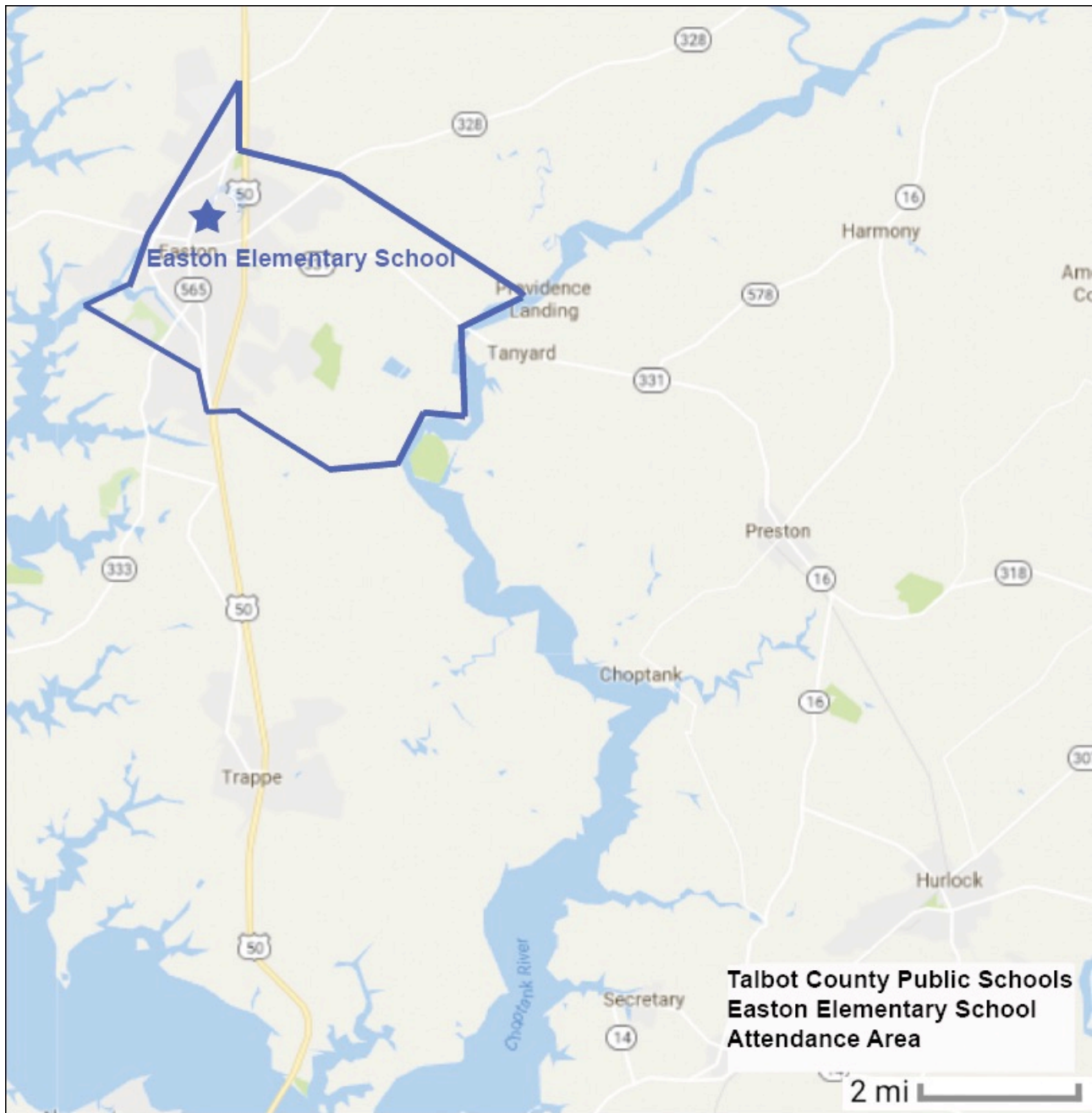
**Map I-2: Elementary School Attendance Areas
NOT TO SCALE**



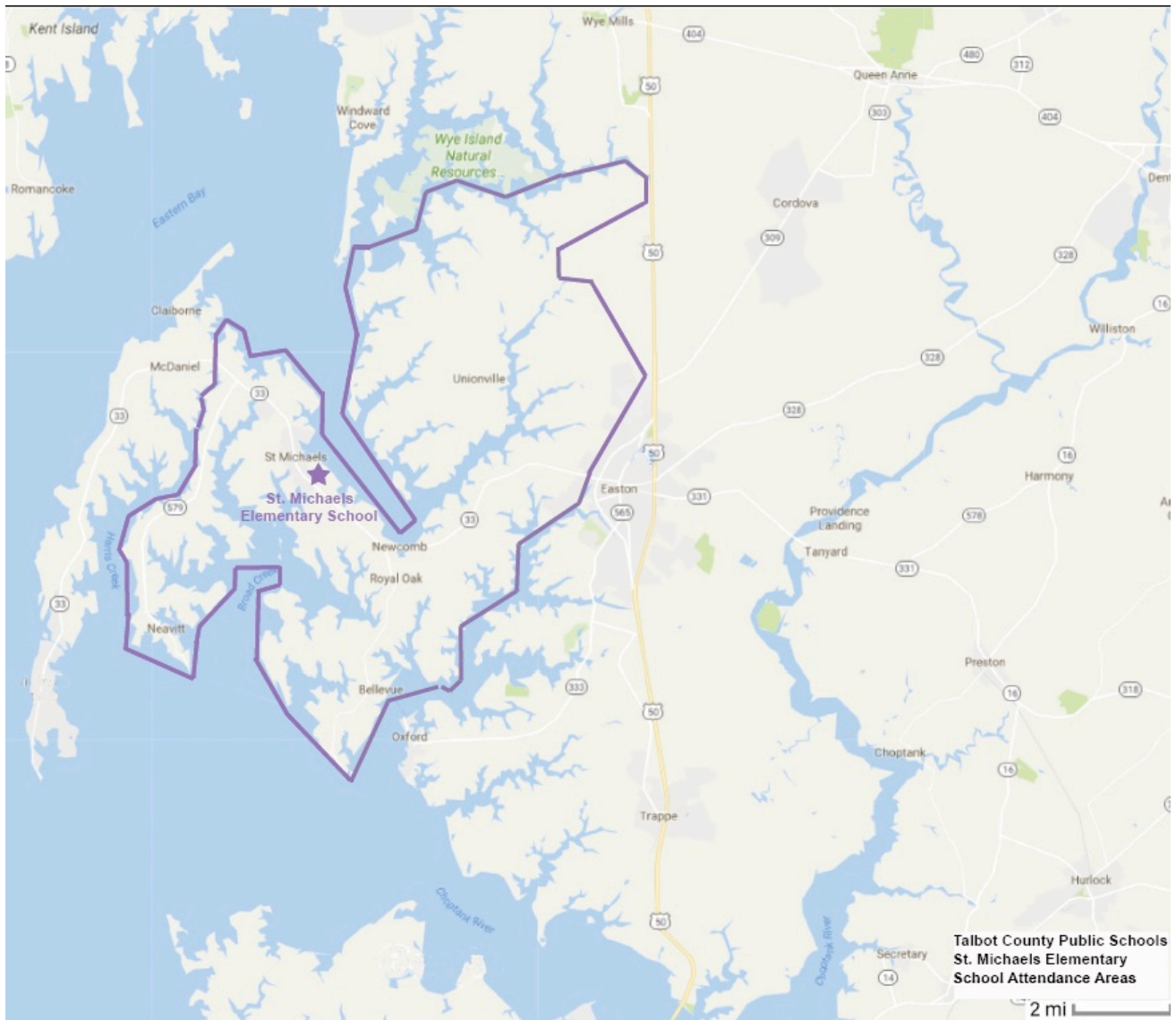
**Map I-3: Middle and High School Attendance Areas
NOT TO SCALE**



**Map I-4: Chapel District Elementary School Attendance Area
NOT TO SCALE**



**Map I-5: Easton Elementary School Attendance Area
NOT TO SCALE**



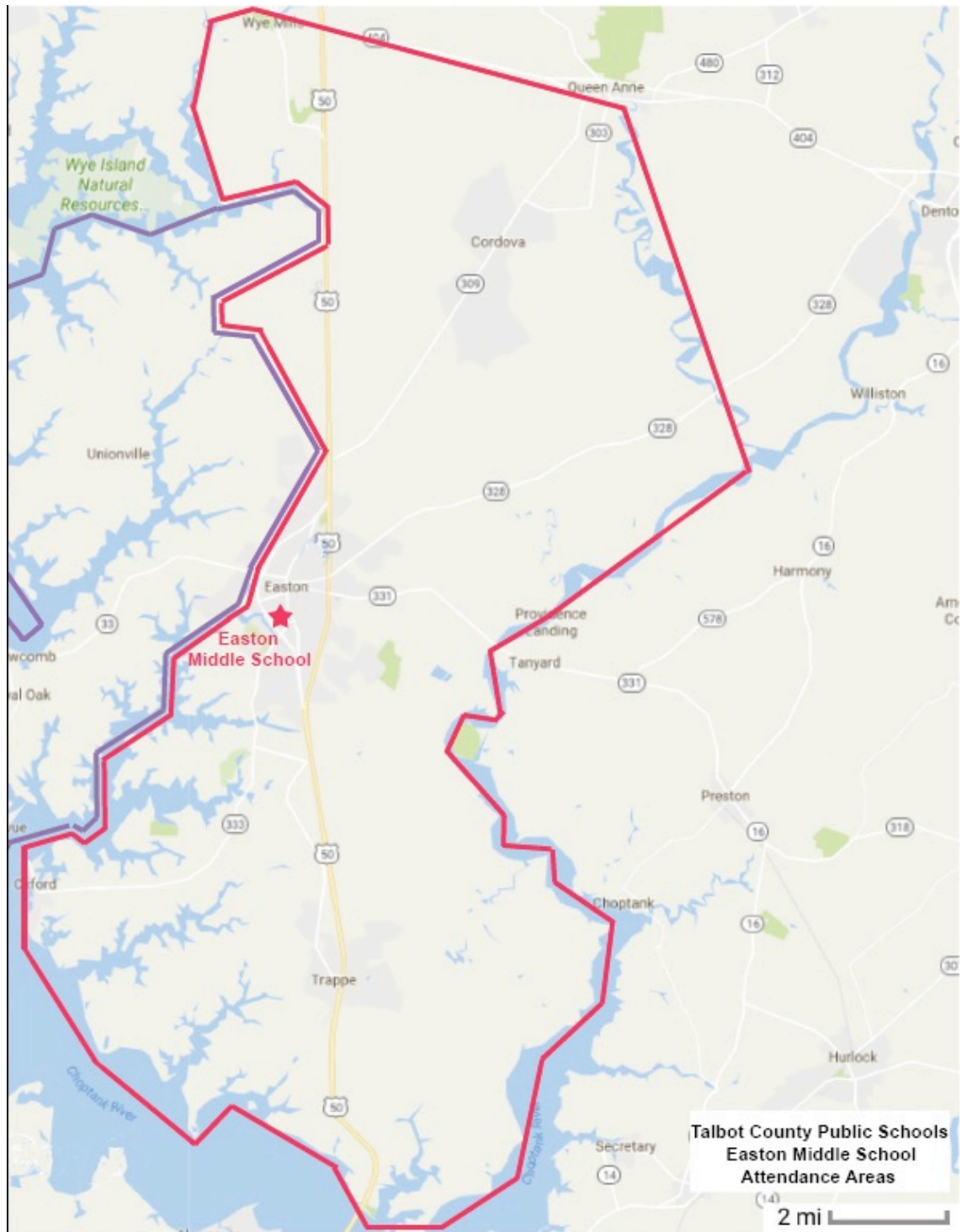
**Map I-6: St. Michaels Elementary School Attendance Area
NOT TO SCALE**



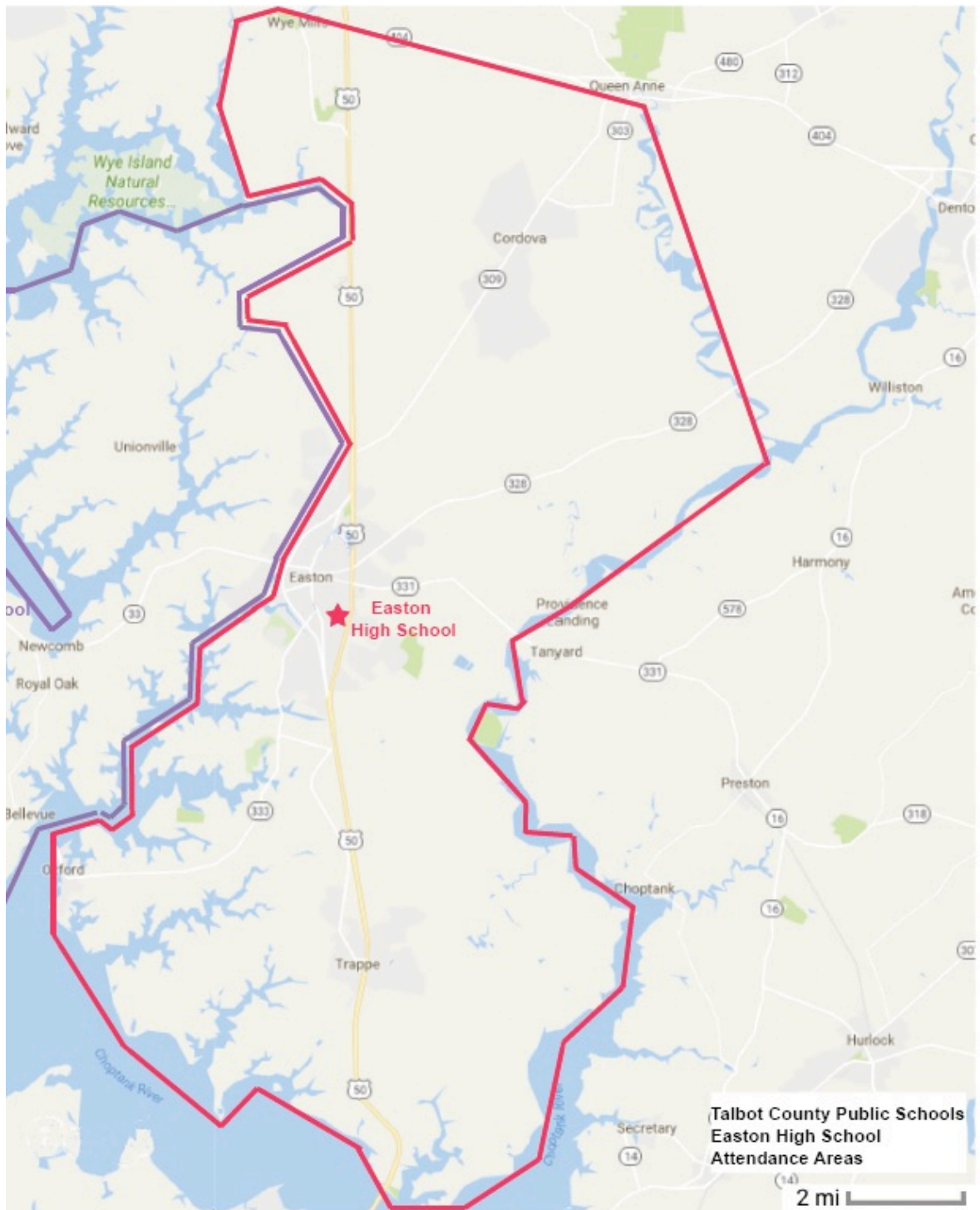
**Map I-7: Tilghman Elementary School Attendance Area
NOT TO SCALE**



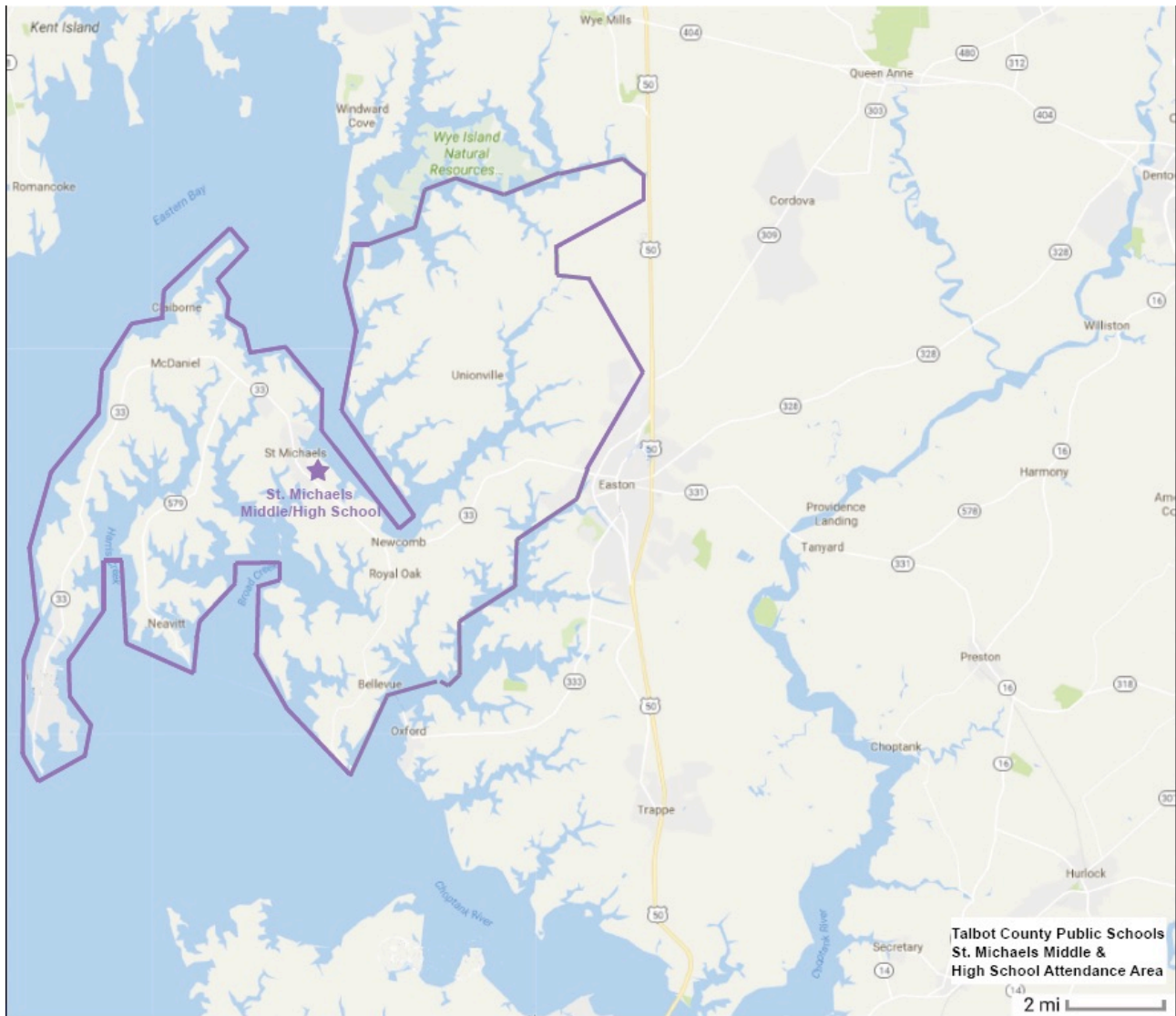
**Map I-8: White Marsh Elementary School Attendance Area
NOT TO SCALE**



**Map I-9: Easton Middle School Attendance Area
NOT TO SCALE**



**Map I-10: Easton High School Attendance Area
NOT TO SCALE**



**Map I-11: St. Michaels Middle/High School Attendance Area
NOT TO SCALE**

Amendments to Attendance Areas

The following changes in attendance zones were approved at the March 18, 2008 Board of Education meeting for implementation starting with the 2009-2010 school year to relieve overcrowding at Easton Elementary School:

1. Increase the St. Michaels Elementary School attendance zone to decrease Easton Elementary enrollment. All elementary students in this expanded attendance zone will complete grades 6 to 12 at St. Michaels Middle/High School instead of Easton Middle School and Easton High School.
2. Increase the White Marsh Elementary School attendance zone to decrease Easton Elementary enrollment.
3. Increase the Chapel District Elementary School attendance zone to decrease Easton Elementary enrollment.

In December 2017 the Board of Education approved the following change in attendance zone starting with the 2020-2021 school year:

4. Increase the Easton Elementary School attendance zone in order to decrease the White Marsh Elementary enrollment. The additional students at Easton Elementary School were accommodated within the replacement school that opened for full occupancy in September 2020. See Map I-2a above.

No further boundary changes are under consideration at this time, but as noted above, future changes may be necessary to address the enrollment increases that might result from new housing developments in the Easton area.

Out of Attendance Enrollment

Talbot County Public Schools allows parents or guardians to request that their student(s) attend a school other than the designated attendance area school. A request for an out-of-area transfer must be made annually and is subject to review and approval. Talbot County Public School staff members are allowed to enroll their children in the school where the staff member works, subject to approval and only if there is available capacity at the receiving school. Parents of out-of-area students are responsible for providing all of their children's school transportation and child care needs beyond those already available to all Talbot County students.

The number of out-of-area requests has fluctuated over the years. A major increase occurred after the redistricting that was approved for the 2009-2010 school year. The table below shows the out-of-area transfers approved. These changes impact projected enrollments. Out-of-area transfers were in the range of 210 - 300 per year for a number of years, with significant increases beginning in 2017 to reach the number shown in the following table.

Table I-1: Out-Of- Area Transfer Students¹⁶

	2010 - 2011	2011 - 2012	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017	2017 - 2018	2018 - 2019	2019 - 2020	2020 - 2021	2021 - 2022
Staff	23	23	11	28	95	100	90	109	75	119	102	79
Other s	224	187	211	187	143	198	156	207	265	272	314	283
Total	247	210	222	215	238	298	246	316	340	391	416	362

Special Education

Policies and/or procedures on special education in the Talbot County Public Schools are contained in *Board Policies* and in the *Information Handbook for Parents and Teachers of Special Education* (available from the Special Education Office).

The Talbot County Board of Education provides an educational program to meet the needs of students with disabilities, birth through the age of 21, whose disabling conditions adversely affect their educational performances, in compliance with regulations and laws under P.L. 101-476 (IDEA, the Individuals with Disabilities Education Act of 2004) and COMAR 13A.05.01

The County is committed to and capable of providing special educational services in the least restrictive environment. The Talbot County Board of Education has adopted an inclusion model of service delivery for students in pre-kindergarten through grade 12. The secondary education inclusion program promotes social skills growth for students with moderate and severe disabilities. Related services are provided to students, pursuant to their Individual Educational Program (IEP), through the Family Support & Resource Center in the regular education and special education settings. The school system continues to operate a full continuum of service options for students with disabilities.

A self-assessment on thirty-four (34) special education indicators is done on a yearly basis. Twenty (20) indicators relate to Part B for school age children, and fourteen (14) indicators relate to Part C for infants & toddlers. Central Office Special Education Staff monitor the data on an ongoing basis throughout the year to ensure student improvement and/or compliance.

As of October 2021, the special education population consisted of 509 students in all disability categories, or 11.3% of the total PK-12 public school population of Talbot County. This percentage has increased slightly since 2007, when it was at 9%. The number and percentage of special education students peaked in 1996 at 581 students, or 13.1 percent of PK-12 enrollment. For the 2021-2022 school year, the five categories with the largest number of special education students are speech/language (32%), specific learning disabilities (26%), other health impairments (16%), autism (10%), and emotional disabilities (4%).

For many years, Talbot County has offered an early childhood special education program (P3) at the Easton Elementary – Dobson School building. The P-3 program is no longer offered at St. Michaels Elementary School. The P-3 program currently serves 16 students. These programs enroll students who are identified as needing special education services at age three; an equal number of non-qualifying students are also enrolled.

Most special education programs will function effectively in regular sized age-appropriate classrooms that can be used interchangeably with other program needs in the schedule. Plans for new construction and/or renovations will be carefully monitored to ensure that these facilities are designed to accommodate the needs

¹⁶ 2018-2019 school year figures are current as of April 2021.

of students with disabilities. A continued growth in the number of students with autism may require creation of additional self-contained classrooms.

The special education parent center, called the Family Support & Resource Center, is located at the Talbot County Education Center.

Career and Technical Education – Policy Codes 9.3 and 9.3-AR

The goal of the Talbot County Public Schools is that all Talbot County graduates be prepared to enter post-secondary education and/or training, employment, or both. Talbot County's vision is to have our graduates remain in or return to Talbot County as successful members of the working community. The Career and Technical Education (CTE) programs are an important component of this vision. TCPS notes that the number of CTE completers has decreased from 161 in the class of 2016 to 153 in the class of 2021, and that Computer Science, Integrated Manufacturing, and Middle School PLTW courses have been added.¹⁷

Today's Career and Technical Education programs incorporate rigorous and challenging academic content standards and provide a sequence of courses leading to an industry-recognized credential or certificate, to an associate or baccalaureate degree, or to entry into apprenticeship programs. Maryland is one of the nation's leading states in the design of CTE programs, linking CTE to a solid academic core that prepares students to be college and career ready.

In June 1996 the Talbot County Board of Education approved the first Career Development Model. This working document outlined career development guidelines, steps and activities for students in Pre-K through post-secondary education. This document was revised in 1999 and again in 2003. Talbot County Public Schools has also adopted the Maryland Career Development Framework, released in 2005. In June 2006, the Maryland State Department of Education made the Maryland Counseling and Advisory Resources available to all local school systems. These resources are based on the Maryland Career Development Framework content standards that were developed after a year of discussions with representatives of the Maryland Career Development Council. Talbot County has revised their former Talbot Advisory Program in order to meet their requirements. The Maryland Career Development Content Standards are the following:¹⁸

1. Self Awareness
2. Career Awareness
3. Career Exploration
4. Career Preparation
5. Job Seeking & Advancement
6. Career Satisfaction & Transition

The Counseling and Advisory Resources are grade-specific, are structured around an annual and monthly advisement calendar, and are composed of four key sections: Counseling and Advisory, School-Based Activities, Career-Based Activities, and Postsecondary Planning. The goal is to help all students complete a rigorous program of study preparing them for both postsecondary education and careers. Students build their capacity for problem solving, planning, decision-making, and goal setting - four skills essential to successful transitions to and beyond high school.

The Counseling and Advisory Program is built upon a guidance model goal of helping students to create a vision of who they are and where they are going. This process begins with the 7th and 8th grade. The strength of the program lies in meeting individually with students on a regular basis from the spring of their 8th grade year through the spring of their senior year. A critical piece of a School Counseling Program is a six-year plan of coursework - a dynamic, working document that changes as each student's class level,

¹⁷ TCPS email communication, March 17, 2022

¹⁸ Maryland State Department of Education, "Maryland's Career Development Framework", at <http://www.marylandpublicschools.org/programs/Pages/CTE/careerdevelopment.aspx>

interest and directions change. Counselor/Advisors and students use this plan in the course selection process.

The Talbot County Public Schools Career and Technical Education program is actively involved with Program Advisory Councils, the Talbot County Partners in Education Consortium, the Upper Shore Career and Technical Consortium, and the Upper Eastern Shore Local Advisory Council. These agencies and organizations provide support, resources, and community participation in school initiatives. Standards in Career and Technical Education programs and the academics that support them have been raised to produce graduates who will be college and career ready. All programs are assessed annually to upgrade equipment and software in order to meet industry standards.

Major revisions have taken place within several Career and Technical Education (CTE) Completer Programs. Structured Internship and Work-based Learning Experience programs are in place at both high schools. The Technology Education and Advanced Technology courses listed in Table I-2 below meet the current graduation requirements for the State of Maryland in these instructional areas, as do the courses that fall under Introduction to Engineering Design and Foundations of Computer Science.

Talbot County provides the following State-Approved Career and Technical programs, which have been added and/or revised within the past fifteen years. Talbot County Public Schools will continue to revise and/or add new Career and Technical Education programs of study that will add value to the overall educational program and will provide opportunities to earn industry-recognized credentials and college credit while still in high school. The school system is currently working to accommodate new requirements of the Maryland State Department of Education, including those related to the requirements of the Maryland Blueprint legislation. Talbot County Public Schools' industry certification, transcribed credit, and articulation agreements are as shown in Table I-2 below.

NJROTC is fully operating at this time and TCPS will begin offering the program to students in Dorchester County Public Schools. TCPS is applying for full accreditation for the CNA program from the Maryland Board of Nursing; once approved, the full program will be offered, with students fulfilling required clinical hours in medical facilities next year. New programs in Welding, HVAC, Electricity and Homeland Security are now under development.

All programs are available to students through the Cross Campus and Cross County Programs. Two programs are currently offered only at the St. Michaels Middle/High School campus, four programs are offered only at the Easton High School campus, five programs are offered at both campuses, and two programs are offered at locations outside of the county. Students attend the Career and Technology Center in Caroline County for Careers in Cosmetology and students attend the Upper Eastern Shore Regional Training Center of the Maryland Fire and Rescue Institute (MFRI) in Centreville, Maryland, for the EMT/Firefighter programs. In the 2021-2022 school year, three students were enrolled in the EMT/Firefighter program.

Table I-2: Career and Technical Education (CTE) Programs

Program	Year Added/ Revised	Industry Certification	Trans- scripted Credit	Articulation Agreement	Offered at:
Automotive Technology - NATEF	2003-2004	√		√	EHS
Pre-Engineering - PLTW ¹⁹	2003-2004		√		EHS/ SMHS ²⁰
Teacher Education Academy	2005-2006	√	√	√	SMHS
Firefighter and Emergency Medical Responder	2006-2007	√		√	Centreville, QA Co.
Culinary Arts - ACF	2008-2009	√		√	EHS
Interactive Multimedia Production	2008-2009	√		√	EHS/ SMHS
Biomedical Science - PLTW ¹⁴	2010-2011		√		EHS/ SMHS
Construction Trade Profession - Carpentry	2012-2013	√			SMHS
Curriculum for Agricultural Science	2012-2013		√	√	EHS
Marketing	2015-2016		√	√	EHS/ SMHS
Careers in Cosmetology	2015-2016	√			Caroline Co.
Computer Science	2015-2016		√		EHS
Apprenticeships Maryland Program	2018-2019	√			EHS/SMHS
Certified Nursing Assistant (CNA) Program	2021-2022	√	√		EHS
Navy Junior Reserve Officers Training Corps (NJROTC)	2021-2022	√			EHS

Alternative Education – Policy Code 9.8Alternative Learning Academy

The Alternative Learning Academy (ALA; formerly Alternative Learning Center), located at Easton High School and in three relocatable classrooms on the site of the central office building in Easton, is a program for students who have academic or behavior needs. This program allows students the opportunity to continue their education in an alternative setting, by providing a smaller instructional environment with more adult supervision than can be found in the regular school environment. The staff works to bring out the student's strengths and to help him or her develop skills to successfully transition back to the home school. Tier 1 of the ALA, located at Easton High School, is a full day program in which students can also attend regular classes. Tier 2, located at the Board of Education site, involves a somewhat shortened school day due to transportation logistics, as well as a higher level of consequences for misbehavior.²¹ In a typical year, the alternative programs average 10 to 20 students during the day and 20 to 30 students in the evening. However, ALA was not used in the 2021-2022 school year due to the Covid-19 situation, but will be used in the 2022-2023 school year.

When a student is unable to demonstrate appropriate behavior to return to school, the student may continue their education at the ALA. However, it is the goal of the program that every student should be able to

¹⁹ Project Lead the Way

²⁰ The first two courses in the sequence are offered at St. Michaels Middle/High School. All four courses are offered at Easton High School.

²¹ Based on interview with Ms. Natalie Brooks, Coordinator of Student Services, February 9, 2017.

receive their education at their home school. The program at the ALA emphasizes accountability and personal empowerment, with the intent of bringing out the best in every student. In some instances high school students who are in danger of dropping out due to course failures may be eligible to attend the ALA and enroll in the Educational Options Program. They take courses online as a means of credit recovery.

The capacity of the ALA facility appears to be adequate for the foreseeable future. All three relocatable classrooms at the Board of Education site are currently in use for the ALA program. The student population in this program fluctuates throughout the school year.

The procedure for assigning a student to the ALA is as follows:

- Referral - A student who is recommended for expulsion may be assigned to the ALA. The Coordinator of Student Services makes this decision. Credit recovery students are also approved through the Office of Student Services.
- Intake - When a student is assigned to the ALA, the Student Services Worker will complete a course of study and gather student information regarding academics, behavior and attendance. This information will be shared with the Student Services Behavior Specialist, the ALA manager, and the teacher.
- Program - The program at the ALA aims to build student's confidence, address academic deficits, and teach self-management skills. Each student enters with his or her own individualized plan for success, composed with input from teachers, administrators, parents, ALA staff, and the student. The plan's focus is on the student's strengths and weaknesses and includes supports and coping strategies for the student.

Elementary and Middle School students focus on completing academic work in Language Arts, Math, and either Social Studies or Science. The work in the first four weeks will be sent from their regular teachers and is consistent with the curriculum at their home schools. Each student's academic progress is monitored and reported to the home school and the parent. Grades earned while at the ALA are incorporated with grades from the student's home school. In a case requiring that a student should have an extended stay at the ALA, arrangements are to be made with his/her school to determine the academic curriculum to be used. Student behavior is also evaluated and recorded daily by ALA staff and is shared with the parent utilizing a weekly report. Students are expected to be respectful, follow directions, and complete their work.

If a student is unsuccessful at the ALA and his/her grades and behavior are not indicative of success at the school level, it may be determined that the student will remain at the ALA. A student whose behavior is extreme may be removed from the ALA. In such cases, the student may be tutored, may opt to transfer to home instruction, or may be expelled. If a student returns to school after attending the ALA but has repeated discipline problems, he/she may return to the ALA. In these instances, an alternative placement referral may be submitted. The Coordinator of Student Services will determine whether the student will remain at school or be assigned to the ALA.

The student's length of time in the ALA program depends upon his/her progress. When approved, a student begins the transition back to school within five days after the decision is made. Students may return for a full day or a modified half-day depending on the decision of the committee.

The transition process involves notifying the student's school counselor and submitting all work completed at the ALA to the core team at his or her home school. A record of the student's grades and behavioral progress is also presented to the core team. The individualized plan for the student is continued at their home school, although it may be modified due to the change in environment.

Checkmate Program

The Checkmate Program provides an alternative to out-of-school suspension, in which students can continue to receive educational services in lieu of remaining at home with no educational services. The Checkmate-Out program provides education in the same trailer at the Board of Education office that is used for the ALA program. Each of the three secondary schools may send up to three students to the Checkmate-Out program daily, for a maximum of nine (9) students.

Busing and Transportation – Policy Codes 5.9 and 5.9-AR

Policies and regulations for busing and transportation have been adopted by the Talbot County Board of Education and are contained in Policy Codes 5.10, 5.10AR, 5.11 and 5.12. Subject areas covered by these regulations include drivers, passengers, who may be transported, buses and equipment, workmen's compensation, school administrators' responsibilities, transportation of non-public school children, and student cars and parking.

A *Bus Driver Training Manual* and a *Transportation Staff Handbook* were approved by the Board in 1998 and are continuously updated as needed.

The Talbot County Public Schools have adopted a maximum walking distance standard for students which has been in effect since 1988. These distances are as follows:

Kindergarten	0.5 miles
Grades 1-8	1.0 miles
Grades 9-12	1.5 miles

Talbot County is a rural county where the vast majority of students live in areas that require bus transportation to and from school. There are very few students who walk or bike to school. The table below shows the number and percent of walkers at each school and the county total.

Table I-3: Walkers, by School²²

School Name	9/30/2020 Enrollment (Head Count)	9/30/2021 Enrollment (Head Count)	# walkers	% walkers (2021 Head Count)
Chapel District Elem.	335	346	0	0%
Easton Elem. – Dobson and Moton	1,048	1,064	81	7.6%
Tilghman Elem.	86	94	4	4.3%
White Marsh Elem.	286	283	25	8.8%
Easton Middle	854	817	73	8.9%
St. Michaels Elem/Middle/High	745	757	41	5.4%
Easton High	1,170	1,172	115	9.8%
Total	4,524	4,533	339	7.5%

²² Figures are correct as of April 2022.

Use of Buildings and Grounds – Policy Codes 11.2 and 11.2-AR

Below is a summary of portions of policy Code 11.2 for the use of Talbot County Public School buildings and grounds by the community:

Use of public school facilities for community purposes is encouraged by the Talbot County Board of Education. When written application is made to the Superintendent of Schools, the Board will provide for the use of public school facilities for presentation and discussion of public questions, public speaking, lectures, or for other civic, educational, social, recreational, or church affiliated civic purposes. The gatherings or meetings must be open to the public.

The Board may refuse the use of any school facility for the above purposes if it appears that such use may be likely to provoke or add to a public riot or breach of the peace, or create a clear and present danger of the peace and welfare of Talbot County or to the State of Maryland.

School buildings, facilities, and equipment will not be made available to any individual or commercial group for financial gain. Financial gain by non-profit school or out of school groups may be exceptions, depending on the decision of the Board of Education.

The organization sponsoring an approved event at a Talbot County School Facility must agree to accept insurance liability for the use of the facility and present an appropriate certificate of insurance.

School property may be used for religious or other lawful purposes. A partisan political organization that has polled 10 percent or more of the entire vote cast in the last general election may use public school facilities for programs and meetings that relate to a political campaign for nomination or election of a candidate to office.

An organization using a public school building must provide adequate supervision to insure good order. Use of tobacco products and alcoholic beverages is prohibited, as is use of soft drinks in glass bottles.

Groups using school buildings must comply with local and public school rules and all COMAR regulations relating to smoking, rest room use, remaining in designated areas, and other. The group must observe the maximum room capacity set by the Fire Marshal. The users must ascertain that proper exits are unlocked and unobstructed.

Operational reimbursement fees will be decided upon by the Board of Education. Any activity directly related to the school program is exempt from operational cost fees.

The Board of Education has adopted Policy 11.4 Community Use of School Facilities – Child Care to address the need for child care facilities in the county. Talbot County has provided space for the Critchlow Atkins Childcare Centers (CACC) to operate before and after school programs in elementary school cafeterias. They have also provided classroom space for Head Start programs at several elementary schools. The table below shows the number of rooms and/or students enrolled in these programs. Due to the Covid-19 pandemic, attendance in all of the childcare programs has been reduced.

Table I-4: Childcare Programs

School	CACC Program in cafeteria (before/after) Students	CACC Program – Day Program Students/Rooms	Head Start Program Rooms	Head Start Program Students
Chapel District Elem.	29 AM/29 PM (cafeteria)	11 (1 classroom)	0	0
Easton Elem.	0	28 (all day)	3	16
St. Michaels Elem.	0	49 (all day - 5 classrooms)	1	0 (10 are needed for a viable program)
White Marsh Elem.	17 AM/17 PM (in relocatable)	13 (all day – in relocatable)	0	0

Selection of School Sites

The Talbot County Board of Education has not needed to acquire a site for a new school in over thirty years. Because of Talbot County's overall current population, population projections, the types of typical residential units being built, the general occupancies of these units, and the number of residential units that have been approved each year, there does not appear to be a need for a new school in the foreseeable future. The replacement Easton Elementary School provides sufficient capacity to prevent the over-utilization of the school, as well as of White Marsh Elementary and Chapel District Elementary Schools.

If the need for a new school should arise, the Board is committed to following the site selection procedures that are specified in the State of Maryland Regulations for the Administration of the Public School Construction Program (COMAR 14.39.02.12 – Site Selection) and the PSCP *Administrative Procedures Guide* Section 104 – School Site Approval, and to working with the Maryland Department of Planning. The Board and the administrative staff recognize the importance of schools in maintaining communities and neighborhoods. The staff works closely with the Talbot County Department of Planning and Zoning to monitor residential development and changes in residential patterns to keep abreast of any potential impact they may have on public school enrollments. The school system staff is also in contact with the planning personnel in the five (5) incorporated towns in Talbot County.

Each of the eight (8) public school buildings is located in a Priority Funding Area (PFA). If an additional school site is required in the future, the Talbot County Board of Education is committed to selecting a site within a PFA, as required under COMAR 14.39.02.12 and 14.39.02.29.

While it is not anticipated that there will be a need for a new school site in the foreseeable future, a study conducted in the fall of 2021 of the impact of three housing developments indicates that additions may be needed at Easton Elementary School and Easton High School. These potential increases are discussed more fully in Section II

Charter Schools – Policy Codes 9.9 and 9.9-AR

The Talbot County Board of Education on February 13, 2013 approved a policy that will enable individuals or groups to apply to the Board of Education if they desire to obtain approval to operate a Charter School in Talbot County. The policy sets forth the procedures that must be followed by the applicant. As of this date, no applications have been received for approval of a charter school in Talbot County.

II. COMMUNITY ANALYSIS

Historical Population Data

Population Changes to 2020. The historical population data for Talbot County provides a picture of relatively slow but consistent growth dating back to 1930 (Tables II-1 and II-2). The census data shows that the County grew from a population of 18,583 in 1930 to 37,526 in 2020, an increase of 18,943 or 101.9 percent over the 90 year period. The data is provided by election district. The Easton district grew at the most significant rate, from 7,020 in 1930 to 22,235 in 2020, or over 200 percent. Prior to the 2020 census, the only election district that showed a decline during the 80 year period from 1930 to 2010 was Bay Hundred (Tilghman Island), which dropped from 2,267 in 1930 to 1,922 in 2010.

In contrast, in the decade between 2010 and 2020, all of the districts except Easton experienced some reduction in population (Tables II-1 and II-2). Data from the recent 2020 census released in September 2021 indicates that between 2010 and 2020 the total population of Talbot County decreased from 37,782 persons to 37,526, a loss of 256 persons (0.70%). The population increased in only one of the five election districts, Easton (579 or 2.7 percent). Chapel decreased by 437, or almost 10 percent. The three other districts, St. Michaels, Trappe, and Bay Hundred, decreased by 1.3 percent, 5.7 percent, and 4.0 percent, respectively.

Table II-1: Historical Population, 1930 – 2020 by Election District¹

Election District/ Census Tract	1930	1950	1970	1990	2000	2010	2020
1. Easton 9602.01 9603 9604 9605.01 9605.02	7,020	8,687	11,167	15,470	17,621	21,656	22,235
2. St. Michaels 9606 9607	3,307	3,239	4,413	5,298	5,527	5,318	5,248
3. Trappe 9609	3,201	2,820	3,366	4,071	4,567	4,384	4,132
4. Chapel 9601	2,788	2,481	2,761	3,755	4,148	4,502	4,065
5. Bay Hundred 9608	2,267	2,201	1,975	1,955	1,949	1,922	1,846
Talbot County	18,583	19,428	23,682	30,549	33,812	37,782	37,526

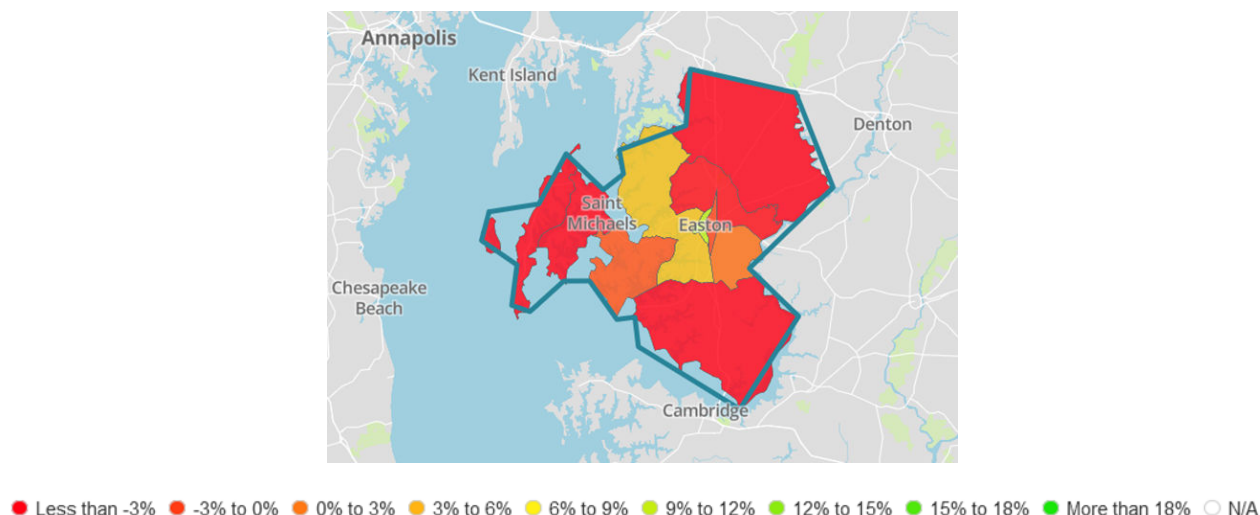
¹ Source for Tables II-1 through II-4: Scofield Masone Management, LLC, May 2011, based on 2010 U. S. Census data, and 2020 U. S. Census..

Table II-2: Average Annual Rate (Percent) of Population Change, 1930 – 2020 by Election District

Election District/ Census Tract	1930- 1940	1940- 1950	1950- 1960	1960- 1970	1970- 1980	1980- 1990	1990- 2000	2000- 2010	2010- 2020
1. Easton 9602.01 9603 9604 9605.01 9605.02	1.0	1.2	1.6	1.0	0.9	2.7	1.4	2.2	2.7
2. St. Michaels 9606 9607	0.2	-0.4	1.8	1.3	0.5	1.4	0.4	-0.4	-1.3
3. Trappe 9609	-0.5	-0.7	0.3	1.5	0.4	1.6	1.2	-0.4	-5.7
4. Chapel 9601	-0.6	-0.5	0.9	0.2	1.9	1.2	1.0	0.8	-9.7
5. Bay Hundred 9608	-1.1	0.8	-1.2	0.1	-0.3	0.2	-0.1	-0.1	-4.0
Talbot County	0.1	0.3	1.1	0.0	0.8	1.9	1.1	1.1	-0.7

Figure II-1 shows graphically that the areas of the county to the west and east of the Town of Easton grew in the decade between 2010 and 2020. Other parts of the county, however, decreased in population.

Fig. II-1: Talbot County, Maryland, Total Population Change, 2010 to 2020²



Of considerable significance for the school system is the change in race and ethnicity that has occurred between 2010 and 2020, and that continues to occur in Talbot County. Table II-3 shows that the overall proportion of the white and black populations declined by 7.5% and 11.3% respectively between 2010 and 2020, corresponding to decreases of 2,310 in the white population and 580 persons in the black population. The white proportion of the population declined from 81.4% of the population to 75.8% and the African-American proportion declined from 12.8% to 11.3%. During this same period, the Hispanic population

² Source: Ibid

increased by 1,279 persons, or 62%: from 1.8% of the population in 2000, this group increased to 5.5% in 2010 and 8.9% in 2020. These changes in the overall composition of the population are reflected in the composition of the school-age population (Table II-3), and have implications for how schools are designed to ensure that they meet the educational needs of these children in an equitable manner.

Table II-3: Talbot County, Maryland, 2020 Census Information: Race and Ethnicity³

		2010		2020		Change	
		#	%	#	%	#	%
Total		37,782		37,526		-256	-0.70%
Race	White	30,746	81.40%	28,436	75.80%	-2,310	-7.50%
	Black	4,829	12.80%	4,249	11.30%	-580	-12.00%
	American Indian	65	0.20%	146	0.40%	81	124.60%
	Asian	472	1.20%	538	1.40%	66	14.00%
	Pacific Islander	22	0.10%	12	0.00%	-10	-45.50%
	Other	1,030	2.70%	1,906	5.10%	876	85.00%
	Two or More	618	1.60%	2,239	6.00%	1,621	262.30%
Ethnicity	Hispanic or Latino	2,073	5.50%	3,352	8.90%	1,279	61.70%

Table II-4 below shows the demographic changes in population among the nine counties on the Eastern Shore and the State of Maryland between 1990 and 2000, between 2000 and 2010, and between 2010 and 2020. Between 1990 and 2000 Talbot County grew by 10.7 percent, placing it among the six counties that grew by more than 10 percent. During this ten year period the population of the State of Maryland grew by almost exactly the same amount, 10.8 percent. Between 2000 and 2010 Talbot County grew by 11.7 percent. Talbot County was again among the six counties on the Eastern Shore that experienced an increase in the rate of growth of more than 10% between 2000 and 2010. Talbot County's rate of growth was higher than for the State of Maryland as a whole (9.0 percent). Between 2010 and 2020 Talbot County's population remained virtually without change, showing a negligible decline of 0.7%. On the Eastern Shore, four counties (Cecil, Queen Anne's, Wicomico and Worcester) showed marked growth, two counties (Kent and Somerset) showed marked declines, and Talbot was joined by Caroline and Dorchester Counties in showing only small amounts of change. As a whole, the Eastern Shore showed an increase of 2.0%, significantly lower than Maryland as a whole (7.0%).

³ Source: <https://data.sj-r.com/census/total-population/total-population-change/talbot-county-maryland/050-24041/>. As reported in *USA Today*.

Table II-4: Comparative Population Growth, Talbot County vs. Maryland and Other Eastern Shore Counties⁴

	1990 Popu- lation	2000 Popu- lation	% Change 1990 - 2000	2010 Popu- lation	% Change 2000 - 2010	2020 Popu- lation	% Change 2010 - 2020
State of MD	4,781,468	5,296,486	10.8%	5,773,552	9.0%	6,177,224	7.0%
Caroline Co	27,035	29,772	10.1%	33,066	11.1%	33,293	0.7%
Cecil Co	71,347	85,951	20.5%	101,108	17.6%	103,725	2.6%
Dorchester Co	30,236	30,674	1.4%	32,618	6.3%	32,531	-0.3%
Kent Co	17,842	19,197	7.6%	20,197	5.2%	19,198	-4.9%
Queen Anne's	33,953	40,563	19.5%	47,798	17.8%	49,874	4.3%
Somerset Co	23,440	24,747	5.6%	26,470	7.0%	24,620	-7.0%
Talbot Co	30,549	33,812	10.7%	37,782	11.7%	37,526	-0.7%
Wicomico Co	74,339	84,644	13.9%	98,733	16.6%	103,588	4.9%
Worcester Co	33,028	46,543	40.9%	51,454	10.6%	52,460	2.0%

Although Talbot County remains a rural county, the data in Table II-5 below indicates that the population has shifted toward town life: in 2010 the population was almost evenly divided between the unincorporated portion of the county and the five towns, whereas in 2020 the town populations exceeded those in the unincorporated county by more than 3.5%.

Table II-5: Talbot County Incorporated Towns, 2010 Population^{5 6}

	2010 Census Population	Percent of Total County Population	2020 Census Population	Percent of Total County Population
Easton Town	15,945	42.20	17,101	45.57
Oxford Town	651	1.72	611	1.63
Queen Anne Town (pt.)	222	0.59	192	0.51
St. Michaels Town	1,029	2.72	1,049	2.80
Trappe Town	1,077	2.85	1,177	3.14
Unincorporated Areas	18,986	50.25	17,396	46.35
Total	37,782	100.00	37,526	100.00

Population Changes, Distribution, and Projections

Figures provided by the Maryland Department of Planning (MDP) in January 2015 indicated that the majority of the projected population increase in Talbot County between 2010 and 2040 was projected be driven by the in-migration and aging of current residents into the 65 years and older group rather than by natural increases due to birth rates (see Table II-8). Although this information is dated and needs to be corrected by the results of the 2020 census, it nevertheless shows trends that are likely to still apply. The information

⁴ Maryland Department of Planning, "Total Population: 2020 Adjusted Census Counts by Jurisdiction & Precinct (Voting District) - by Single Race, Two or More Races, Hispanic Origin & Age 18 Plus"

⁵ Talbot County Comprehensive Plan, June 2016, page 1-2

⁶ U. S. Census Bureau; source: <https://data.indystar.com/census/total-population/total-population-change/easton-town-maryland/160-2424475/>

from the 2020 census appears to corroborate this trend. In the MDP information, the cohort aged 18 and older increased slightly, by 0.9%. This corresponds to anecdotal evidence that Talbot County is a desirable place to live for more mature individuals, for example retirees and householders who are able to telework from home.

The population projections reflect two factors, the type and level of development experienced in Talbot County in recent years and likely to continue into the future, especially in the Easton area, and the lack of employment opportunities for younger people. Much of the new housing built in Talbot County in recent years has been in a price range that does not attract families with young children, and a significant portion of the new housing construction in the county has also been age-restricted or marketed specifically to retirees. This means that an increasingly larger share of the population will not have children in the public-school system. The older residents may place a higher value on other public services than public education.

MDP is a primary source of local population projections. In December 2020 the agency published its most recent population projection revisions for Talbot County resulting from the 2010 census.⁷ MDP's population projections do not provide a breakdown by election district, school attendance area, or other sub-county area. The Talbot County Office of Planning and Zoning presently uses the same population data and projections as the Maryland Department of Planning. The tables that follow provide the historical and projected population figures derived from the census data for the State of Maryland for Talbot County and all twenty-three other subdivisions (the counties and Baltimore City). The information begins with historical data from the 1970 through 2010 ten-year censuses, and then provides projections from 2015 through 2045 at five year intervals.

The MDP projections from December 2020, before the results of the 2020 census were known, indicated a close alignment with the actual results of the census; for this reason, these tables are retained in this EFMP. Table II-6 below shows that based on the 2010 census, the total population of Talbot County was projected to increase from 39,650 in 2030 and 41,000 in 2040. The projected increase from 2020 to 2040 of 3,474 persons would reflect an increase of 6.3 percent over the twenty year period. This indicated a slower rate of growth than for the previous twenty year period, when the population grew by 3,714 between 2000 and 2020, or 11.0 percent. Annualized growth rates also projected a slowing trend in the 5-year periods between 2010 and 2040 (Table II-7).

The population of Talbot County is projected to grow proportionally older over the coming decades. Table II-8 was prepared by the Maryland Department of Planning in January 2015, utilizing the census data from 2010. The total population figures in Table II-8 differ from those in Table II-6; the information in Table II-8 is based on the 2010 census while Table II-6 contains projections current as of December 2020, and is therefore a more accurate assessment of the total future population of the state and of the individual jurisdictions. Nevertheless, it is likely that the age profiles shown in the 2015 document still apply to the new projections developed by MDP. This assumption will be tested when the results of the 2020 census are converted into population projections by MDP.

The age projections in Table II-8 (based on the 2010 data) showed that population growth in Talbot County between 2010 and 2040 would result from the net migration of residents into the County from outside areas rather than from increases in birth rates. The school-age 5-19 cohort, representing the approximate school age population, was expected to be slightly lower in 2015 but then to rise again at a modest but steady rate until 2040. The changes shown in Table II-8 show a total increase of 9.0 percent between 2010 and 2040. By contrast, the age 65+ cohort was projected to increase from 8,958 in 2010 to 15,610 in 2040, an increase of 74.3 percent, or over eight times the proportional increase in the school-age population. At 8,958 persons, the 65+ population of Talbot County in 2010 was 23.7% of the total population; by contrast, the statewide

⁷ At this writing, the population projections have not been updated based on the 2020 census.

average for this age group was 12.3%.⁸ These projections align with the historical pattern: between 1980 and 2010 the 5-19 age cohort grew by 15.6 percent, while the 65+ age cohort grew by slightly over 100%. The change in census information noted above appears to indicate that these trends have continued between 2010 and 2020.

The population in the primary child bearing age group of 20-44 years old peaked in Talbot County in 1990 with 10,496 persons. By 2010 this age group had declined to 9,414. The MDP 2015 projections showed the population in this group increasing over the next thirty years to reach 9,870 in 2040, an increase of 4.8 percent. As with the 5-19 age cohort, this projection should be compared to the projected increase of 74.3 percent in the 65+ cohort during the same period.

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⁸ Talbot County Comprehensive Plan, Background, page 1-2.

**Table II-6: Historical and Projected Total Population for Maryland's Jurisdictions
(Maryland Department of Planning, Revised December 2020)**

	Census 1970	Census 1980	Census 1990	Census 2000	Census 2010	2015	2020	2025	2030	2035	2040	2045
MARYLAND	3,923,897	4,216,933	4,780,753	5,296,486	5,773,552	5,982,810	6,074,750	6,244,980	6,413,690	6,588,760	6,739,410	6,873,330
BALTIMORE REGION	2,071,016	2,173,989	2,348,219	2,512,431	2,662,691	2,737,380	2,762,890	2,814,290	2,864,350	2,914,680	2,964,210	3,001,930
Anne Arundel County	298,042	370,775	427,239	489,656	537,656	562,870	582,880	595,010	608,990	620,350	632,200	645,190
Baltimore County	620,409	655,615	692,134	754,292	805,029	827,770	830,310	838,560	846,590	858,920	873,130	883,980
Carroll County	69,006	96,356	123,372	150,897	167,134	167,550	169,000	171,700	174,150	177,490	180,800	184,150
Harford County	115,378	145,930	182,132	218,590	244,826	250,030	257,680	264,870	271,860	280,560	289,220	294,250
Howard County	62,394	118,572	187,328	247,842	287,085	313,350	327,990	344,150	356,860	364,640	368,830	369,220
Baltimore City	905,787	786,741	736,014	651,154	620,961	615,810	595,030	600,000	605,900	612,720	620,030	625,140
WASHINGTON SUBURBAN REGION	1,269,455	1,358,916	1,635,788	1,870,133	2,068,582	2,183,270	2,227,910	2,299,000	2,366,330	2,439,900	2,497,070	2,548,340
Frederick County	84,927	114,792	150,208	195,277	233,385	245,000	264,780	285,690	300,580	316,360	329,150	341,130
Montgomery County	522,809	579,053	757,027	873,341	971,777	1,032,270	1,051,990	1,087,290	1,124,790	1,167,700	1,197,150	1,223,340
Prince George's County	661,719	665,071	728,553	801,515	863,420	906,000	911,140	926,020	940,960	955,840	970,770	983,870
SOUTHERN MARYLAND REGION	115,748	167,284	228,500	281,320	340,439	357,630	373,000	393,970	413,630	432,740	450,800	469,430
Calvert County	20,682	34,638	51,372	74,563	88,737	90,650	93,310	96,050	97,900	98,740	99,160	99,550
Charles County	47,678	72,751	101,154	120,546	146,551	155,790	164,540	174,220	184,470	194,850	205,290	215,980
St. Mary's County	47,388	59,895	75,974	86,211	105,151	111,200	115,150	123,700	131,260	139,150	146,350	153,900
WESTERN MARYLAND REGION	209,349	220,124	224,477	236,699	252,614	252,250	251,560	258,540	267,300	276,010	283,770	291,750
Allegany County	84,044	80,548	74,946	74,930	75,087	72,650	70,660	71,400	72,150	72,900	73,560	74,200
Garrett County	21,476	26,490	28,138	29,846	30,097	29,600	29,100	29,700	30,250	30,510	30,760	31,000
Washington County	103,829	113,086	121,393	131,923	147,430	150,000	151,800	157,440	164,900	172,600	179,450	186,550
UPPER EASTERN SHORE REGION	131,322	151,380	180,726	209,295	239,951	240,980	244,820	254,230	266,620	280,630	292,490	304,390
Caroline County	19,781	23,143	27,035	29,772	33,066	32,890	33,660	35,550	37,700	40,000	42,200	44,500
Cecil County	53,291	60,430	71,347	85,951	101,108	102,400	103,100	106,100	112,050	119,200	125,450	131,550
Kent County	16,146	16,695	17,842	19,197	20,197	19,600	19,700	20,400	20,900	21,350	21,800	22,250
Queen Anne's County	18,422	25,508	33,953	40,563	47,798	48,480	50,810	53,430	56,320	59,530	62,040	64,650
Talbot County	23,682	25,604	30,549	33,812	37,782	37,600	37,550	38,750	39,650	40,550	41,000	41,440
LOWER EASTERN SHORE REGION	127,007	145,240	163,043	186,608	209,275	211,300	214,570	224,950	235,460	244,800	251,070	257,490
Dorchester County	29,405	30,623	30,236	30,674	32,618	32,250	32,110	33,850	35,160	36,400	37,300	38,240
Somerset County	18,924	19,188	23,440	24,747	26,470	25,710	25,760	26,750	27,450	28,100	28,310	28,500
Wicomico County	54,236	64,540	74,339	84,644	98,733	101,950	104,200	109,400	115,700	120,650	124,650	128,800
Worcester County	24,442	30,889	35,028	46,543	51,454	51,400	52,500	54,950	57,150	59,650	60,810	61,950

Table II-7: Historical and Projected Total Population for Maryland's Jurisdictions, Annualized Growth Rates (Maryland Department of Planning, Revised December 2020)

	1970- 1980	1980- 1990	1990- 2000	2000- 2010	2010- 2015	2015- 2020	2020- 2025	2025- 2030	2030- 2035	2035- 2040	2040- 2045
MARYLAND	0.72%	1.26%	1.03%	0.87%	0.71%	0.31%	0.55%	0.53%	0.54%	0.45%	0.39%
BALTIMORE REGION	0.49%	0.77%	0.68%	0.58%	0.55%	0.19%	0.37%	0.35%	0.35%	0.34%	0.25%
Anne Arundel County	2.21%	1.43%	1.37%	0.94%	0.92%	0.70%	0.41%	0.47%	0.37%	0.38%	0.41%
Baltimore County	0.55%	0.54%	0.86%	0.65%	0.56%	0.06%	0.20%	0.19%	0.29%	0.33%	0.25%
Carroll County	3.39%	2.50%	2.03%	1.03%	0.05%	0.17%	0.32%	0.28%	0.38%	0.37%	0.37%
Harford County	2.38%	2.24%	1.84%	1.14%	0.42%	0.60%	0.55%	0.52%	0.63%	0.61%	0.35%
Howard County	6.63%	4.68%	2.84%	1.48%	1.77%	0.92%	0.97%	0.73%	0.43%	0.23%	0.02%
Baltimore City	-1.40%	-0.66%	-1.22%	-0.47%	-0.17%	-0.68%	0.17%	0.20%	0.22%	0.24%	0.16%
WASHINGTON SUBURBAN REGION	0.68%	1.87%	1.35%	1.01%	1.09%	0.41%	0.63%	0.58%	0.61%	0.46%	0.41%
Frederick County	3.06%	2.73%	2.66%	1.80%	0.98%	1.56%	1.53%	1.02%	1.03%	0.80%	0.72%
Montgomery County	1.03%	2.72%	1.44%	1.07%	1.22%	0.38%	0.66%	0.68%	0.75%	0.50%	0.43%
Prince George's County	0.05%	0.92%	0.96%	0.75%	0.97%	0.11%	0.32%	0.32%	0.31%	0.31%	0.27%
SOUTHERN MARYLAND REGION	3.75%	3.17%	2.10%	1.93%	0.99%	0.85%	1.10%	0.98%	0.91%	0.82%	0.81%
Calvert County	5.29%	4.02%	3.80%	1.76%	0.43%	0.58%	0.58%	0.38%	0.17%	0.08%	0.08%
Charles County	4.32%	3.35%	1.77%	1.97%	1.23%	1.10%	1.15%	1.15%	1.10%	1.05%	1.02%
St. Mary's County	2.37%	2.41%	1.27%	2.01%	1.12%	0.70%	1.44%	1.19%	1.17%	1.01%	1.01%
WESTERN MARYLAND REGION	0.50%	0.20%	0.53%	0.65%	-0.03%	-0.05%	0.55%	0.67%	0.64%	0.56%	0.56%
Allegany County	-0.42%	-0.72%	0.00%	0.02%	-0.66%	-0.55%	0.21%	0.21%	0.21%	0.18%	0.17%
Garrett County	2.12%	0.61%	0.59%	0.08%	-0.33%	-0.34%	0.41%	0.37%	0.17%	0.16%	0.16%
Washington County	0.86%	0.71%	0.84%	1.12%	0.35%	0.24%	0.73%	0.93%	0.92%	0.78%	0.78%
UPPER EASTERN SHORE REGION	1.43%	1.79%	1.48%	1.38%	0.09%	0.32%	0.76%	0.96%	1.03%	0.83%	0.80%
Caroline County	1.58%	1.57%	0.97%	1.05%	-0.11%	0.46%	1.10%	1.18%	1.19%	1.08%	1.07%
Cecil County	1.27%	1.67%	1.88%	1.64%	0.25%	0.14%	0.58%	1.10%	1.24%	1.03%	0.95%
Kent County	0.33%	0.67%	0.73%	0.51%	-0.60%	0.10%	0.70%	0.49%	0.43%	0.42%	0.41%
Queen Anne's County	3.31%	2.90%	1.79%	1.65%	0.28%	0.94%	1.01%	1.06%	1.11%	0.83%	0.83%
Talbot County	0.78%	1.78%	1.02%	1.12%	-0.10%	-0.03%	0.63%	0.46%	0.45%	0.22%	0.21%
LOWER EASTERN SHORE REGION	1.35%	1.16%	1.36%	1.15%	0.19%	0.31%	0.95%	0.92%	0.78%	0.51%	0.51%
Dorchester County	0.41%	-0.13%	0.14%	0.62%	-0.23%	-0.09%	1.06%	0.76%	0.70%	0.49%	0.50%
Somerset County	0.14%	2.02%	0.54%	0.68%	-0.58%	0.04%	0.76%	0.52%	0.47%	0.15%	0.13%
Wicomico County	1.75%	1.42%	1.31%	1.55%	0.64%	0.44%	0.98%	1.13%	0.84%	0.65%	0.66%
Worcester County	2.37%	1.27%	2.88%	1.01%	-0.02%	0.42%	0.92%	0.79%	0.86%	0.39%	0.37%

Table II-8: Talbot County Demographic and Socio-Economic Outlook, January 2015

Note: This information has not been updated per the 2020 census.

	Historical					Projected							
	1970	1980	1990	2000	2010 *	2015	2020	2025	2030	2035	2040		
Population Characteristics:													
Total Population	23,682	25,604	30,549	33,812	37,782	39,100	40,850	42,050	42,900	43,550	44,000		
Male	11,199	12,101	14,506	16,125	18,019	18,670	19,510	20,040	20,370	20,610	20,730		
Female	12,483	13,503	16,043	17,687	19,763	20,430	21,330	22,010	22,530	22,940	23,280		
Non-Hispanic White **	N/A	20,003	24,769	27,489	29,829	30,640	31,770	32,460	32,860	33,100	33,190		
All Other **	N/A	5,601	5,780	6,323	7,953	8,460	9,070	9,590	10,040	10,450	10,820		
Selected Age Groups:													
0-4	1,821	1,356	1,973	1,752	1,861	1,720	1,880	1,960	1,980	1,960	1,940		
5-19	6,202	5,430	5,138	6,177	6,276	6,260	6,320	6,280	6,370	6,700	6,840		
20-44	6,579	8,296	10,496	9,801	9,414	9,470	9,660	10,060	10,050	9,900	9,870		
45-64	5,681	6,053	6,856	9,185	11,273	11,140	10,840	10,040	9,490	9,470	9,740		
65+	3,399	4,469	6,086	6,897	8,958	10,520	12,150	13,710	15,010	15,530	15,610		
Total	23,682	25,604	30,549	33,812	37,782	39,100	40,850	42,050	42,900	43,550	44,000		
Total Household Population	23,256	25,290	30,137	33,200	37,399	38,694	40,407	41,561	42,346	42,939	43,341		
Total Households	7,914	9,934	12,677	14,307	16,150	16,975	18,000	18,750	19,275	19,600	19,800		
Average Household Size	2.94	2.55	2.38	2.32	2.31	2.28	2.25	2.22	2.20	2.19	2.19		
Labor Force:													
Total Population 16+	17,285	20,510	24,766	27,193	31,330	32,660	34,350	35,500	36,100	36,580	37,010		
In Labor Force	10,152	12,762	16,226	16,789	19,440	19,750	20,240	20,330	20,220	20,180	20,360		
% in Labor Force *	58.7	62.2	65.5	61.7	62.1	60.5	58.9	57.3	56.0	55.2	55.0		
Male Population 16+	8,056	9,482	11,440	12,696	14,750	15,360	16,150	16,630	16,820	16,960	17,070		
In Labor Force	5,957	7,115	8,514	8,666	9,750	9,920	10,130	10,170	10,100	10,030	10,050		
% in Labor Force *	73.9	75.0	74.4	68.3	66.1	64.6	62.7	61.2	60.0	59.1	58.9		
Female Population 16+	9,229	11,028	13,326	14,497	16,580	17,300	18,200	18,870	19,280	19,620	19,940		
In Labor Force	4,195	5,648	7,712	8,123	9,690	9,830	10,110	10,160	10,120	10,150	10,310		
% in Labor Force *	45.5	51.2	57.9	56.0	58.4	56.8	55.5	53.8	52.5	51.7	51.7		
Jobs by Place of Work :	12,583	15,949	21,607	25,133	27,223	28,600	29,700	30,400	31,500	32,000	33,100		
Personal Income :													
Total (million of constant 2009\$)	\$475.2	\$672.7	\$1,128.1	\$1,628.9	\$2,022.7	\$2,306.8	\$2,679.0	\$2,933.6	\$3,147.8	\$3,326.4	\$3,496.5		
Per Capita (constant 2009\$)	\$20,044	\$26,144	\$36,793	\$48,058	\$53,420	\$58,998	\$65,581	\$69,764	\$73,376	\$76,382	\$79,465		

** For 2010 to 2040 non-hispanic white population is equal to "non-hispanic white alone", and all other population is equal to "all other races", alone and two or more races.

* Labor force participation rates for 2010 are estimates based on the 2008-2012 American Community Survey. These participation rates are applied to the Census 2010 population by age/sex to yield labor force estimates.

SOURCE: Projections prepared by the Maryland Department of Planning, July 2014. Population and household data from 1970 thru 2010 are from the U.S. Census Bureau, as is the labor force data from 1970 thru 2000. Labor force participation rate data for 2010 is an estimate by the Maryland Department of Planning based on 2008-2012 American Community Survey data. 1990 race and sex population is from modified age, race, sex data (MARS) and 2000 race and sex population from modified race data, both from the U.S. Census Bureau. Historical jobs, total personal income and per capita personal income data are from the U.S. Bureau of Economic Analysis.

Projections are rounded, therefore numbers may not add to totals.

Talbot County Comprehensive Plan

The Talbot County Comprehensive Plan of April 2005 and the revised Plan, adopted by Bill 1329 on June 7, 2016, are generally consistent with each other. The Comprehensive Plan attempts to preserve the high quality of life found in Talbot County by reaffirming “the County’s long term commitment to environmental and critical area protection” and by articulating “the desire to retain the rural character of the community by managing growth to prevent sprawl and to protect agriculture as a primary industry.”⁶⁵

The “Background” chapter of the adopted Comprehensive Plan contains population projections that are essentially the same as the MDP July 2015 projections. The more recent MDP population forecast is for a lower population, but these outcomes remain the same:

- The modest but steady population growth will be largely driven by in-migration (page 1-2).
- The number of households will increase as household size declines from approximately 2.31 per household in 2010 to approximately 2.19 per household in 2040, including a growing number of non-family households (page 1-3).
- The average age of the population will increase through the in-migration of retirees (page 1-3).
- The school-age and prime working population will remain relatively unchanged (page 1-3).

Housing

Providing affordable housing options for middle- and low-income families is important to the long term economic and social vitality of the County. The location of housing - its proximity to jobs, childcare, stores and services, and whether or not these are accessible by car, transit, or walking – also have a significant impact on the cost of living and therefore affordability. The “Housing” section of the *Background* chapter of the Comprehensive Plan (July 2016) discusses housing issues directly related to new development that could result in changes in the number of public school students:

- While the number of dwelling units in Talbot County continues to increase, many County residents still find it difficult to obtain housing to meet their needs. Two major shortages cause this problem – a lack of variety of housing types and a lack of suitable housing for low and moderate income families. Within unincorporated areas of the County, the single-family homes are predominately located on lots that are two acres or greater in size.
 - Over 80% of the County residences are single family detached, more than 10% higher than the statewide average (*Background* page 1-4).
 - Multifamily residences are almost exclusively located in the municipalities, with the highest proportion in the town of Easton (*Background* page 1-4).
 - The proportion of subdivisions begun in the towns has increased steadily from 47% in the 1980s to over 70% in the 2000s. The majority of these subdivisions are in Priority Funding Areas.
- In Talbot County, the problem is further compounded by the deficiency in affordably priced rental or for-purchase housing:
 - In the 2011-2013 timeframe, 52.3% of renters paid more than 35% of their income for rent, compared to 42.4% in the state as a whole.⁶⁶ This reflects the high proportion of renters in the

⁶⁵ Talbot County 2016 *Comprehensive Plan*, Introduction, Page II

⁶⁶ American Community Survey, “Socioeconomic Characteristics for Maryland’s Jurisdictions and Places” http://planning.maryland.gov/MSDC/American_Community_Survey/2011-2013/ACS_2011-2013_SummaryProfile.PDF

St. Michaels area, likely consisting of short term and seasonal vacationers (*Background* page I-5).

- 70.3% of the 2,030 renters in the county resided in Easton.

As a consequence, fully 38% of individuals who work in Talbot County reside outside the County, a number that greatly exceeds the number who live in the county and work outside it (*Background* page 1-7). The County Plan states that while “job opportunities remain tight...younger workers are likely to continue to relocate outside the area. New residents replacing them will invariably be older, perhaps more prosperous and most likely retired persons.” (*Background* page 1-8)

Further, the economic recession affected both the housing consumer and the ability of the County to provide services. Between 2008 and 2013 the net per capita earnings of Talbot County income earners fell by \$1,332, the second largest decline in the state (*Background* page 1-5); concurrently, the county poverty rate increased by 3% over the 2006 figure to 10.5%, somewhat higher than the statewide increase in poverty, and the unemployment rate of 5.1% exceeded the statewide average of 4.7% (*Background* pages 1-6 and 1-7). During this period, county employment decreased by 1,204 full-time and part-time jobs.

The Covid-19 pandemic also appears to have had an impact on housing in Talbot County. With the increase of work-from-home employment, small attractive towns like Easton have seen an increase of attention from urban residents. This trend is in addition to the normal attractiveness of these towns to retirees and second-home owners and is likely reflected in three new housing developments in the Easton area. These developments in the Easton area have a combined potential to generate up to 761 units, including 24 units of affordable housing, and an increase in the student enrollment of as many as 370 students. At this writing, the Gannon Farms and Elliott Road projects have been approved, while the Poplar Hill project has not yet been reviewed and remains a Discussion item. Other new developments include a potential subdivision on the order of 200-300 homes, but as they would be age-restricted (55+), they would not impact the school-age population. There is also discussion about development of Easton Point with up to 500 homes at the upper/luxury end of the market. Neither of these projects is well-defined at this point.⁶⁷

Table II-9: New Easton-Area Housing Projects Under Review⁶⁸

	Acreage	Detached Homes	Town-homes	Apart-ments	Total Units	Affordable Units
Gannon Farm	76	202			202	0
Elliott Road Apartments	6.8			120	120	24
Poplar Hill	120	109	138	192	439	0
Total	202.8	311	138	312	761	24

In a study of these three developments undertaken in December 2021, Mr. Joel Gallihue, AICP, stated that “both Easton Elementary School and Easton High School could face substantial over-utilization as a result of the three proposed housing developments.” With new enrollment projections and with the revision of the State Rated Capacity for Easton Elementary School, the potential deficit in seats has been somewhat lessened, but is still of concern. Table II-10 indicates that if all of the student enrollment manifests and there is no reassignment of students to use capacity in other schools, as many as 14 new classrooms will be needed

⁶⁷ Mr. Lynn Thomas, Easton Town Planner, email communication, May 17, 2022.

⁶⁸ Lever and Gallihue, “Future Residential Development Impact, Talbot County Public Schools,” December 13, 2021

among the three Easton schools. If this occurs, it will be advisable for the Board of Education to monitor the composition of the households that purchase these units, assess the likelihood that the units have school-age children, and begin planning for the increases of capacity that will be needed to accommodate the new students.

Table II-10: New Housing Projects: Potential Impacts on Student Enrollments⁶⁹

	State Rated Capacity	Projected Seats, w/o New Housing*	Projected Seats, w/ New Housing*	Potential Additional Classrooms Needed
Easton Elementary School	1,310	139	-230	10
Easton Middle School	870	56	-26	1
Easton High School	1,295	36	-69	3
Total	3,475	231	-325	14
* A negative number indicates a projected deficit in school seats.				

In addition to the developments describe above, two other possible developments may materialize in the next few years. The JL Gannon Farm on Dutchman's Lane will be age-restricted and will therefore not affect the enrollments. The Cooke's Hope Phase 7 project will include approximately 65 single family detached homes, and may affect enrollments.

Housing Permits

The “Background Data and Planning Assumptions” chapter of the Comprehensive Plan of April 2005 contains detailed data on demographics and residential building permits. The authority for zoning and the issuance of building permits resides with each incorporated town for their town areas. The County has the authority for zoning and the issuance of building permits for all of the areas outside of the incorporated towns.

For the period from 1980-2000, a total of 6,226 residential building permits were issued for both the unincorporated and incorporated areas. Building in the unincorporated area averaged 169 new homes per year over the previous 20 years (1986-2005) and 157 new homes per year over the previous 10 years (1996-2005). The peak year was 1987, when 250 permits were issued.

Since 2000, with a few exceptions, there has been a shift in the pattern of development in Talbot County. Previously the number of new homes constructed in the unincorporated areas exceeded the combined total in all of the towns. In recent years this trend has reversed, so that new housing in Easton alone exceeded the total constructed in the unincorporated area. Table II-11 shows that the percentage of permits issued in the towns increased from 60.1% of the total in the 2000-2004 period to 79.5% in the 2010-2014 period, while the percentage in the unincorporated county decreased.

⁶⁹ Lever and Gallihue, Ibid.

Table II-11: Talbot County New Housing Unit Permits, 2000 - 2014⁷⁰

Area	2014 - 2010					2009 - 2005					2004 - 2000				
	Total	Single Family	Multi Family	Avg Tot /year	Town vs. County %	Total	Single Family	Multi Family	Avg Tot /year	Town vs. County %	Total	Single Family	Multi Family	Avg Tot /year	Town vs. County %
MARYLAND	74,878	47,291	27,587			96,165	71,059	25,106			146,006	117,795	28,211		
TALBOT	811	771	40	162.2		2,226	2,226	-	445.2		2,238	2,238	-	447.6	
Easton	592	592	-	118.4		1,585	1,585	-	317.0		1,277	1,277	-	255.4	
Oxford	2	2	-	0.4		12	12	-	2.4		25	25	-	5.0	
St. Michaels	50	10	40	10.0	79.5%	11	11	-	2.2	73.0%	12	12	-	2.4	60.1%
Trappe	1	1	-	0.2		17	17	-	3.4		32	32	-	6.4	
Talbot County Unincorporated Area	166	166	-	33.2	20.5%	601	601	-	120.2	27.0%	892	892	-	178.4	39.9%

Annual information for the period 2006 to 2021. based on direct communication with town planners, corroborates this trend, as shown in Table II-12. Whereas the proportion of permits issued in the unincorporated county was a majority in 2006, in most of the years since then the majority of permits were issued in the towns, particularly in Easton. However, the building official for Talbot County indicated in 2021 that permits for residential construction showed an increase in 2020 and were likely to continue to increase in 2022, probably due to residential re-locations resulting from the Covid-19 situation. The official could not say whether the permits indicate an increase in the school-age population.⁷¹ Permit information from 2021 shows a marked increase in the total number of permits issued, with the majority within the towns. In contrast, the planner for the unincorporated county indicates that no major demographic increases have been observed in residential population or commercial activity. There were a number of property transfers in the last two years within the unincorporated county, but the amount of new residential permitting was very limited.⁷²

Table II-12: Talbot County Building Permits Issued for Residential Development, 2006 - 2021⁷³

Year	Talbot Co. Unincorporated	Easton	Oxford	Queen Anne	St. Michaels	Trappe	Total	% Town	% County
2006	119	95	2	3	5	3	224	46.9%	53.1%
2007	99	121	1	7	1	2	224	55.8%	44.2%
2008	80	84	1	5	0	2	167	52.1%	47.9%
2009	20	81	0	3	2	0	103	80.6%	19.4%
2010	35	48	0	2	3	0	86	59.3%	40.7%
2011	15	13	0	2	0	1	28	46.4%	53.6%
2012	28	19	1	0	1	0	29	3.4%	96.6%
2013	8	12	0	3	2	0	25	68.0%	32.0%
2014	10	22	0	0	4	0	36	72.2%	27.8%
2015	28	35	0	1	15	0	79	64.6%	35.4%
2016	35	28	1	0	3	2	69	49.3%	50.7%
2017	32	54	0	1	5	0	92	65.2%	34.8%
2018	26	72	0	0	10	0	108	24.1%	75.9%
2019	21	44	0	unknown	5	5	75	72.0%	28.0%

⁷⁰ SOURCE: U. S. Bureau of the Census. Manufacturing and Construction Statistics Division. Residential Construction Branch. Prepared by Maryland Department of Planning. Planning Services Division. 2015.

⁷¹ Conversation with Mr. Brent Garner, Talbot County Building Official, May 12, 2021.

⁷² Mr. Miguel Salinas, Talbot County Department of Planning and Zoning, email May 23, 2022.

⁷³ Source: Information from each Town and County Planning Office (Yale Stenzler, 2016, updates by EFP for 2017 through 2021; "unknown" indicates that there was no response to the inquiry).

2020	36	39	0	0	9	0	84	57.1%	42.9%
2021	46	80	2	0	7	20 *	155	70.3%	29.7%

* This figure does not include permits issued for the sales office at the Lakeside at Trappe development, or five permits issued for model homes that will not be sold or rented.

The building permit information above does not necessarily reflect the issuance of building permits for new residential housing units or replacement units that would house an increase of population or lead to an increase in the student enrollment. Some units are second homes for weekend use; as an example, in Oxford there were 93 secondary homes in 2000 and this increased to 178 in 2010. Nonetheless, the recent trend of new residences in the towns, including the three new developments described above, is consistent with the objective of both the County Comprehensive Plan and the Town of Easton Comprehensive Plan, which align in encouraging development in and around the existing built-up areas. This pattern of growth is expected to continue. Much of the development in unincorporated areas is not expected to be targeted to families with children, thereby limiting the potential impact on public school enrollment. Therefore, the greatest potential for public school enrollment impacts will result from development in the incorporated towns.

For purposes of enrollment projections in the 2022 EFMP, the recent construction trend informed a development projection of approximately 38 units per year throughout the county and the municipalities. In the last two years, the unknown impact of the coronavirus epidemic on the housing market led to an assumption of little or no housing activity in the next three years, followed by a gradual recovery. However, the three developments in progress indicate that conditions are changing and that an increase in the enrollment may be expected.

While these developments in Easton are in process, current information indicates that there are no major developments under consideration in the unincorporated county. The overall working population outlook appears to be stable, since the economy itself is stable: no major industries are projected to enter the county, and the agriculture is largely grain-based, allowing for a higher degree of mechanization and consequently a smaller demand for labor than greenhouse-based agriculture. An increase of the number of restaurants generates a small demand for labor, but not sufficient to drive a large increase in the school-age population.⁷⁴ Formerly, population increases involved older retirees and temporary residents, who did not have an impact on the school-age population.

Trappe

The Lakeside at Trappe Master Plan (formerly Trappe East) project of over 900 acres was approved for annexation by the Town of Trappe following a citizen referendum in 2003. The project scope includes 2,501 residential units as well as 550,000 square feet of commercial space in a joint venture between ICA and Rocks Engineering. The project currently will be partially age-restricted per the Developer's Rights and Responsibilities Agreement (DRRA). The planned build-out is over a 15-20 year period. Phase 1A and 1B have been approved and recorded in the Talbot County Land Records. There is a total of 120 lots in 1A and 1B. The Town has issued 18 new home permits for Lakeside already and construction has begun. Out of the 18 permits that have been issued, one is for the sales office/model home and five are strictly model homes. Only 13 of the permits issued will be for sale/rent when completed. A separate 23 unit townhome subdivision is in the process of being constructed. The Town has issued building permits for 15 of these units: 6 were issued in 2021 and 9 in 2022 to date. It is not known at this time whether this development will have an impact on the school-age population of Talbot County.⁷⁵

⁷⁴ Telephone interview, Mr. Martin Sokolich, Talbot County Senior Planner, January 18, 2017.

⁷⁵ Email communication, Ms. Erin Braband, Town Clerk, May 17, 2022.

Fig. II-2: The Lakeside at Trappe



Plans had been approved for a separate 505 residential unit development in the White Marsh Development Area. This project did not move forward and the property was sold in 2016. It is being used for farming and agricultural purposes.

St. Michaels

St. Michaels has limited vacant sites in the Town for residential development. Nine permits were issued for new single family home construction in 2020, of which three were for modular units. Seven permits were issued in 2021. The town does allow for short term rentals of vacation cottages, which may serve as secondary homes for the owners; currently 47% of all housing units are second homes.⁷⁶ Habitat for Humanity began construction of seven units of housing in St. Michaels in September 2018 and dedicated the first completed unit on December 14, 2019.⁷⁷ Four additional units were permitted in 2018 and two have been completed; to date, all of these have been completed, along with one additional unit.⁷⁸

Easton

The Town of Easton Comprehensive Plan, approved in March 2010, supports the finding of the County Comprehensive Plan that there is a lack of housing for critical sections of the market. As noted, the majority of housing is now being constructed in the towns, with the largest share in Easton itself; however, this housing has tended not to be oriented toward two important groups, first-time homeowners and moderate-income professionals (firefighters, teachers, etc.) who seek housing in the \$140,000 to \$160,000 range, and low income households.⁷⁹

Housing in Easton became much more expensive prior to the national subprime mortgage crisis in the late 2000's. Planners confirm that even after the subsequent market adjustment, the high housing cost trend identified in the 2010 Comprehensive Plan remains a factor.⁸⁰ Most of the recent development in the Easton area was not family-oriented housing. It was either priced at the high end of the market or was age restricted.

There is growing awareness that housing is in short supply in Easton, and a belief on the part of the Economic Development department that the lack of housing in general, and workforce housing specifically, is a deterrent

⁷⁶ Telephone interview, Ms. Jean Weisman, Town Manager, January 9, 2017.

⁷⁷ *The Talbot Fly*, "Habitat for Humanity Choptank Breaks Ground in St. Michaels," September 10, 2018; *The Star Democrat*, "Habitat Choptank dedicates 84th home", December 24, 2019.

⁷⁸ St. Michael the Archangel Roman Catholic Church website (<https://www.stmichaelcary.org/habitat>); emails from Ms. Kim Shellem, town planner, April 28, 2020 and May 18, 2022.

⁷⁹ Town of Easton 2010 Comprehensive Plan, *Housing*, Page 134

⁸⁰ Town of Easton 2010 Comprehensive Plan, *Housing*, Page 135

to business attraction in the city. New housing is becoming a priority. The three new subdivisions noted above, which are not age-restricted, may correct this situation to some extent: the assumption expressed in the housing yield study of December 2021 was that a large number of the units would house younger families with children, but this assumption needs to be tested against the actual occupancies that will occur when the units are built.

In the early 2000s, significant development activity was underway or proposed in the Town of Easton. However, with the economic downturn that began in 2008 as well as new growth controls in the town, there was less development anticipated. Data from the Town of Easton 2010 Comprehensive Plan indicated that the maximum total potential for infill, redevelopment and build-out lots was 2,492 units, but only 702 units were actually in approved projects at the date of approval of the Plan.⁸¹ At the target growth rate of 1% per year, it would have required 30 years for the full build-out to be achieved, with a maximum of 150 units likely to be built in the years 2021 to 2023. These projections are now changed, with the possibility that up to 761 new units will be built between 2022 and 2024 or 2025.

A few existing developments have housing in the upper end of the affordable range, but so far these have had only a modest impact on public school enrollment.

- A market-rate residential apartment development of about 140 market rate housing units or 200 senior units at Brant Court is complete.⁸²
- 72 units of workforce townhome housing were completed in Galloway Meadows in June 2018. This one, two, and three-bedroom rental apartment development was partially funded with a grant from the Maryland Department of Housing and Community Development and was marketed as affordable. It is likely that this development will attract families with children, but there is no definitive information on this at this time.

It is not known how many families with children moved into the Galloway Meadows development. However, this population is now factored into the overall projection. Since both Galloway Meadows and Brant Court have the potential to affect the school-age population of Easton in the future, the build-out and occupancy schedule, the number and size of the various units (including the number of bedrooms), and the anticipated rent structure should be reviewed annually to determine any potential impact on public school enrollments.

Recordation of these pending developments cannot take place unless adequate sewer capacity is available. In early 2007, Easton completed a major upgrade to its wastewater treatment facility. The new system uses Enhanced Nutrient Removal (ENR) technology to increase the floor capacity to four million gallons per day and will reduce amounts of nitrogen and phosphorous in wastewater, as required by the Chesapeake Bay Program. This facility was the first in the state of Maryland to receive funding from the Chesapeake Bay Watershed Restoration Fund. While this project increases the available sewer capacity, there is a difference between available sewer capacity and actual wastewater treatment plant capacity. This is because a portion of the available sewer capacity may be allocated to commercial uses that have not yet been built.

Of significance to the school system is the growth in the Hispanic population throughout the county, and particularly in the Town of Easton. The specific cause of this increase is not understood, although it may be associated with the revival of the construction and landscape industries. The impact on the school system lies not only in the overall increase in the number of children who will be educated, but also in their specific needs as English Language Learners (ELL), generally requiring smaller class sizes and a higher teacher-to-student ratio than for non-immigrant groups.

⁸¹ Ibid, *Municipal Growth*, page 53

⁸² Mr. Lynn Thomas, Town Planner, City of Easton, email communication, May 17, 2022.

Consistency with Community Plans

Community Development Plans

Community development plans serve as guides to both public and private development activities and therefore influence the provision of necessary public facilities, which in turn influence the location of households. In this way, they also have a potential effect on the development and utilization of educational facilities.

The most important of these local community development plans is the Talbot County Comprehensive Plan. The Plan was originally adopted in 1973 and was updated in 2005. A revised Plan was approved on June 7, 2016. Talbot County is also significantly affected by the implementation of the Chesapeake Bay Critical Area program. The County's local critical area program has been approved and is being implemented.⁸³

The approved Comprehensive Plan continues to serve as a guide to implementation of the County Zoning Ordinance and Subdivision Regulations. A bill to repeal and enact new zoning and subdivision chapters of the Talbot County code was adopted and took effect in 2009. It is not expected that these changes will have an impact on existing school enrollment trends.

- The Talbot County Office of Planning and Zoning has identified three planning projects that could potentially take open land out of development and reinforce existing villages. Should these initiatives reach their goals they would only marginally affect long term school enrollment. By preventing sprawl development, these initiatives would help rationalize school service areas and bus routes.
- Village Center Plans – The Comprehensive Plan calls for the creation of localized master plans for each recognized village in Talbot County. There are 22 such villages and it is expected that the County will undertake 3 to 4 Plans per year, but the Plans are not on a strict schedule. Some parts of the Plans are addressed through zoning ordinance amendments, others through grant activities, such as Working Waterfronts and/or hazard mitigation plans.⁸⁴ Village Center Plans are unlikely to increase density or attract families with children. The largest villages are Tilghman and Cordova, both of which have ample school capacity.
- Priority Preservation Area – State policy and the County Comprehensive Plan support preservation of agricultural, forest, and scenic lands. A Priority Preservation Area must meet criteria supporting perpetual conservation, which precludes future residential development. For example, in December 2017 232 acres of farm and forest land were protected by conservation easement on what is locally called “Lee Haven Farm.”
- Eastern Shore Land Conservancy – The ESLC is currently focused on developing inter-state goals regarding growth and climate change on the Delmarva peninsula. These goals would only affect the school facilities if a site for a new school were proposed, a circumstance that is not envisioned because of the adequacy of the existing school capacity for the foreseeable future.⁸⁵
- Priority Funding Areas (PFAs) - The implementation of municipal growth elements is required by State legislation. Should these elements have the intended effect of reducing the pace of development, growth rates may slow in the municipal PFAs.

Water and sewer plans will continue to concentrate development in the incorporated towns. Water and sewer extensions are planned for a new hospital planned to open in 2024. This hospital will replace the existing University of Maryland Shore Medical Center at Easton on a campus four miles north of the current location.

⁸³ Email communication from Mr. Martin Sokolich, County Planner, March 10, 2017.

⁸⁴ Email communication from Mr. Martin Sokolich, County Planner, March 10, 2017.

⁸⁵ Conversation with Mr. Rob Etgen, President, Eastern Shore Land Conservancy, May 13, 2019.

The site is near the Talbot County Community Center just off Route 50, and the sewer system will also cover Hyde Park and some other homes in the vicinity.⁸⁶ Since the water and sewer extension will mostly serve age-restricted development and the new hospital, few additional students will result from new residential development that would be caused by this expansion of the sewer service area.

The Town of Easton is currently in the process of updating the 2010 Comprehensive Plan. The extent to which the updated Plan affects school facilities will be assessed in the 2023 EFMP.

Consistency of EFMP with County Comprehensive Plan

This EFMP for the Talbot County Public Schools was submitted to the County Planning Officer for a determination of consistency with local growth or land use plans. A copy of the Planning Officer's letter of consistency is included within this EFMP (Appendices).

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⁸⁶ *The Chestertown Spy*, October 18, 2016, "Shore Health Moves Forward with New Hospital in Easton;" also the *Dorchester Banner*, May 26, 2017; Mr. Ken Kozel, CEO of University of Maryland Shore Regional Health; and University of Maryland Shore Regional Health (UM SRH) "Certificate of Need Filed for New Hospital in Easton", September 26, 2018 (<https://www.umms.org/shore/news/2018/certificate-of-need-filed-for-new-hospital-in-easton>).

III. INVENTORY AND EVALUATION OF BUILDING AND FACILITIES

System-Wide Facility Data

The Talbot County Public School system operated a total of eight school buildings in in the 2021-2022 school year, including five elementary school buildings, one middle school, one high school, and one middle/high school. Because of a systematic program of school renovation projects, starting with the renovation of the Easton Elementary School – Moton Building completed in 1991, Talbot County Public Schools over many years enjoyed the status of having the newest school facility square footage in the state of Maryland. The average age of the square footage now dates from 2002 sharing that date with Howard County Public Schools and Queen Anne's County Public Schools.¹ With the completion of the Easton Elementary School replacement project in 2020, Talbot County has ensured the continuation of its distinguished record of facility management, and reduced the number of school facilities from nine to the current eight. The proposed modernization of Chapel District Elementary School will continue this prudent approach to facility management.

The elementary schools are located throughout Talbot County so as to be readily accessible to regional population centers. The school locations and the elementary attendance areas are shown on Maps I-1 and I-2 of Section I, "Goals, Standards, Policies," and the secondary school attendance areas are shown on Map I-3. The attendance area for each school is shown in greater detail on Maps I-4 through I-11. Easton Elementary formerly consisted of two buildings: the Dobson building held the P3 program and grades prekindergarten to 1, while the Moton building housed grades 2 through 5. Following completion of the replacement of Easton Elementary School, beginning in the 2020-2021 school year the two schools were housed in two wings of a single facility, retaining their separate identities.

Easton Middle School serves students in grades 6 to 8 and Easton High School serves students in grades 9 to 12. St. Michaels Middle/High School serves middle and high school students in grades 6 to 12. The middle and high school attendance areas are coterminous for both of these locations, as shown on Map I-3 and Maps I-9 to I-11.

Individual School Facility Database (Form 101.1)

Individual school facility database information is presented for each school utilizing the IAC/PSCP Form 101.1. This provides a summary of the school facility information as required in the EFMP, including the grades housed, the State Rated Capacity, acreage of the site, building data (year of construction and additions with associated square footage), the TCPS and PSCP physical condition (maintenance) assessment, and comments (other completed capital improvements). The individual school enrollment projections are developed by EFP for TCPS, and are checked against the Maryland Department of Planning's systemwide projections for overall accuracy.

The State Rated Capacity (SRC) is shown for all schools based upon the approval of the Maryland Department of Planning following the State Public School Construction guidelines and procedures. The SRC for individual schools has periodically been updated as a result of changes in the facilities or use of educational and support spaces; all schools in Talbot County and throughout the state were re-evaluated in the spring of 2019 and the SRC for the new Easton Elementary School was approved on April 8, 2022.

¹ IAC, "Average Age of LEA Facilities 2012 – 2021", at https://iac.mdschoolconstruction.org/?page_id=139

IAC/PSCP FORM 101.1

DATE: April 20, 2022

DATE:	April 20, 2022
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SCHOOL NAME & ADDRESS			GRADES	SRC	PRIOR		% UTIL	ACREAGE	BUILDING			PHYSICAL		COMMENTS
					FALL ENRLMT	DATE			DATA	COND				
									DATE	SQ. FT.				
Chapel District Elementary School 111430 Cordova Road, Cordova, MD School No. 20.0402 PSC No. 20.006 Tax Assessment ID: 21-04-156242			PK-5	431	Sept. 2021 346	80.28%	23		1952 1994 2000 2001 Total	12,748 30,477 1,200 1,645 46,070	Good TCPS February 2021 Adequate PSCP January 2021	Renovations & Additions: 1994 Completely renovated the existing 1952 building, formerly Upper County Elementary School. 2000 day care addition - design/build (private and PSCP funds). 2001 Kindergarten addition with 2 classrooms (locally funded). Systemic Renovations: 2014 Chiller Aging Schools Program: 2006 Playground improvements 2012 Replace phone system 2013 Security system 2014 HVAC control work 2018 HVAC unit Vent ATC Upgrade School Safety Grant Program: 2019 Door Hardware Replacement 2019 Security Vestibule Located in Priority Funding Area		

IAC/PSCP FORM 101.1

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FACILITIES INVENTORY										IAC/PSCP FORM 101.1									
LEA: Talbot County Public Schools										DATE: April 20, 2022									
SCHOOL NAME & ADDRESS		GRADES		SRC		PRIOR FALL ENRLMT		% UTIL		ACREAGE		BUILDING DATA		PHYSICAL COND		COMMENTS			
												DATE	SQ. FT.						
St. Michaels Elementary School		6-12		383		Sept. 2021 327		85.38%		45		1953 1961 1977 2008		17,050 3,565 56,590 3,376		Superior TCPS February 2021		Renovations & Additions: 1977 Removed part of original building, renovated 20,615 sf and added 56,590 sf.	
				Approved by MDP on 4/3/2019								Total		80,581		Good		1997 Locally funded interior remediation for air quality enhancement.	
School No. 20.0202																		2008 Renovated 77,205 sf and added 3,376 sf	
PSC No. 20.001																		Systemic Renovations: 1997 replaced 79,013 sf of roof. Coordinated with replacement of roof top HVAC units.	
																		Aging School Program Projects: 2000 See SMMHS, renovated drives & parking areas; 2004 Playground renovation; 2013 Security system	
																		School Safety Grant Program: 2019 Door Hardware Replacement	
																		0.4 acres was added to this site in 2001 for the St. Michaels Community Pool	
																		Located in Priority Funding Area	

FACILITIES INVENTORY

IAC/PSCP FORM 101.1

LEA:		Talbot County Public Schools										DATE:		April 20, 2022																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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FACILITIES INVENTORY										IAC/PSCP FORM 101.1									
LEA: Talbot County Public Schools										DATE: April 20, 2022									
SCHOOL NAME & ADDRESS		GRADES		SRC		PRIOR FALL ENRLMT		% UTIL		ACREAGE		BUILDING DATA		PHYSICAL COND		COMMENTS			
												DATE	SQ. FT.						
White Marsh Elementary School 4322 Lovers Lane, Trappe, MD 21673		Pk-5	363	Sept. 2021 283	77.96%	11	1957	16,333	Very Good	Renovations & Additions: 1997 Completely renovated the 1957 & 1971 building, added 7,875 sf of State funded area and a locally funded gymnasium									
							1971	14,877	TCPs										
							1997	10,965	February										
							2001	1,290	2021										
							Total	43,465	Good										
School No. 20.0302 PSC No. 20.007 Tax Assessment ID: 21-03-126307			Approved by MDP on 4/3/2019						PSCP	2001 locally funded addition - one K classroom									
									Feb. 2019										
										Aging School Program Projects: 2005 Playground improvement; 2011 playground improvements; 2013 Security system									
										School Safety Grant Program: 2019 Door Hardware Replacement									
										1 locally owned portable classroom relocated from Easton Elementary School is used by the Critchlow Adkins Day Care									
										Located in Priority Funding Area									

FACILITIES INVENTORY										IAC/PSCP FORM 101.1									
LEA: Talbot County Public Schools										DATE: April 20, 2022									
SCHOOL NAME & ADDRESS		GRADES	SRC	PRIOR FALL ENRLMT	% UTIL	ACREAGE	BUILDING DATA		PHYSICAL COND	COMMENTS									
							DATE	SQ. FT.											
Easton Middle School		6-8	870	Sept. 2021 817	93.91%	20	1953	76,619	Very Good	Renovations & Additions:									
201 Peachblossom Rd., Easton, MD							1957	6,487	TCPS	2003 completely renovated the 1953, 1957									
							1979	22,124	February	& 1979 parts and added 1,755 sf to the									
			Approved by MDP on 4/3/2019				2003	1,755	2021	cafeteria									
							Total	106,985	Adequate	Systemic Renovations: 1998 roof replaced									
									PSCP	portion of 1953 and 1979 sections									
									April 2018										
School No. 20.0106																			
PSC No. 20.004																			
Tax Assessment ID: 21-01-026496										Aging School Program Projects: 2008									
										outdoor fitness area; 2013 Security system									
										School Safety Grant Program:									
										2019 Door Hardware Replacement									
										2019 Security Vestibule									
										Serves students from Easton Hot Spot									
										Located in Priority Funding Area									

FACILITIES INVENTORY										IAC/PSCP FORM 101.1									
LEA: Talbot County Public Schools										DATE: April 20, 2022									
SCHOOL NAME & ADDRESS		GRADES	SRC	PRIOR		% UTIL	ACREAGE	BUILDING		PHYSICAL		COMMENTS							
				FALL	ENRLMT			DATA	COND										
				ENRLMT	DATE			SQ. FT.											
Easton High School 723 Mecklenburg Ave., Easton, MD	9-12	1,295	Sept. 2021 1,172	90.50%	36.2	1966	105,085	Good	Renovations & Additions:										
						1971	25,768	TCPS	1997 renovated the 1966 & 1971 parts and										
						1976	31,446	February	the music wing in the 1976 part. The										
						1997	17,020	2021	remaining auditorium wing in the 1976 part										
						1999	3,300		received a new roof and only minor										
School No. 20.0101 PSC No. 20.002 Tax Assessment ID: 21-01-026488		Approved by MDP on 4/3/2019				1999	4,210	Adequate	1999 added 3,300 sf for auxiliary gym,										
								PSCP	health, & weight room.										
						Total	186,829	January 2021	1999 added automotive technology										
									classroom/ lab 4,210 sf (private donations)										
									Aging School Program Projects:										
									1998 Stadium lights										
									1999 Renovated track										
									2006 Greenhouse addition										
									2013 Security system										
									2015 Recabling										
									2015 Camera replacement										
									2018 HVAC supervisory control upgrade										
									Supplemental Appropriation:										
									2012 HVAC (chiller) renewal										
									2012 Lighting										
									School Safety Grant Program:										
									2019 Door hardware replacement										
									Serves students from Easton Hot Spot										
									Located in Priority Funding Area										

FACILITIES INVENTORY										IAC/PSCP FORM 101.1									
LEA: Talbot County Public Schools										DATE: April 20, 2022									
SCHOOL NAME & ADDRESS		GRADES	SRC	PRIOR		% UTIL	ACREAGE	BUILDING		PHYSICAL		COMMENTS							
				FALL	ENRLMT			DATA	COND										
				DATE	SQ. FT.			COND											
St. Michaels Middle High School 200 Seymour Ave., St. Michaels, MD	6-12	627	Sept. 2021 430	68.58%	45	1971	75,130	Superior	Renovations & Additions:										
						2002	1,385	TCPS	2009 Renovated 76,515 sf and added 3,087										
						2009	3,087	February											
						Total	79,602	Adequate											
School No. 20.0202 PSC No. 20.008 Tax Assessment ID: 21-02-066912 (p/o - shared with SMES)		Approved by MDP on 4/3/2019						PSCP	Systemic Renovations :										
								Fiscal 2020	1995 Replaced total roof										
									1997 HVAC replacement										
									Aging School Program Projects:										
									2000 Renovated drives and parking areas,										
									combined with SMES										
									2002 added 1,385 sf canopy walkway										
									SMES & SMMHS										
									2002 renovated track & walks										
									2004 athletic field improvements										
									2013 security system										
									2020 stadium bleacher replacement										
									School Safety Grant Program:										
									2019 door hardware replacement										
									Serves students from Easton Hot Spot										
									Located in Priority Funding Area										

Building Maintenance Survey

The State Public School Construction Program performs a maintenance inspection of public schools throughout the State each year. At least one school in Talbot County has been inspected each year. The inspection rating is the result of a composite score; consequently, any surveyed school building may have areas or systems that are in significantly better or worse condition than the overall building rating.

In August 2020 the IAC staff presented to the Interagency Commission a new maintenance evaluation process, the Maintenance Effectiveness Assessment (MEA). The intent of the MEA is to allow the ratings to reflect how maintenance impacts the longevity of a building. The new process continues the five previous maintenance categories, with these definitions:

Good and Superior	Maintenance is likely to extend the life of systems within the facility beyond expected.
Adequate	Maintenance is sufficient to achieve the life of each system within the facility and, with appropriate capital spending and renewal, the total expected facility lifespan.
Not Adequate and Poor	Maintenance is insufficient to achieve the expected life cycle of systems within the facility. ²

The IAC website notes that "As a result of this change, results in FY 2021 and forward will not be comparable to results in FY 2020 or previous years....In the new MEA, an assessment score of "adequate" (70% to 79%) indicates that the facility is being sufficiently maintained so that it will achieve its expected life span. Many facilities that received "good" ratings under the previous assessment will receive "adequate" ratings under the new MEA. This should not be interpreted as a decline in maintenance performance." The new process also includes weighting categories of minor and major deficiencies, and outlines a process by which the LEA can correct the deficiencies.

Prior to the IAC change, Talbot County received a "Superior" rating for three of the nine schools and five schools were rated "Good". In April 2018 the Easton Middle School received a rating of "Adequate" under the former inspection rating system; the PSCP report commented on the maintenance of the gutters and downspouts, entryways and exterior doors, ventilation equipment, and unit ventilators. The report also noted the flooding conditions in the crawl space area and recommended an evaluation of the drainage conditions adjacent to the building.

The chart illustrates the connection between facility renovation and maintenance quality: the three most recently renovated facilities received Good ratings under the pre-MEA program, while the five older facilities received ratings of Good or Adequate. The new Easton Elementary School facility, occupied in the autumn of 2020, has not yet received an IAC maintenance inspection. For Easton Middle School, which received a rating of Adequate in FY 2018, special note was made of site grading conditions that should be corrected to identify the cause of water infiltration into the crawl space of the facility.

² Interagency Commission on School Construction, at <https://iac.mdschoolconstruction.org>

Table III-1: PSCP Inspection Results, FY 2015 – FY 2021

School	Year Renovated	Fiscal Year Inspected	PSCP Overall Rating
Chapel District Elementary *	1994. with 2000 day care and 2001 Kindergarten additions	2021	Adequate *
Easton Elementary (new)	2020 new	Not yet inspected	NA
Easton Elementary (former) – Dobson	1992, with 2012 Head Start addition	2015	Good
Easton Elementary (former) –Moton	1991, with 12,702 sf addition	2015	Good
St. Michaels Elementary	2008, with small addition	2020	Good
Tilghman Elementary	2003, with 14,484 sf addition	2020	Good
White Marsh Elementary	1997, with additions	2019	Good
Easton Middle School	2003, with addition	2018	Adequate
Easton High *	1997, with 1999 additions	2021	Adequate *
St. Michaels Middle/High	2009, with small addition	2020	Adequate

* First TCPS schools inspected under new MEA program.

Talbot County Public Schools completes a separate countywide inspection and rating of each of the school buildings on an annual basis. The overall rating for each school is listed on Form 101.1 under physical condition (along with the PSCP rating). Table III-2 shows the rating report for each of the 34 components for each school. This rating system is somewhat similar to that used by the State Public School Construction Program; there are differences in the rating terminology and scorings, and the PSCP survey includes a separate category for Vertical Conveyance (lifts and elevators). In the TCPS evaluation each item is given one of five ratings, then a total is calculated and the facility is assigned a corresponding overall score and rating depending on the number of points. An “A” is Superior (95-86), “B” is Very Good (85-76), “C” is Good (75-66), “D” is Fair (65-56), and “E” is Poor (55-0). The corresponding scores in the PSCP rating system are “Superior” (100-96), “Good” (95-86), “Adequate” (85-76), “Not Adequate” (75-66), and “Poor” (65-0).

The table that follows shows the Talbot County Public Schools Building Maintenance Survey prepared in February 2022. Four (4) schools received a “Superior” (A) rating, two (2) schools received a “Very Good” (B) rating, and two schools received a “Good” (C) rating.

**Table III-2: Talbot County Public Schools
2022 Building Maintenance Survey – Inspection Report Justification**

		CDES	EES	EHS	EMS	SMES	SMMHS	TES	WMES	Averages
1	Roadways & Parking Lots	D	A	A	C	D	D	C	C	67.78
2	Site Appearance	C	A	C	C	A	A	B	B	75.56
3	Site Utilities, Secure	D	A	C	B	B	B	B	B	73.33
4	Exterior Appearance	C	A	C	C	B	B	B	B	73.33
5	Playground Equipment	D	A	N/A	EMS	C	N/A	C	C	55.00
6	Ext. Struct. Condition	C	A	C	C	B	B	B	C	72.22
7	Gutters & Downspouts	C	A	N/A	N/A	N/A	N/A	B	C	82.50
8	Windows & Caulking	D	A	C	C	A	A	B	C	73.33
9	Sidewalks	C	A	C	C	B	B	B	B	73.33
10	Entryways & Ext. Doors	C	A	D	C	B	B	B	C	71.11
11	Roof Conditions	E	A	E	C	B	B	B	C	67.78
12	Flashing & Gravelstop	D	A	D	C	B	B	N/A	C	68.13
13	Roofdrains	D	A	D	C	B	B	N/A	C	68.13
14	Equipment On Roof	D	A	C	C	B	B	N/A	C	69.38
15	Skylights	D	N/A	N/A	N/A	N/A	B	N/A	C	75.00
16	Interior Appearance	D	A	C	C	B	B	B	B	72.22
17	Floors	D	A	C	C	B	B	B	B	72.22
18	Walls	C	A	B	C	B	B	B	B	74.44
19	Interior Doors	C	A	C	C	B	B	B	B	73.33
20	Ceilings	C	A	C	C	B	B	B	B	73.33
21	Elect. Distribution	D	A	C	C	B	B	B	B	72.22
22	Lighting	D	A	C	C	B	B	B	B	72.22
23	FCU's/Radiators	C	A	C	B	B	B	B	B	74.44
24	Fire & Safety Equipment	C	A	C	B	B	B	B	B	74.44
25	Equipment Rooms, Gen.	D	A	C	C	A	A	B	C	73.33
26	Boilers/Water Heaters	D	A	C	C	A	A	B	C	73.33
27	Air Conditioning	C	A	C	C	A	A	B	C	74.44
28	Ventilation Equipment	C	A	C	C	A	A	B	C	74.44
29	Electrical Service	D	A	C	C	A	A	B	C	73.33
30	Steam Distribution	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	0.00
31	Hot Water Distribution	D	A	C	B	A	A	B	C	74.44
32	Chill Water Distribution	C	N/A	C	B	N/A	N/A	N/A	C	51.67
33	Plumbing	C	A	C	B	A	A	B	C	75.56
34	Int., Sub., Struct.	C	A	C	B	A	A	B	C	75.56
35a	Factor A x 95	0	2,945	95	0	950	950	0	0	618
35b	Factor B x 85	0	0	85	595	1,530	1,615	2,210	1,105	893
35c	Factor C x 75	1,200	0	1,800	1,725	75	0	150	1,500	806
35d	Factor D x 65	1,040	0	195	0	65	65	0	0	171
35e	Factor E x 55	55	0	55	0	0	0	0	0	14
36	Total Sum (Lines 35a through 35e)	2,295	2,945	2,230	2,320	2,620	2,630	2,360	2,605	2,501
37	Maximum Possible Items Evaluated	34	34	34	34	34	34	34	34	34
38	Less Items Not Applicable	1	3	4	3	4	5	6	3	4
39	Total Items Evaluated	33	31	30	31	30	30	28	33	31
40	Total Score (Line 36 divided by Line 39)	69.55	95.00	74.33	74.84	87.33	87.67	84.29	78.94	81
41	Overall Rating:	C	A	C	C	B	B	B	C	B
		A = Superior B = Very Good C = Good D = Fair E = Poor N = N/A								

Relocatable Classroom Buildings

There are a total of nine (9) locally owned relocatable classrooms in use by the Talbot County Public School System.

- a. Central office site (former Mt. Pleasant Elementary School):
 - Three relocatable classrooms are used for the Alternative Learning Academy (ALA).
 - Three relocatable classrooms are used for storage by the maintenance department.
- b. White Marsh Elementary School: A two-classroom relocatable building and a third relocatable classroom moved from Easton Elementary School during construction are used for the Critchlow School Age program.

Former Public School Buildings

During the 1998-1999 school-year the Board of Education moved the Talbot County central administrative offices and maintenance operations to the former Mt. Pleasant Elementary School in Easton. In addition, this site also serves the ALA and Checkmate-Out Programs (Alternative Programs), as well as evening High School for the GED program. There is also a warehouse on this site. The Board of Education transferred 6.25 acres of this site to the Talbot County Council for use as a public park. The remaining site area is 15.40 acres, of which 1.75 acres are leased to the Critchlow Adkins Children's Center for 20 years under an agreement that allows the Center to build and operate a child care facility. This is the only former school facility that no longer houses students, and this facility is still owned by the Board of Education.

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IV. SCHOOL ENROLLMENT DATA

Historic Enrollment Data

Historical Public School Enrollment

Like other school systems in Maryland and the nation, Talbot County Public Schools has experienced the impacts of the Covid-19 pandemic. The enrollments at all but two schools decreased significantly in the fall of 2020, with a decrease for the entire school system, including the prekindergarten cohort, of 6.2%; per MDP, the kindergarten to 12 enrollment declined by 3.6%.¹ The decreases ranged from -2.8% at Easton Elementary School to -28.5% at White Marsh Elementary. The schools that showed an increase were Easton Elementary School (+9.7%) and Easton Middle School (+3.3.%). The decrease at White Marsh Elementary and the increase at Easton Elementary were partly to be expected as a result of the redistricting described in Section II; however, additional impacts from Covid-19 likely played some role.

Table IV-1 indicates that all but two of the schools in the system made modest increases in enrollment in the 2021-2022 school year, with the overall student population remaining flat. The changes in the two schools that saw decreased enrollments – White Marsh Elementary with a loss of three students, Easton Middle School with a decrease of 37 students – were so slight that they should not be taken as indications of future declining trends.

Table IV-1: Total Enrollment Changes, 2019 to 2020 and 2020 to 2021 (Head Count)²

	Head Count 9/30/2019	Head Count 9/30/2020	Head Count 9/30/2021	Enrollment Changes, 2019 to 2020		Enrollment Changes, 2020 to 2021	
Chapel District ES	419	335	346	-84	-20.0%	11	3.3%
Easton ES	1,078	1,048	1,064	-30	-2.8%	16	1.5%
St. Michael's ES	298	327	327	29	9.7%	0	0.0%
Tilghman ES	117	86	94	-31	-26.5%	8	9.3%
White Marsh ES	400	286	283	-114	-28.5%	-3	-1.0%
Easton MS	827	854	817	27	3.3%	-37	-4.3%
Easton HS	1,263	1,170	1,172	-93	-7.4%	2	0.2%
St. Michael's MS/HS	420	418	430	-2	-0.5%	12	2.9%
Totals:	4,822	4,524	4,533	-298	-6.2%	9	0.2%

At this writing, there is continuing uncertainty about how the Covid-19 pandemic will impact American society, including its public school systems. However, unlike school systems where this uncertainty could affect crucial decisions about whether and when to build facilities for capacity, in Talbot County the changes shown can be accommodated within the existing schools. Although decreases of 20%, 27% and 28% in a school's enrollment within a single year are very significant, it cannot be known whether these decreases reflect a long term trend, or will be mitigated or even reversed once the pandemic abates. Thus, there is no justification at this time for the Board of Education to consider reducing its overall school capacity. On the contrary, the housing developments described in Section II may indicate the need to begin planning for expansion of schools in the Easton area.

In spite of the uncertainties, it is still important to project future student enrollments, since these figures affect not only the utilization of facilities, but also anticipated State funding, the future staffing needs of the

¹ Maryland Department of Planning "Public School Historical Enrollments 2010-2020", released April 30, 2021.

² Note: Minor differences between the Head Count in this chart and the total Head County shown in Form 101.2 derive from fluctuations in the time when the Head Count is taken.

school system, and the specific grade levels where resources will need to be allocated. To address this situation of uncertainty in the 2021 EFMP, EFP developed projections for future years based on the pre-Covid September 30, 2019 enrollments, rather than those from September 30, 2021. For the current 2022 EFMP, the enrollments for September 30, 2021 were used in combination with grade succession ratios that reflect historical trends. This practice acknowledges that the impact of the Covid-19 pandemic is likely to be durable but that enrollment patterns will gradually return to historical norms. The enrollments for September 30, 2021 are shown in the "Actual 2021" column of Forms 101.2 below.

Over many decades, Talbot County Public Schools has experienced several major demographic cycles that have produced prolonged periods of gradual enrollment growth and decline. These cycles are the result of the "baby boom" and subsequent "boomlets," and they continue to this day, although the size of each succeeding wave and trough has gradually diminished. These changes have rarely, however, resulted in school facilities that were either significantly overcrowded or underutilized for any extended period of time. It is anticipated that, aside from the influence of the new housing developments, these same trends will be likely to continue into the future, once the irregularities of the Covid-19 situation have passed.

The historic demographic cycles have been independent of the rate of population growth and economic development in Talbot County. Whereas overall population growth has been largely attributable to immigration associated with development of retirement and leisure communities, student enrollment growth has usually been driven by demographic cycles related to birth rates. As noted in Section II Community Analysis, many residential units in Talbot County are targeted at the retirement, second-home, and estate markets, housing types that do not yield school-age children. Very few multi-family housing units have been built in the county in recent decades. Other factors that explain the difference between building activity, population growth, and enrollment growth include the high cost of housing in Talbot County, which may force families with school-age children to seek more affordable housing in adjacent counties, and the relative lack of employment opportunities. It is anticipated that these same trends will also continue into the future.

Historic enrollment by grades for the current school year and the previous 10 years can be found in Table IV-3. All enrollment figures in the chart are for September 30 of the indicated year. This historical data is provided by the Maryland Department of Planning and does not include pre-kindergarten students enrolled in Talbot County Public Schools. The MDP enrollment figures are for the full time equivalent (FTE) K-12 enrollment of the school system, which is to be distinguished from the head count enrollment:

- *Head count* refers to the actual number of students who are enrolled in the school system, irrespective of whether they are full-day or part-day students.
- *Full time equivalent* (FTE) enrollment accounts for the fact that certain student groups, including pre-kindergarten students, attend school for part of the day. The total number of the part-day students is divided by half and is then added to the regular full-day population in order to determine the FTE. FTE is used for purposes of engaging the appropriate number of staff members and assigning appropriate instructional space. It is also used to determine if a facility is over-crowded or under-utilized in relation to its State Rated Capacity.

Talbot County Public Schools enrollment experienced a period of decline from the early 1970s to 1983. A new enrollment growth cycle began in 1984 and peaked in 1998. Enrollment has been stable or has shown modest declines since 1998. The year in which enrollments reached a low point and then began to rise has varied by grade level, reflecting fluctuations in the birthrate. This tendency is shown in the summaries that follow.³

- Total Enrollment. Total public school K-12 enrollment in Talbot County reached a low of 3,657 students in 1983 and a high in 1998. From 2010 to 2019 the FTE for kindergarten through 12th

³ Minor differences in these summaries from the totals reported by Maryland Department of Planning are due to out-of-district students.

grade grew from 4,258 to a total of 4,452, an increase of 4.6%. The subsequent decline to a total FTE of 4,292 in 2020 and 4,240 in 2021 (annual decreases of 3.6% and 1.2%, respectively) most certainly reflect the impact of the Covid-19 pandemic (similar declines were experienced by other school systems).

The Pre-K to 12 enrollment by head-count, including students in the P3 program, for the past several years has been in the range of 4,593 in 2017 to 4,627 in 2018, with an enrollment of 4,822 for 2019, 4,524 for 2020, and 4,533 in 2021.

- **Total Elementary Enrollment.** Total K to 5 elementary school enrollment reached a low of 1,461 students in 1981. Pre-kindergarten programs began in 1991, which resulted in a Pre-K to 5 enrollment of 2,213 that year. After 1991, the Pre-K to 5 enrollment declined to a low of 1,912 in 2006, then increased to 2,271 in 2012, including a small number of students in the P3 program. The total P3/Pre-K to 5 head count has fluctuated within a narrow range between 2,263 in 2011 and 2,312 in 2019. In 2020 the P3/Pre-K to 5 head count declined to 2,082, but it rose to 2,123 in 2021, an increase of 41 students.
 - **P3/Prekindergarten Enrollment.** The P3/PreK head count declined in recent years, from 293 in 2012 to 256 in 2019 and 232 in 2020. This group increased by 77 students in the 2021 school year, bringing the total P3/PreK head count to 309.
 - In all five elementary schools, the PreK program is full-day. The Head Count and FTE are the same in the four elementary schools that do not have a P3 program: Chapel District, St. Michaels, Tilghman, and White Marsh.
 - In Easton Elementary School – Dobson the P3 section is morning and afternoon. Therefore the P3-2 head count includes the PreK-to-grade 2 number plus the P3 figure; the FTE, however, is equal to the PreK-to-grade 2 number plus one half of the P3 enrollment.

These varying enrollment patterns are summarized in the following chart:

Table IV-2: Elementary School Fulltime Equivalent Enrollment (FTE) and Head Count

School	P3 Program	PreK Program	FTE and Head Count (H.C)
Chapel District ES	No	Full day	FTE = H.C.
Easton ES – Dobson	AM & PM programs	Full day	FTE = (1-5) + Prek + (½ X P3 H. C.)
St. Michaels ES	No	Full day	FTE = H.C.
Tilghman ES	No	Full day	FTE = H.C.
White Marsh ES	No	Full day	FTE = H.C.

- **Kindergarten Enrollment.** Kindergarten enrollment reached a low of 200 students in 1979, peaked at 352 students in 1986, and then trended erratically lower to 263 students in 2004. The kindergarten enrollment grew by almost 100 students to 359 in 2013. Kindergarten enrollment dropped in 2016 to 290 but has remained fairly stable at 288 for 2019, 285 for 2020, and 293 for 2021.
- **Middle School.** Middle school enrollment (grades 6-8) reached a low of 797 students in 1987, and then increased to a peak of 1,124 students in 2002. After 2002 the middle school enrollment

declined steadily to a low figure of 907 in 2010. It then increased fairly steadily to reach over 1,000 in 2014 and 2015. It subsequently declined slightly, but increased again to 1,048 in 2019. Since then it has declined modestly to 1,025 in 2020 and 1,004 in 2021.

- High School. High school enrollment in grades 9 to 12 hit its peak in 1979 at 1,580 students. It declined by 36.1 percent to 1,008 students in 1990, and then peaked again at 1,504 students in 2007. The high school enrollment dropped steadily after that time to a low of 1,321 in 2013. There has been growth since then, with the 2019 high school enrollment at 1,475. In 2020, the high school enrollment declined to 1,417 and has remained virtually unchanged at 1,415 in 2021.

Enrollment growth in recent years has sometimes shifted geographically. For example, during the late 1990s Chapel District and White Marsh Elementary Schools grew while Easton Elementary School had a significant enrollment decline. Because of the relatively small total size of the Talbot county population and public-school enrollment, a few large residential developments can have a significant effect on regional growth rates and require change. Beginning in 2009, redistricting moved students from Easton Elementary to Chapel District Elementary, St. Michaels Elementary, and White Marsh Elementary. A Board of Education action taken in February 2018 reassigned students from White Marsh Elementary School to Easton Elementary School in the 2020-2021 school year. The three new residential developments described in Section II, at full build-out, may lead to a noticeable increase in the student population in the Easton area.

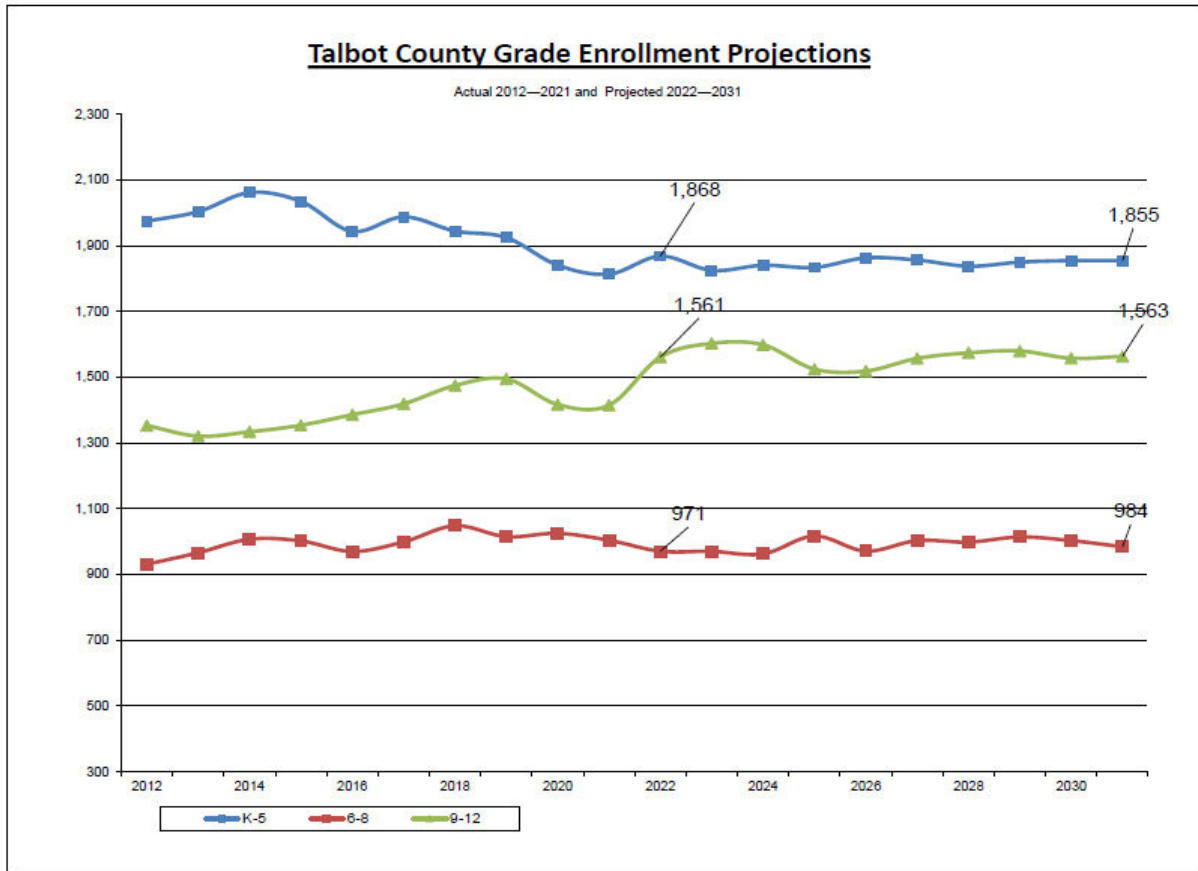
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Table IV-3: Talbot County Total Public School Historical Enrollments 2011 – 2021

Grades	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Kindergarten	352	332	359	325	323	290	335	281	320	285	314
Elementary Special	0	0	0	0	0	0	0	0	0	0	0
Other Ungraded	0	0	0	0	0	0	0	0	0	0	0
1	330	347	344	365	330	323	285	337	295	317	284
2	312	318	344	344	362	326	333	295	330	294	318
3	331	315	322	348	349	349	334	338	295	333	288
4	353	332	312	329	350	340	355	342	338	289	320
5	308	349	323	320	331	338	346	360	351	332	297
6	315	318	348	332	326	336	346	349	368	339	308
7	311	306	318	352	324	317	333	334	339	358	333
8	309	307	308	323	352	317	317	332	341	328	363
9	357	377	369	409	399	462	430	415	406	380	408
10	356	335	381	358	389	337	405	388	425	383	385
11	320	300	263	297	289	329	287	351	335	359	321
12	325	341	308	270	277	258	302	274	309	295	301
Secondary Special	0	0	0	0	0	0	0	0	0	0	0
Other Secondary Ungraded	0	0	0	0	0	0	0	0	0	0	0
Elementary Ungraded + (K-5)	1,986	1,993	2,004	2,031	2,045	1,966	1,988	1,953	1,929	1,850	1,821
(6-8)	935	931	974	1,007	1,002	970	996	1,015	1,048	1,025	1,004
(9-12)	1,358	1,353	1,321	1,334	1,354	1,386	1,424	1,428	1,475	1,417	1,415
(6-12) + Secondary Ungraded	2,293	2,284	2,295	2,341	2,356	2,356	2,420	2,443	2,523	2,442	2,419
Total School Enrollment	4,279	4,277	4,299	4,372	4,401	4,322	4,408	4,396	4,452	4,292	4,240

Prepared by Maryland Department of Planning, March 2022

Fig. IV-1: Talbot County Grade Historical Enrollments and Projections



Another factor of note is the change that has occurred in student demographics. The most significant change has been in the Hispanic student enrollment. During the 2006-2007 school year 246 Hispanic students were enrolled in TCPS, representing 5.6 percent of the total enrollment. Five years later, the 2011-2012 Hispanic student enrollment had grown to 438, an increase of more than 75 percent above the 2006-2007 figure and representing 9.6 percent of the total enrollment. In the next six-year period the Hispanic enrollment increased to 830 students, or 17.9 percent of the total enrollment in the 2017-2018 school year, and bypassed the percentage of African-American students in the school system. Although 2020 saw a slight decline in the total Hispanic population, the percentage of students who are of Hispanic ethnicity continued to increase to 24.1 percent of the total student population in the most recent school year. During the fifteen-year period from 2006 to 2021 the Hispanic student enrollment increased from 246 students to 1,090 students, an increase of almost 4.5 times. Students reporting two or more races were counted at 254 in the 2017-2018 school year and increased to 283 in the 2021-2022 school year (an increase of 130 students, or 85.0%, above the 2011-2012 figure of 153 students).

Table IV-4: Racial/Ethnic Composition of Talbot County Public Schools 2006-2007 to 2021-2022

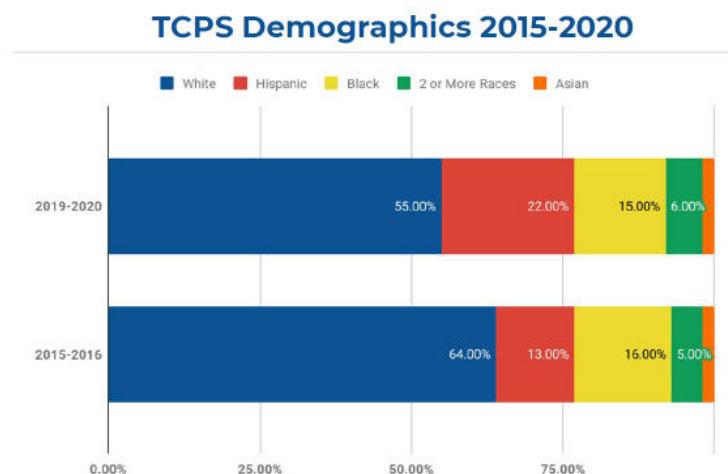
Note: “nu” – classification not used this year

	American Indian	Asian	Black	Hispanic	White	Hawaiian	Two or More	Total
2006-2007	7	83	937	246	3,125	nu	nu	4,398
	0.16%	1.89%	21.31%	5.59%	71.06%			
2011-2012	14	82	785	438	3,064	6	153	4,542
	0.31%	1.81%	17.28%	9.64%	67.46%	0.13%	3.37%	
2017-2018	4	90	753	830	2,713	2	254	4,646
	0.09%	1.94%	16.21%	17.86%	58.39%	0.04%	5.47%	
2018-2019	5	89	741	914	2,654	2	269	4,674
	0.11%	1.90%	15.85%	19.55%	56.78%	0.04%	5.76%	
2019-2020	2	94	729	1,036	2,584	2	267	4,714
	0.04%	1.99%	15.46%	21.98%	54.82%	0.04%	5.66%	
2020-2021	2	97	683	1,012	2,463	1	266	4,524
	0.04%	2.14%	15.10%	22.37%	54.44%	0.02%	5.88%	
2021-2022	2	97	657	1,090	2,403	1	283	4,533
	0.04%	2.14%	14.49%	24.05%	53.01%	0.02%	6.24%	

Note: “nu” – classification not used this year

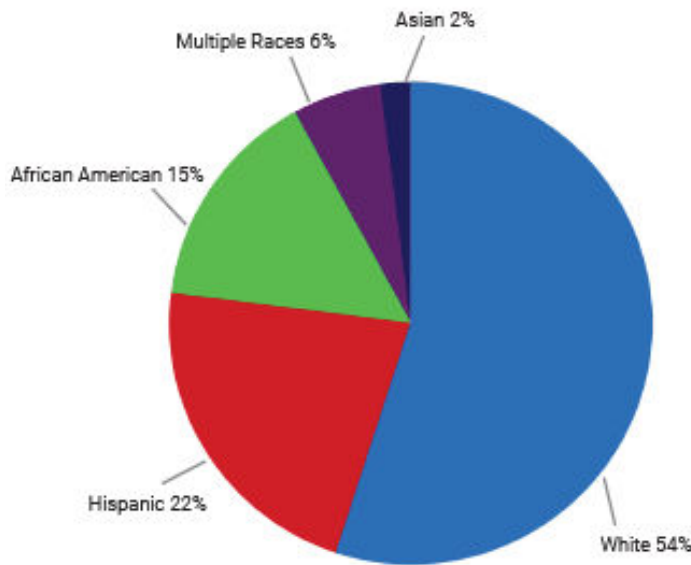
Concurrently, both the African-American and the White student enrollments decreased in absolute numbers and in percentage of the total student body. The African-American student enrollment of 937 in 2006-2007 (21.3% of the total) decreased to 785 in the 2011-2012 school year (17.3%). It continued to decrease at a more moderate rate, reaching a total population of 657 in the 2021-2022 school year, or 14.5% of the total student population. During this same 15-year period, the White student enrollment, which was 3,125 in 2006-2007 (71.1%), decreased to 2,403 in 2021-2022, or 53.0% of the total enrollment. These figures represent decreases of 280 African American students, or -29.9%, and 722 White students, or -23.1%.

The following chart illustrates the changes in student demographics that took place between the 2015-2016 school year and the 2019-2020 school year.

Fig. IV-1: TCPS Demographic Changes, 2015 to 2020 ⁴

⁴ Presentation "2020 Vision Celebrating Success," Sl. 48

Fig. IV-2: TCPS Demographics 2020-2021 School Year⁵



Non-Public School Enrollment

The Maryland State Department of Education reports that for the 2021-2022 school year there were a total of 10 non-public programs in Talbot County, one more than reported the previous year.⁶ The total number of students increased significantly: 932 students were enrolled as of September 30, 2021. This is compared to the total of 309 students that were enrolled in these programs one year earlier (a decrease of 797 students from 2019, a decline of 72%). The increases were noticeable in every type of non-public school: nursery enrollment increased from zero in 2020 to 45 in 2021, private school enrollments increased from 152 to 274 (80.2%), and church-exempt school enrollments increased from 157 to 613 (290.4%). These figures no doubt represent the decisions made by parents that the non-public school environment would be safe for their children, after the uncertainty they experienced in the 2020-2021 school year.

Since non-public schools self-report the data, a new procedure that began in 2009, the number of schools and the student information obtained from Maryland Department of Education reports pertaining to non-public school enrollment may vary from actual practice, depending on the consistency and accuracy of the self-reported data. While eight of the nine Talbot non-public schools reported to MSDE in 2019, only six reported in 2020; eight out of ten reported in 2021. Taking into account these limitations in the data, the total non-public school enrollment (including the nursery school enrollment) is shown on Table IV-5 below for the past ten years.

Table IV-5: Non-Public School Enrollment, 2012 – 2021 (Including Nursery School)⁷

Year	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Total Non-Public	1,115	1,059	1,121	1,143	1,325	1,189	1,002	1,106	309	932

No data is available on the county of residence for non-public school students who attend school in Talbot County. However, it is likely that the number of students from outside the county who attend Talbot County non-public schools exceeds the number of Talbot students who attend non-public schools outside of the

⁵ 2021 Annual Report

⁶ Maryland State Department of Education (MSDE), "Nonpublic School Enrollment, State of Maryland, September 30, 2021," Table 5

⁷ Ibid. Table 1

county. In particular, a significant number of the students who attend at least two schools during the course of their elementary and secondary education are drawn from outside of Talbot County.

When reviewing the non-public school enrollment data (exclusive of nursery school) from MSDE compared to the total Talbot County K-12 enrollment (public plus non-public) for the past seven years, and taking account of the potential inconsistencies in reporting from the non-public schools, the non-public school enrollment has represented between 16.9 and 20.6 percent of the total between 2013 and 2021 (with the exception of 2020, the Covid-19 pandemic year). The table below presents the data.

Table IV-6: Non-Public PreK-12 School Enrollment Compared to Total K-12 Enrollment, 2013 – 2021 (Exclusive of Nursery School)

Year	2013	2014	2015	2016	2017	2018	2019	2020	2021
TCPS K-12	4,299	4,630	4,401	4,595	4,408	4,467	4,452	4,524	4,533
Non-Public K-12	916	941	1,143	1,077	1,189	918	1,066	309	932
Total K-12 Enrollment (Public + Non-Public)	5,215	5,571	5,544	5,672	5,597	5,385	5,518	4,833	5,465
Percentage Non-Public	17.6%	16.9%	20.6%	18.0%	21.2%	17.0%	19.3%	6.4%	17.1%

Historically, non-nursery non-public school enrollment grew much faster than public school enrollment from the late 1980s through the 1999-2000 school year. The non-public school enrollment, which had been above 1,000 for many years, dropped below that level from 2012 to 2014, but increased above 1,000 in 2015 through 2017 and again in 2019. The increased enrollment in the fall of 2022 is within the normal range for previous years. It suggests that the dramatic decrease in the 2020-2021 school year may have been a singular event, rather than the beginning of a long-term trend.

Home Instruction

Home instruction enrollment has followed a trend similar to that of non-public school enrollment. In 1990 there were only 16 home instruction K-12 students in Talbot County, or 0.4 percent of the public school enrollment. Home instruction enrollment then increased to 147 students in 2003-2004, or 3.4 percent of the public school K-12 enrollment.

Since the last peak in 2003-2004, home instruction enrollment has generally declined to 2.3% of the total public school enrollment in 2019. However, in the 2020-2021 school year there were approximately 284 Talbot County K-12 students enrolled in home instruction, or 6.3% percent of the public school K-12 enrollment. This marked increase was without doubt related to Covid-19 situation. The fact that this higher rate continued in the 2021-2022 school year may indicate the beginning of a long-term trend; information from the upcoming 2022-2023 school year will help to determine if this is correct.

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Table IV-7: Home School Enrollment as Percentage of Public School Enrollment, 2010 – 2021

Year	Home Schooled Pupils (K-12)	Percentage of County Enrollment (K-12)
2010	77	1.6 %
2011	102	2.2 %
2012	88	2.1 %
2013	77	1.8 %
2014	102	2.3 %
2015	133	3.0 %
2016	146	3.2%
2017	131	3.0%
2018	102	2.3%
2019	102	2.3%
2020	284	6.3%
2021	255	5.6%

The majority of home-school students are monitored by a church organization or by non-public school organizations approved by the Maryland State Department of Education. In the 2021-2022 school year, the number of the home instruction students that were supervised by Talbot County Public Schools was 138, or 54% of the total homeschool population.

Projected Enrollment Data

Projection Methodology and Data – Maryland Department of Planning

The Maryland Department of Planning (MDP), the primary source of public school enrollment projection data, releases new projections each year. The MDP projection methodology uses historical data to relate the number of births in a given year to subsequent kindergarten and first grade enrollment five and six years later. These ratios reflect both the number of births and the net in-migration and emigration of children of pre-school age. A variety of historical grade succession ratios (GSR; also called cohort survival ratios, CSR) are developed to show the relationship between one year's enrollment in a particular grade and the previous year's enrollment in the preceding grade. These grade succession ratios cover different periods of time and methods, such as the most recent year ratio and the average of the last 3, 5 or 10-year ratios.

The MDP grade succession ratios reflect the effects of five factors that determine the number of students in the subsequent grades: child mortality, net in-migration and emigration of school age children for the county as a whole, transfer of children between public and private schools, non-promotion of children to the next grade level, and dropouts in the later years of secondary school. Barring unusual circumstances that may cause a rapid increase or decrease in enrollments, the GSRs reflect the cumulative effect of these factors. If any of the factors have changed in recent years, this will affect the historic grade succession ratio. Generally, changes in the factors listed are gradual and incremental; however, the Covid-19 situation and the housing developments discussed elsewhere in this report have introduced the kind of unusual circumstances that make projecting the future enrollments based on past experience very difficult.

The selection of which average grade succession ratio to use has a significant effect on the projection of future enrollment. Typically, MDP makes its selection of the appropriate grade succession ratio based on

past history and on anticipated trends in school age population, births, and both public and non-public school enrollment. Transfer of students among schools within a school system may also be a factor, although this does not appear to have a significant impact in Talbot County. In recent years MDP has included within its projections a factor to account for legislation passed by the Maryland General Assembly, which was signed into law as Chapter 494 of the Acts of 2012. This law increased the age for compulsory school attendance to 17 in school year 2015-2016 and then to 18 in school year 2017-2018. By affecting the number of students who are anticipated to remain in high school, these changes have increased MDP's projected ten year enrollments for grades 9-12.

The enrollment projections for school years 2022 through 2031 developed by MDP are for the entire countywide school system on a grade-by-grade basis, rather than an individual school basis. MDP's projections for Talbot County are shown in Table IV-8. The MDP projections are for full time equivalent (FTE) enrollments and do not include pre-kindergarten students. The projections are rounded to the nearest ten. As noted above, the MDP projections are based on the September 30, 2021 enrollments, and accordingly reflect the continuing impact of the Covid-19 pandemic on school enrollments.

The total K to 12 Talbot County public school enrollment is projected by MDP to increase by 50 students during the next 10 years, from the 4,240 FTE reported in 2021 (September 30, 2021) to 4,290 FTE in 2031. The projections developed independently by Talbot County Public Schools are for 4,403 FTE in 2031, 113 more/LESS students than the MDP projection for 2031.

The long-term implications of the coronavirus epidemic for school enrollments, not only in Talbot County but across Maryland and the United States, are unknown at this time. While enrollments appear to have stabilized, it remains an open question whether they will gradually return to pre-pandemic levels. Evidence collected at the beginning of the 2022-2023 school year will provide further insights into factors such as live births, the mobility of households, changes in home schooling patterns, and grade succession ratios that may affect future enrollment projections.

Specific components of the MDP projections are as follows:

- *Live Births, Kindergarten, and First Grade.* The MDP 2022 charts project that live births will decrease from the 2017 high of 349 and stabilize at 310 from 2021 through 2026. This is well below the peak number of 415 recorded in 1990. Based on the past and projected live birth information, the MDP kindergarten enrollment projections for Talbot County will increase fairly smoothly from 285 in 2020 to a high of 330 in 2022, and then will stabilize at 310 in 2029 through 2031. The 1st grade projections similarly show an increasing from 284 in 2021 to 310 in 2029 through 2031. These figures suggest that most of the children born in Talbot County in the coming years will attend kindergarten and 1st grade in public school.
- *Elementary School.* The elementary FTE enrollment (K to 5) for September 2021 was 1,821, 29 students fewer than in September 2020 and 108 students fewer than the 2019 enrollment. It is projected by MDP to increase to 1,870 in 2023 and then to remain in the range of 1,820 to 1,850 through 2031. The net effect across the decade will leave the 2030 K-5 enrollment approximately 90 students smaller than the figure that was projected by MDP in the spring of 2021.
- *Middle School.* Per MDP, the middle school enrollment (grades 6-8) in 2021 was 1,004 in 2021, 21 students fewer than the 2020 figure of 1,025. After falling to 930 in 2024, it is projected to increase to 1,010 in 2029 and then decrease to 960 in 2031.
- *High School.* High school enrollment (grades 9-12) was 1,415 in 2021, only two students fewer than the 2020 figure. The enrollment is projected to increase to 1,490 in 2023 and 2024, to fluctuate between 1,410 and 1,430 between 2026 and 2030, and then end the decade at 1,480 in 2031.

Table IV-8: Talbot County Public School Enrollment Historical 2021 and Projected 2022-2031

Grades	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Kindergarten	314	330	320	290	300	290	300	300	310	310	310
Elementary Special	0	0	0	0	0	0	0	0	0	0	0
Other Ungraded	0	0	0	0	0	0	0	0	0	0	0
1	284	310	320	320	290	300	300	300	310	310	310
2	318	280	310	320	320	280	300	300	300	310	310
3	288	320	290	310	320	320	290	300	300	300	310
4	320	290	330	290	320	330	320	290	300	300	300
5	297	330	300	330	300	320	330	330	300	310	310
6	308	300	330	300	340	300	330	340	340	300	320
7	333	310	300	330	300	340	300	330	340	340	300
8	363	340	310	300	330	300	340	300	330	340	340
9	408	470	430	400	390	430	390	440	390	420	440
10	385	390	450	420	390	380	420	380	420	380	410
11	321	310	310	360	330	300	300	330	300	340	300
12	301	310	300	310	350	320	300	290	320	290	330
Secondary Special	0	0	0	0	0	0	0	0	0	0	0
Other Secondary Ungraded	0	0	0	0	0	0	0	0	0	0	0
Elementary Ungraded + (K-5)	1,821	1,860	1,870	1,860	1,850	1,840	1,840	1,820	1,820	1,840	1,850
(6-8)	1,004	950	940	930	970	940	970	970	1,010	980	960
(9-12)	1,415	1,480	1,490	1,490	1,460	1,430	1,410	1,440	1,430	1,430	1,480
(6-12) + Secondary Ungraded	2,419	2,430	2,430	2,420	2,430	2,370	2,380	2,410	2,440	2,410	2,440
Total School Enrollment	4,240	4,290	4,300	4,280	4,280	4,210	4,220	4,230	4,260	4,250	4,290

Notes: All projected figures rounded to the nearest ten
Totals are sum of rounded enrollments by grade
Projections prepared by Maryland Department of Planning March 2022

Projection Methodology and Data – Talbot County Public Schools

Educational Facilities Planning LLC has developed systemwide and individual school grade enrollment forecasts for all TCPS schools, based on the historical enrollment data for all grades. Because of the Covid-19 pandemic, the 2020-2021 school year presented an unprecedented situation. However, the enrollment projection methodology used for the 2021 EFMP was still consistent with past years.

The events of the last two years have introduced considerable change in the enrollment patterns of public school systems across Maryland and the United States. For small, largely rural systems like Talbot County Public Schools, enrollments before 2020 were nearly constant from year to year, providing a high degree of predictability. This changed suddenly with the pandemic in 2020, when a number of parents withdrew their children from public school for the fall semester. At that time, it could not be known whether this represented a one-time event or the onset of a new enrollment trend.

Consequently, in the 2021 EFMP, the TCPS enrollment projections were based on the 2019-2020 school year enrollments. This treated the 2020-2021 enrollment decrease as an anomaly, with the expectation that enrollments would show noticeable signs of recovery in the fall of 2021. However, as shown in Table IV-1, the fall 2021 enrollments remained almost flat, suggesting that a recovery from the 2020 sudden decline would occur slowly.

As a result, for the 2022 EFMP, the TCPS projections have been calculated using the September 30, 2021 enrollments as the base, and using an average of the past 3 years to calculate the grade-succession ratios. This method acknowledges that the students who left the system in the fall of 2020 are likely to return slowly and perhaps not completely, but that the growth pattern for the remaining students will reflect those of Talbot County in the pre-pandemic period. This method is both realistic and optimistic: it recognizes the reality of the pandemic impacts, but it also suggests confidence in a slow but steady return to normalcy.

Since any enrollment projection methodology based on historical life birth/grade succession ratios cannot account for rapid new changes, the three housing projects described in Section II are not factored into the enrollment projections. If the developments do come to fruition and develop the student yields that EFP projected in the fall of 2021, the Table II-10 suggests that they could require as many as 14 new classrooms to house the students without overcrowding.

For each historical grade transition, grade succession ratios (GSR) were calculated. In order to forecast each grade, an average succession ratio was selected from the history that most closely aligned with the MDP projection for that grade. As noted earlier, State-reported births from five years prior to the recorded kindergarten enrollment were used in the same way to calculate the birth to K succession ratios for purposes of forecasting the future countywide kindergarten enrollment. Since there is not a reliable way to forecast PreK enrollment, the five-year average PreK enrollments at individual schools were assumed for the future years. School birth forecasts were made by apportioning the countywide births to each school in the same proportion as the countywide kindergarten enrollment. Countywide and school projections were also slightly adjusted to include anticipated enrollment from future residential development of the kind that has been typical in Talbot County for decades.

The total projections for elementary school, middle school, and high school developed by TCPS are compared to the equivalent totals developed by MDP. Local forecasts should not vary more than 5% from MDP forecasts without agreement between the LEA and MDP. The total TCPS forecast does not exceed the 5% variance. Discrepancies are explained by rounding, differences in assumptions regarding grade succession ratios, and the inclusion of anticipated enrollment growth from forecasted residential development. Variances in the projections are likely to increase with each succeeding year, not only because of the inherent uncertainty of the future events that might influence student enrollments, but also because even slight differences in assumptions – e.g. use of a three-year average vs. a four-year or five-year average – tend to compound into significant discrepancies with each successive application of the grade succession ratio.

One factor of particular note is the yield factor for housing, particularly in Easton. The three housing projects described in Section II are projected to increase the school system by as many as 370 students at full build-out. However, even if new residential construction were to maintain the slow pace of growth it has shown in recent years, and were to remain largely focused on higher-priced housing for retirees and vacationers, it is still possible that existing housing in the more affordable price range could be occupied by larger households or even several households. Events external to Talbot County can lead to rapid and unanticipated changes in the student yield of various housing types. Accordingly, the student yield characteristics of various housing types, particularly multi-family housing, should be periodically monitored to determine if there are changes that may imply an increase in the number of school-age children. Other external factors that are unique to a specific school's enrollment trend, e.g. a rapid increase in English Language Learners, could be a factor in enrollment projections. Finally, the potential impact of the current coronavirus epidemic is likely to remain unknown for some years.

Special Considerations: P3 and Pre-K, Out-of-Area Students, ALA Students; Attendance Area Changes

- *P3 and Pre-Kindergarten* enrollments are based on the information provided by TCPS rather than on the classroom capacity for these programs.
- *Out-of-Area* transfer requests that are approved each year also impact the projected enrollments at individual schools. These were described in Part I - Goals, Standards, Policies and Guidelines. The enrollment projections are based upon the actual number of students attending all schools in each grade, which includes the approved transfers. The trends associated with the transfer students cannot be isolated in preparing the school-by-school enrollment projections. The methodology therefore assumes that the number of transfer students at each school will remain reasonably constant from year to year.
- *Alternative education* students who attend the ALA for a portion of the school year are counted in the enrollment of their home school.
- *Speakers of Foreign Languages*. Since the likelihood is very high that English is not spoken in the home environment among this student group, the school system must accommodate the special needs of the children to ensure that they receive an education that is equitable with that of their English-speaking peers. This educational objective typically requires that instruction be provided in smaller learning groups, very often in schools that were not originally designed with adequate resource rooms or other small pull-out spaces. In this circumstance accommodation must be achieved in an *ad hoc* manner in older schools; observation indicated, for example, that the staff at the former Easton Elementary School made use of virtually every available space, including storage closets and the teachers lounge, for instruction. This factor is of great importance not only in determining the future capacity of school facilities, but in also the detailed design of the instructional spaces.
- *Attendance Areas*: Three specific sets of changes are incorporated into the projections:
 - Beginning with the 2009-2010 school year, the Board of Education approved redistricting intended to reduce overcrowding at Easton Elementary School and to better utilize excess capacity at Chapel District, White Marsh and St. Michaels Elementary Schools. Because of grandfathering provisions, the effects were phased in over several years, becoming fully implemented by the 2015-2016 school year. In 2009-2010 the Board reassigned sixth graders from Tilghman Elementary and St. Michaels Elementary to St. Michaels Middle/High, and in 2014 reassigned some pre-kindergarten students from St. Michaels Elementary to Tilghman Elementary. In December 2016 the Board approved a boundary change between Easton Elementary School and White Marsh Elementary School, resulting in a more balanced projected utilization for the two schools. This reassignment went into effect for the 2020-2021 school year.

Pending additional decisions on redistricting, it is assumed that further enrollment projections for the elementary schools will be based on grade succession ratios. If in the future the Board of Education approves consolidation of Tilghman Elementary School with St. Michaels Elementary, the projections for the latter will be adjusted accordingly.

- The enrollment projections include the change in grade organization and school assignment approved by the Board of Education effective for the 2014-2015 school year. The sixth graders from St. Michaels Elementary and Tilghman Elementary are now included in the projections for St. Michaels Middle/High School. The pre-kindergarten students who would have attended St. Michaels Elementary School but who live within the Tilghman Elementary attendance area are now included in the projection for Tilghman Elementary School.
- Beginning with the 2020-2021 school year, students residing in the southern portion of the Easton area who attended White Marsh Elementary School were redistricted to attend Easton Elementary School. The enrollment projections in this 2022 EFMP reflect these changes.

Future Enrollment Projections (Form 101.2)

The FTE local enrollment projections developed by EFP are shown on IAC/PSCP Form 101.2 for the entire county and then for each school. The school-by-school projections include the full time equivalent enrollment of P3 and PK students. For the County totals, the FTE and head count totals are shown.

All five elementary schools have full day PreK programs, and therefore the PreK head count is the same as the FTE. Likewise, in accordance with State law, kindergarten is a full-day program at all five elementary schools; the kindergarten head count is therefore equal to the FTE. The P3 program at Easton Elementary School is now a morning and afternoon program, and accordingly the P3 FTE is one-half of the head count. Notes at the bottom of each elementary school Form 101.2 explain these calculations.

A copy of the letter from Talbot County Public Schools accepting the Maryland Department of Planning's enrollment projections for use in this EFMP is included in the Appendices, with a letter from MDP acknowledging that Talbot County Public Schools will utilize the MDP enrollment projections as a basis for the 2022 EFMP.

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FTE ENROLLMENT PROJECTIONS BY GRADE

LEA:	Talbot County Public Schools	DATE:	June 6, 2022
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SCHOOL:	Talbot County Public Schools
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	ENROLLMENTS AS OF SEPTEMBER 30TH						
	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)	8	16	16	16	16	16	16
PRE-K (FTE)	293	287	259	265	270	270	270
KINDERGARTEN	314	328	296	302	311	311	311
1st	276	312	322	291	302	307	307
2nd	318	267	298	311	283	291	295
3rd	288	337	282	315	331	300	312
4th	321	283	328	274	311	324	305
5th	297	342	300	347	297	330	324
6th	308	297	343	300	349	298	326
7th	356	321	310	356	315	362	335
8th	340	352	317	307	353	311	324
9th	408	412	425	390	382	427	427
10th	385	407	411	424	391	381	414
11th	321	328	350	354	369	334	322
12th	301	414	417	431	383	377	401
SP ED*							
TOT. K-12 w/o P3 & PK	4,233	4,401	4,398	4,402	4,376	4,353	4,403
TOT. K-12 w/ P3 & PK (FTE)	4,534	4,703	4,673	4,682	4,662	4,639	4,689
TOT. Head Count K-12 w/ P3 & PK	4,542	4,719	4,689	4,698	4,678	4,655	4,705
TOT. K-5 w/o P3 & PK	1,814	1,868	1,825	1,841	1,834	1,863	1,855
TOT. K-5 w/ P3 & PK (FTE)	2,115	2,171	2,100	2,121	2,120	2,149	2,141
TOT. Head Count K-5 w/ P3 & PK	2,123	2,187	2,116	2,137	2,136	2,165	2,157
Total 6-8	1,004	971	970	962	1,017	971	984
Total 9-12	1,415	1,561	1,603	1,599	1,525	1,519	1,563

FTE ENROLLMENT PROJECTIONS BY GRADE							
LEA:	Talbot County Public Schools			DATE:	June 6, 2022		
SCHOOL:	Chapel District Elementary School						
	ENROLLMENTS AS OF SEPTEMBER 30TH						
	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)	0	0	0	0	0	0	0
PRE-K (FTE)	56	65	59	60	61	61	61
KINDERGARTEN	54	57	52	53	55	55	56
1st	48	52	56	50	53	54	54
2nd	45	47	51	54	50	51	52
3rd	45	47	49	53	57	52	54
4th	53	44	46	47	53	56	53
5th	46	51	41	43	46	50	51
6th							
7th							
8th							
9th							
10th							
11th							
12th							
SP ED*							
TOT. K-5 w/o P3 & PK	291	298	294	301	313	319	320
TOT. K-5 w/ P3 & PK (FTE)	347	362	353	361	374	380	381
TOT. Head Count K-5 w/ P3 & PK	347	362	353	361	374	380	381

NOTE: Chapel District Elementary School has a full day PreK program. There is no P3 program in this school. The FTE is therefore equal to the head count.

FTE ENROLLMENT PROJECTIONS BY GRADE

LEA:	Talbot County Public Schools			DATE:	June 6, 2022		
SCHOOL:	Easton Elementary School – Combined Dobson and Moton						
	ENROLLMENTS AS OF SEPTEMBER 30TH						
	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)	31	31	31	31	31	31	31
PRE-K (FTE)	148	128	113	116	119	119	119
KINDERGARTEN	153	176	161	163	167	169	169
1st	141	157	168	150	155	160	160
2nd	167	151	155	163	148	154	157
3rd	152	193	165	166	176	163	170
4th	161	172	201	170	174	185	177
5th	142	189	188	214	186	191	192
6th							
7th							
8th							
9th							
10th							
11th							
12th							
SP ED*							
TOT. K-5 w/o P3 & PK	916	1,037	1,037	1,024	1,005	1,021	1,025
TOT. K-5 w/ P3 & PK (FTE)	1,072	1,181	1,166	1,157	1,140	1,156	1,160
TOT. Head Count K-5 w/ P3 & PK	1,080	1,197	1,182	1,173	1,156	1,172	1,176

NOTE: Easton Elementary School has a full day PreK program and a morning and afternoon P3 program. The FTE is therefore equal to the number of PreK to 5 students plus one-half of the total number of P3 students.

The 2020 future projections at Easton Elementary account for the 2020 redistricting of students described elsewhere in this section of the EFMP.

IAC/PSCP FORM 101.2							
FTE ENROLLMENT PROJECTIONS BY GRADE							
LEA:	Talbot County Public Schools			DATE:	June 6, 2022		
SCHOOL:	St Michaels Elementary School						
	ENROLLMENTS AS OF SEPTEMBER 30TH						
	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)	0	0	0	0	0	0	0
PRE-K (FTE)	36	45	41	42	43	43	43
KINDERGARTEN	62	50	46	47	47	47	47
1st	44	67	55	51	52	52	52
2nd	46	40	63	51	46	47	48
3rd	41	50	43	66	54	50	51
4th	51	32	41	34	57	45	42
5th	47	60	41	50	43	66	52
6th							
7th							
8th							
9th							
10th							
11th							
12th							
SP ED*							
TOT. K-5 w/o P3 & PK	291	299	288	298	300	308	294
TOT. K-5 w/ P3 & PK (FTE)	327	344	329	339	342	351	336
TOT. Head Count K-5 w/ P3 & PK	327	344	329	339	342	351	336

NOTE: St. Michaels Elementary School has a full day PreK program. There is no P3 program in this school. The FTE is therefore equal to the head count.

FTE ENROLLMENT PROJECTIONS BY GRADE

LEA: Talbot County Public Schools DATE: June 6, 2022

SCHOOL: Tilghman Elementary School

ENROLLMENTS AS OF SEPTEMBER 30TH

	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)	0	0	0	0	0	0	0
PRE-K (FTE)	16	14	14	14	14	14	14
KINDERGARTEN	12	12	11	11	11	11	11
1st	0	12	12	11	12	11	11
2nd	15	1	13	13	11	13	12
3rd	13	16	2	14	14	12	13
4th	16	12	15	0	12	12	12
5th	14	16	12	15	1	13	12
6th							
7th							
8th							
9th							
10th							
11th							
12th							
SP ED*							
TOT. K-5 w/o P3 & PK	70	69	64	63	61	72	71
TOT. K-5 w/ P3 & PK (FTE)	86	83	78	77	75	86	85
TOT. Head Count K-5 w/ P3 & PK	86	83	78	77	75	86	85

NOTE: Tilghman Elementary School has a full day PreK program. There is no P3 program in this school. The FTE is therefore equal to the head count.

Enrollment at this school increased in the 2018-2019 school year due to a Board of Education policy allowing open enrollment for all elementary students in Talbot County. The enrollment projections for future years are based on the assumption that this policy will be continued.

FTE ENROLLMENT PROJECTIONS BY GRADE

LEA:	Talbot County Public Schools			DATE:	June 6, 2022		
SCHOOL:	White Marsh Elementary School						
	ENROLLMENTS AS OF SEPTEMBER 30TH						
	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)	0	0	0	0	0	0	0
PRE-K (FTE)	37	35	32	32	33	33	33
KINDERGARTEN	33	33	26	29	31	29	28
1st	43	23	31	29	31	30	29
2nd	45	29	17	30	27	26	26
3rd	37	32	24	17	29	23	24
4th	40	23	26	23	15	25	21
5th	48	26	17	25	21	10	18
6th							
7th							
8th							
9th							
10th							
11th							
12th							
SP ED*							
TOT. K-5 w/o P3 & PK	246	167	142	154	155	143	145
TOT. K-5 w/ P3 & PK (FTE)	283	202	174	187	188	176	178
TOT. Head Count K-5 w/ P3 & PK	283	202	174	187	188	176	178

NOTE: White Marsh Elementary School has a full day PreK program. There is no P3 program in this school. The FTE is therefore equal to the head count.

The 2020 enrollments and future projections at White Marsh Elementary account for the redistricting of students described elsewhere in this section of the EFMP.

FTE ENROLLMENT PROJECTIONS BY GRADE

LEA: Talbot County Public Schools DATE: June 6, 2022

SCHOOL: Easton Middle School

ENROLLMENTS AS OF SEPTEMBER 30TH

	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)							
PRE-K (FTE)							
KINDERGARTEN							
1st							
2nd							
3rd							
4th							
5th							
6th	234	236	266	247	283	254	262
7th	303	250	252	281	263	299	273
8th	280	301	247	250	280	261	266
9th							
10th							
11th							
12th							
SP ED*							
TOTAL	817	787	765	778	827	814	801

FTE ENROLLMENT PROJECTIONS BY GRADE

LEA: Talbot County Public Schools DATE: June 6, 2022

SCHOOL: Easton High School

ENROLLMENTS AS OF SEPTEMBER 30TH

	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)							
PRE-K (FTE)							
KINDERGARTEN							
1st							
2nd							
3rd							
4th							
5th							
6th							
7th							
8th							
9th	351	353	373	320	325	354	363
10th	319	348	350	370	319	321	336
11th	257	263	292	293	316	263	281
12th	245	348	350	370	319	321	336
SP ED*							
TOTAL	1172	1311	1364	1354	1279	1259	1317

FTE ENROLLMENT PROJECTIONS BY GRADE

LEA: Talbot County Public Schools DATE: June 6, 2022

SCHOOL: St Michaels Middle/High School

ENROLLMENTS AS OF SEPTEMBER 30TH

	ACTUAL	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 10
	2021	2022	2023	2024	2025	2026	2031
P3 (FTE)							
PRE-K (FTE)							
KINDERGARTEN							
1st							
2nd							
3rd							
4th							
5th							
6th	74	61	77	53	65	44	64
7th	53	72	59	74	51	63	61
8th	60	52	70	57	73	50	58
9th	57	60	51	70	57	73	63
10th	66	59	62	54	72	60	78
11th	64	65	58	61	53	72	41
12th	56	67	68	61	64	56	65
SP ED*							
TOTAL	430	435	444	430	436	416	430

V. FACILITY NEEDS ANALYSIS

The building program of Talbot County Public Schools has been focused since the mid-1990s on the modernization of all existing schools. This objective was attained with the renovations at St. Michaels Elementary and St. Michaels Middle/High Schools in 2008/2009 and the replacement of Easton Elementary School in 2020. As a result of its thorough and systematic approach to building renovation, Talbot County Public Schools has for many years shared with Howard County Public Schools and Queen Anne's County Public Schools the distinction of having the newest average square footage in the state. The average age of the TCPS facility plant is 20 years at this writing, dating to 2000.¹ With the proposed renovation of Chapel District Elementary School, TCPS will continue to upgrade its building plant to provide a safe and healthy environment for teaching and learning, and to support and enhance the delivery of educational programs and services.

Existing and Projected Facility Utilization

Facility utilization is an important measure of the efficiency of a school system. Educational facilities that are significantly underutilized represent an unnecessary expenditure of maintenance and operation (M&O) funds that could be better used for instructional or other purposes. An underutilized facility may also be difficult to supervise and secure, and it may not be possible to provide a full support staff or the full range of educational offerings for a small student population. By contrast, a school facility that is significantly over-crowded can impair the learning ability of students through classes that are too large, excessive schedule stress placed on core functions and specials (e.g. the cafeteria, music, physical education), difficulty in maintaining an orderly environment, and a sense of anonymity among students.

State Rated Capacity

State Rated Capacity (SRC) is defined by the IAC as “the number of students that the IAC or its designee determines that an individual school has the physical capacity to enroll.”² SRC reflects how the spaces within a school facility are actually used at the time that the enrollments are counted. SRC is determined by the Maryland Department of Planning based on formulas found in the IAC *Administrative Procedures Guide* (APG).³ The SRC of a school is found by summing the capacities of individual instructional spaces, with the capacity of each space determined by its type – regular classroom, special education classroom, gymnasium, etc. – and the grade level it houses. In the case of secondary schools, a utilization factor is used to reflect the fact that not all spaces are used continually throughout the school day.

SRC is utilized for a number of purposes:

- The IAC uses it to determine the eligibility of a project for State construction funding. Enrollment eligibility is evaluated by comparing the SRC to the projected enrollment in the seventh year from the date of submission of the request. For all major projects, the 7th-year enrollment of the subject school and of adjacent schools is taken into account in most cases; for systemic renovation projects, the 7th year enrollment of only the subject school is used to determine eligibility.
 - To be eligible for State funds for a replacement or new school, a major project must show that it will be at least 50% utilized when it opens, with utilization increasing over the following years. Under unique circumstances, a renovation project may be eligible that has a projected utilization of less than 50%, but State funding will be based on the square footage developed from the projected utilization, not on the existing or proposed square footage.

¹ IAC website..

² COMAR 14.39.02.04.A

³ See www.psc.state.md.us, *Administrative Procedures Guide*, Appendix 102 A – State Rated Capacity.

- For a systemic renovation project such as a roof or boiler replacement to be eligible, the projected utilization should be 60% or more, except under unique circumstances. This criterion also applies to projects in the Aging School Program (ASP) and the former Qualified Zone Academy Bond (QZAB) program.

The purpose of the enrollment analysis, in combination with other eligibility factors, is to ensure that scarce State and local capital resources are not directed to a facility that will be significantly under-utilized and should perhaps be considered for closure. Such decisions affect not only the capital budget, but also the long-term operational budget of the school system, a portion of which will be directed at the heating, cooling, maintenance, and other operational costs of the under-utilized facility.

- SRC is used in facility utilization calculations that guide long-range planning to determine the best location and timing of projects that will provide relief for projected over-capacity schools, to determine when facilities should be considered for consolidation or closure, and to guide decisions on redistricting to reduce overcrowding in schools by taking advantage of the enrollment capacity in adjacent school buildings.
- State Rated Capacity is used by a number of local governments in Maryland to determine when residential development can proceed under Adequate Public Facility Ordinance (APFO) rules. School capacity is considered, along with the capacity of other public services, in determining whether the proposed housing development will impose a burden on public services and impair the quality of life of the jurisdiction.

Facility Utilization Based on SRC

The State of Maryland has established uniform measures to compare the utilization of schools across the state. Facility utilization is determined by dividing the current and projected Full-Time Equivalent (FTE) enrollment by the current State Rated Capacity (SRC), and is described as a percentage of capacity. Full-Time Equivalent (FTE) enrollment, as explained in Section IV, is determined as the sum of all students in grades K through 12, plus one-half of the students who are in half-day programs, for example pre-kindergarten that has a morning and afternoon session.⁴ FTE is distinguished from head count, which includes all students who attend the school, whether full-day or part-day. FTE is used to calculate the number of staff members that are needed to instruct the study body and the number of instructional spaces required to support these staff members.

The utilization rate of a school is therefore a function of both enrollments and how instructional spaces are used in a facility. When a school is less crowded, more options are available for how each teaching space may be used. Standard elementary classrooms may then be occupied by instructional uses that are not rated in the calculation of SRC, such as art, music and computer skills, or by community uses such as before-and-after school programs or senior center activities. Standard classrooms may also be used for programs that have a lower capacity rating, such as special education. If enrollments later increase, it is typical for these spaces to be converted back to standard elementary classrooms, which can then increase the SRC of the school when it is re-calculated. By the same token, a new school in which all spaces are used as originally intended may later find that some non-rated spaces need to be converted to classrooms, which will increase the SRC. A school that is operated somewhat below 100% of its SRC offers a good deal of flexibility for the principal and staff to make adjustments in space utilization to meet special conditions, or to absorb the kind of short-term increases in the student body that can happen in any school system.

These scheduling and use changes will increase or reduce the school's SRC even while the physical structure of the building remains unchanged. Changes made to accommodate a transitory shift in enrollments or academic program are not usually recorded as a change of SRC; the change must be more permanent to

⁴ If a school system has full-day prekindergarten, or has implemented PreK for only a morning or an afternoon session, but not both, the head count for these students is the same as FTE.

warrant a re-examination of the SRC by the Maryland Department of Planning, and the changed SRC is not recorded until approved by MDP. Once the new SRC is approved, the utilization of the school and the school system is also recalculated. As a result of recommendations of the 21st Century School Commission, a body established by the General Assembly that met for two years to review the processes and standards of school construction in Maryland, the SRC of all schools in Maryland was recalculated in the spring of 2019.

If a school is or is projected to be severely under-utilized, the school system has a number of options. These options include:

- Consolidate classes and/or grade levels to achieve better class sizes;
- Utilize regular elementary classrooms for non-rated uses, such as art or music;
- “Mothball” excess space in order to reduce fixed costs of maintenance and operations (however, the spatial arrangement of many schools and the layout of their mechanical and electrical systems generally prevent the complete isolation of under-utilized spaces);
- Temporarily “mothball” the entire facility;
- Allow community partners or other governmental entities to use under-utilized space (with consideration for the appropriate separation of adult and student populations, and for factors such as acoustics and maintaining emergency egress);
- Lease the facility to a private school or another governmental entity, with provisions for return of use to the school system under defined conditions or after a specified term;
- Permanently close the facility and consolidate the student population into one or more other facilities. School closure must follow the procedures outlined in COMAR 14.39.02.23, .24, and .25, and COMAR 13A.02.09.01.
- If the facility is warranted for replacement, build the new facility at a reduced size that corresponds to the projected enrollment.

However, if a school has or is projected to have a utilization rate that is greater than 100 percent, the school system also has a range of options. These options include:

- Increase class size;
- Increase the teacher-to-student ratio (e.g. by placing teaching assistants in the classroom);
- Redistrict the attendance areas of the subject and adjacent schools in order to utilize the available capacity at other schools;
- Reorganize the grade structure to use available capacity in nearby schools;
- Utilize one or more relocatable classrooms (pending a more permanent facilities solution);
- Utilize one or more non-instructional spaces, e.g. larger storage rooms, for some instructional activities;
- Construct one or more additions (sometimes in conjunction with renovation of the existing facility); or
- Construct a new school or replace the existing school with a facility of increased capacity.

The last option is typically only exercised if the new or replacement school will provide relief to several schools, and is also warranted by the condition of the existing facility. In the case of a single over-crowded school, an addition may be the most cost-effective option, if site conditions allow for it. With an addition, consideration should be given to the renovation or expansion of core spaces, particularly the cafeteria, in order to avoid congestion and overuse of these critical functions. Additions can also be built to provide programmatic space,

such as a high school auditorium. If an existing school that is currently or is projected to be over-crowded also shows substantial deficiencies in building performance or is educationally unsuitable, then consideration should be given to replacement with an increase of capacity, on the same site or on another site.

Limitations of Utilization Based on SRC

It is important to note that low utilization does not necessarily mean there is a great number of unused spaces in these facilities. Utilization provides a general numeric measure of how efficiently a facility is used, but the actual usage is based on the educational program, the educational needs of the students, and the design of the facility. The instructional and support spaces in similarly sized facilities with similar student enrollments may be used very differently: a school in an affluent area may use support spaces such as resource rooms for project-based learning, while a school in an area with a large FARMS population may use those same spaces for small-group or individual instruction. A school may have a low utilization and yet all the instructional spaces may be fully utilized, as well as additional spaces not originally intended for instruction, such as storage closets. There are multiple reasons why this can occur:

- Grade configuration. If low enrollment is spread across all grade levels, this does not necessarily mean classrooms have been vacated. It is more likely, particularly at the secondary level, that each content grade level classroom has less than the optimal number of students as specified in the PSCP *Administrative Procedure Guide*. Separate grade level content classrooms generally cannot be combined to improve classroom utilization because of the differences in the educational curriculum, e.g. 7th grade math cannot be combined with 8th grade math. In these circumstances, every classroom is still needed in spite of the low overall utilization. Likewise, science classrooms will still be used separately by each grade level, even if the classroom occupancy is low, because the instructional programs are different for the different grade levels.
- Special needs students. While the State uses a figure of ten students per designated special education space, in reality the classroom population of these spaces is generally less than ten. These lower occupancy levels result from the additional instructional and support staff these students require, the equipment that may be needed for training in occupational skills or for medically fragile children, or the isolation needed to provide programming for emotionally fragile special education students. The same is true for behavior intervention: when a disruptive student needs to be isolated during an emotional episode so as to avoid harming other students or themselves, the only spaces available may be classrooms or resource rooms designed for a far larger occupancy.
- Specialized instructional programs for high school students. A high school may find that it has only a small number of students interested in a particular instructional or CTE program. If this program is deemed valuable and the resources exist to support a teacher, then the occupancy of the instructional space may well be less than the enrollments specified in the APG. Therefore, these instructional spaces will be in use and will still be needed to deliver programming for students.

A low utilization number might also imply that a school should not be burdened with operational challenges such as circulation congestion, overcrowding in some areas, or instructional space shortages, but these conditions can result from the design of the school itself. Based on the SRC, the former Easton Dobson facility was at 99.8% utilization for the 2019-2020 school year, and the Easton Moton facility was at 85.6% utilization. These figures would suggest that the Dobson building was sufficiently utilized but that the Moton building was somewhat under-utilized, with ample space available. A tour of the former Moton building revealed a different picture, with every available space being utilized for instruction, whether that was the original design intent or not.

Talbot County Public Schools Facilities

Table V-1 below shows the utilization for each school in Talbot County based on the approved SRC and the projected enrollment based on the FTE enrollment from September 30, 2021. The September 30, 2021 FTE is shown for comparison. The projected P3/PK-12 FTE enrollments are for the fifth year of the projection period (2026 and 2031). The SRC for each public school in Talbot County was reviewed in March 2019 and a revised SRC for each school was approved by the Maryland Department of Planning in April 2019; the SRC for the new Easton Elementary School was received on April 8, 2020.

Changes in enrollments in the future or changes in the usage of spaces within the school facilities may impact the utilization of individual schools and may also impact the level of State funding for capacity or renovation projects submitted for planning approval and/or construction funding. Because the schools in Talbot County tend to be small, even slight changes in annual enrollments have a large impact on the projected utilization. Therefore, the figures shown below should be considered as general indications of future utilization rather than as precise future predictions.

Summary of Facility Utilization

Table V-1 indicates that under the "business as usual" scenario, the overall utilization of the facilities in Talbot County will remain fairly consistent, increasing slightly from the 83.8% in September 2021 to 85.6% in 2026. The low overall utilization of 85.3% shown for the 2021 enrollment reflects the impact of the Covid-19 pandemic. However, under the development scenario, the overall utilization would increase to 95.8%.

- The combined enrollment of the Easton Elementary Dobson and Moton schools will increase from 1,095 in 2021 to 1,175 in 2031. This increase will be accommodated within the Easton Elementary School replacement facility, with an SRC of 1,310. The utilization will be 89.4% in 2026 and 89.7% in 2031. The enrollment projections include the reassignment of students from White Marsh Elementary to Easton Elementary School, but do not account for the potential impact of the housing developments described in Section II.
- Tilghman Elementary will continue to be underutilized, remaining in the 54% range if the current policy of allowing out-of-boundary transfers is continued.
- White Marsh Elementary has shown a significant decrease in utilization after the redistricting of an area to Easton Elementary School. While some of this decrease is no doubt attributable to the Covid-19 pandemic, the impact of the redistricting is likely a larger factor. Slightly overcrowded at almost 103% of capacity in the 2019-2020 school year, the utilization is projected to decrease to 49.2% in 2031. If this does occur, it will provide potential relief for Easton Elementary, which lies in the portion of the county that is likely to see both housing construction and changes in demographics over the coming years.
- Easton High will show a significantly increasing utilization that will approach 101.7% of capacity by 2031. While this is a lower degree of over-crowding than was predicted in previous EFMP projections, the situation should be monitored every year so that if relief is needed, it can be provided in a timely manner through a capital solution, through redistricting, or through the temporary use of relocatable classrooms.
- The utilization of Easton Middle School and of the St. Michaels ES/MS/HS complex will remain fairly constant over the decade.

Table V-1: School Facility Utilization, Current and Projected

School	SRC	Actual P3/PK-12 Enroll- ment 2021 (FTE)	Percent Utilization 2021	Projected P3/PK-12 Enroll- ment 2026 (FTE)	Percent Utilization 2026	Projected P3/PK-12 Enroll- ment 2031 (FTE)	Percent Utilization 2031
Chapel District ES	431	347	80.5%	380	88.2%	381	88.4%
Easton ES – Combined Dobson/Moton	1,310	1,072	81.8%	1,156	88.3%	1,160	88.6%
St. Michaels ES	383	327	85.4%	351	91.6%	336	87.8%
Tilghman ES	157	86	54.8%	86	54.9%	85	54.0%
White Marsh ES	363	283	78.0%	176	48.4%	178	49.2%
Easton MS	870	817	93.9%	814	93.6%	801	92.1%
Easton HS	1,295	1,172	90.5%	1,259	97.3%	1,317	101.7%
St. Michaels MS/HS	627	430	68.6%	416	66.4%	430	68.5%
Totals	5,436	4,534	83.4%	4,639	85.3%	4,689	86.3%

In summary, the Talbot County Public School system has adequate capacity on a countywide basis to accommodate projected enrollments during the next 10 years. The 2009-2010 redistricting, with the reassignment of sixth graders from Tilghman Elementary and St. Michaels Elementary to St. Michaels Middle/High, the reassignment of some pre-kindergarten students from St. Michaels Elementary to Tilghman Elementary in 2014, and the assignment of some White Marsh Elementary students to Easton Elementary in the 2020-2021 school year, redistributed the student enrollment to better utilize capacity throughout the system. A few other schools, identified above, should be monitored during the coming years to discern if the projected enrollments actually materialize and then, if necessary, the options cited above should be considered.

Age of Facility

Another factor that is considered in capital planning is the age of the school building, based upon the initial date of construction and/or the date of the last major renovation. To be eligible for State funding for a major renovation or a systemic renovation project, the school and/or building system must have been in use for at least 15 years. Table V-2 below shows the most recent date of renovation/new construction of the school facilities in Talbot County, as well as the fiscal year and date that the school would be eligible for a State funded capital improvement project, including major renovation, systemic renovation, and/or Aging School Program projects.

Based upon this information, the Dobson and Moton buildings at Easton Elementary School became eligible for funding in the FY 2019 CIP. Since the school opened in the 2020-2021 school year, it will not be eligible for future work until FY 2037. Five of the remaining seven school facilities in Talbot County are eligible to be submitted for State funding at this time, and St. Michaels Elementary and St. Michaels Middle/High will become eligible for submission in October 2024 and October 2025, respectively.

Table V-2: Facility Age and Potential State Submission Date

Name of School	Last Renovation Date (date placed in service)	Fiscal Year of Potential Submission	Date of Potential Submission
Chapel District ES	1994	FY 2012	October 2010
Easton ES (combined Dobson and Moton)	2020	FY 2037	October 2035
St. Michaels ES	2008	FY 2026	October 2024
Tilghman ES	2003	FY 2021	October 2019
White Marsh ES	1997	FY 2015	October 2013
Easton MS	2003	FY 2021	October 2019
St. Michaels MS/HS	2009	FY 2027	October 2025
Easton HS	1997	FY 2015	October 2013

Actions for Consideration**Adjustment of Attendance Areas, School Consolidation**

Although the age of a school facility is certainly a significant factor in making determinations of future capital improvements, in the case of Talbot County Public Schools utilization has historically been the more significant factor. The systematic TCPS program of facility renovations begun in 1991, combined with a thorough and well-managed maintenance program, has resulted in facilities that are well-taken care of and (with the opening of the new Easton Elementary School facility in 2020) can be expected to support their educational mission for many years.

New housing developments of the kind described in Section II can, however, dramatically change this expectation in a short period of time. Since the issue of greatest importance is to ensure that all schools in the system operate at reasonable rates of utilization, for the sake not only of operational efficiency but also of educational equity, attention to potential overcrowding is essential. Schools in the Easton area, however, are likely to be strongly impacted by the three housing developments described in Section II; if the student enrollments increase as predicted, the school system would be well advised to begin planning now for the additional capacity that will be needed at Easton Elementary School and Easton High School. Given the extremely long period of time that is required to plan for, acquire approval for, design, and build even modest projects like classrooms for capacity, it is important for TCPS to determine as soon as possible the status of the three housing projects, any changes in the number and type of units being offered, the likely timing for occupancy, and the likely household composition of the new occupants. All these factors will have a bearing on whether and how TCPS addresses the potential enrollment increase that may result from the new developments. The EFMP accordingly includes two recommendations that will affect capacity:

- Monitor the status of the three housing developments described in Section II to determine the number and type of units being offered, the likely timing for occupancy, and the likely household composition of the new occupants.
- At the point of approval of the developments, initiate a detailed study of how the estimated enrollment increase will be accommodated in the Easton schools, particularly Easton Elementary School and Easton High School.

Although the utilization of Tilghman Elementary improved by opening the school to countywide enrollment, it remained underutilized at 76.0% of capacity in the 2019-2020 school year. The utilization decreased in the 2021-2022 school year to 54%, but as noted, this may be a temporary condition due to the Covid-19 pandemic and should not determine policy relative to the school. More important than the utilization figure

are the educational outcomes at Tilghman Elementary, and the operational impact the small size of the school has on the Board's operating budget. While small schools are highly desirable and are clearly beloved features of their communities, in many cases the small size does limit the educational opportunities for the students, and concurrently results in per-student instructional and operational costs that may be unsustainable for the school system. All of these factors must be taken into account in determining the future of the Tilghman Elementary School. Given this complex situation, the best path is for the Board of Education to monitor Tilghman Elementary School to determine if the utilization improves over time.

Facility Improvements

Section IV identified the enrollment trends for the Talbot County Public Schools. The review of the housing developments will determine whether there will be a need for additions for capacity to existing schools, either within the ten year window or and when the schools are renovated in the future. Changes in the occupancy of existing housing could also lead to an increase of the student-age population. There may also be a need for additions for programmatic purposes, based on the educational program of the school.

Chapel District Elementary School

Chapel District Elementary School, last renovated in 1994 with a day care and kindergarten addition constructed in 2000 and 2001 respectively, is in need of partial or complete renewal. Talbot County Public Schools has initiated educational specifications and a feasibility study to determine the scope of the renovation work. Planning approval will be requested in FY 2024 and funding will be requested in FY 2025.

Existing Facility Plans

In developing future facility improvement project recommendations, it is prudent to examine other facility-related plans of the Talbot County Public School system.

- a. *Asbestos Plans.* Copies of the asbestos plans as required by AHERA are located at each school building in the Building Manager's office, including copies of the six month re-inspection and the three year asbestos survey report. Copies of these same documents and reports are maintained at the central office in the Plant Operations Department. Based upon the information in these reports, there is no required work necessary at this time related to asbestos containing materials in the Talbot County Public Schools.
- b. *Water Quality and Sewage.* Two schools in Talbot County, Chapel District Elementary and Tilghman Elementary, do not have municipal water supply or sewerage service. Both schools have water treatment equipment which is maintained by the school system's maintenance staff. The water supply and sewerage systems and the associated equipment are inspected monthly by a certified water treatment manager. No corrective action is required at this time.
- c. *Security Systems and Plans.* The school system developed plans to provide cameras, entrance controls, and security systems at each of the nine public school buildings and the central office. Aging School Program (ASP) funding was provided for these improvements, which have been completed with all systems operational. Since the central office building was not eligible for State funding, County funds were provided for the improvements at this facility. Safe School Grant Program (SSGP) funds were approved to replace door hardware at Easton High School and Easton Middle School in the summer of 2019.
- d. *Comprehensive Maintenance Plan (CMP).* Talbot County Public Schools submits the Comprehensive Maintenance Plan to the State Public School Construction Program annually, as required by the PSCP and as a condition for receiving State funds for capital improvements. The Plan provides information on the condition of the major components and systems in each school, which are rated individually and are compiled into a score for the entire school. The CMP includes detailed results of the LEA and State

maintenance surveys that are described in Section III. These overall ratings are also shown on IAC/PSCP Form 101.1 for each school of this EFMP. The implementation of the TCPS Comprehensive Maintenance Plan is reflected in the multiple Superior and Good ratings awarded by the IAC/PSCP in their Maintenance Inspections under the previous assessment methodology, and the Adequate ratings that have been received under the new IAC rating system.

Examination of the need for the replacement of specific building systems and/or components is an on-going activity for all school systems. This activity may identify the need for specific capital improvement projects that will, if implemented, extend the useful life of the school buildings in Talbot County. Such expenditures will defer the necessity for major renovations or replacement of these same school buildings.

Facility Needs Summary (Form 101.3)

The purpose of this Educational Facilities Master Plan is to address major facility needs and capital improvements. These projects will be identified for funding through the annual Capital Improvement Program (CIP) submitted to the State, the Aging Schools Program (ASP), or the Safe Schools Grant Program (SSGP). CIP projects that are eligible for State funds will require County matching funds; no matching funds are required for ASP or SSGP projects. County funds alone will be needed for aspects of projects or for entire projects which are not eligible for State funding. These include repair and maintenance projects that are not eligible under any of the State funding programs, as well as projects that belong to categories that are currently ineligible for State funding due to their age, but that must be addressed to maintain the safety or performance of the school facility.

IAC/PSCP Form 101.3 Facility Needs Summary is found below. The specific project has been identified as eligible for State funding, and an anticipated date is given for the request for planning for the project. This information is based upon the FY 2023 Capital Improvement Program previously approved by the Talbot County Board of Education (September 2021) and the most recent Board of Education action related to the feasibility study.

FACILITY NEEDS SUMMARY

IAC/PSCP FORM 101.3

LEA: TALBOT COUNTY PUBLIC SCHOOLS

DATE: May-22

EXISTING AND/OR PROPOSED SCHOOL	TYPE OF PROJECT	GRADES	SRC	ENROLLMENTS		JUSTIFICATION FOR PROJECT	PLANNING REQUEST YEAR
				Actual	5th Year Proj.		
CHAPEL DISTRICT ELEMENTARY	REPLACEMENT	PK-5	431	347	380	Originally constructed in 1952 and last renovated in 1994, the school is need of replacement. Development of the educational specifications and feasibility study shall determine the scope.	FY 24

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VI. APPENDICES

Non-Discrimination Statement

Talbot County Department of Planning and Zoning Letter of Consistency

Letter from Talbot County Public Schools accepting the Maryland Department of Planning enrollment projections

Letter from MDP acknowledging that Talbot County Public Schools will utilize the MDP enrollment projections for the 2022 EFMP

June 15, 2022

Mr. Michael Bayer,
Manager, Infrastructure and Development
Maryland Department of Planning
301 West Preston Street, Suite 1101
Baltimore, MD 21201-2305

Dear Mr. Bayer,

The purpose of this letter is to provide documentation that the Talbot County Board of Education approved the Talbot County Public Schools, 2022 Educational Facilities Master Plan (EFMP) at our latest board meeting, which took place on June 15, 2022.

The public-school system of Talbot County does not discriminate on the basis of race, color, sex, age, national origin, religion, or disability in matters affecting the provision of access to educational programs, and nothing in this EFMP of Talbot County Public Schools is intended to or will be allowed to institute, reinstate, maintain, or further such discrimination.

Furthermore, as requested in the required elements form, the Talbot County Board of Education certifies this EFMP is accepted as a working document.



Susan Delean-Botkin, President
Talbot County Board of Education

6/15/2022
Date



Kelly L. Griffith, Ed.D.
Superintendent of Schools

6.21.2022
Date

April 26, 2022

Talbot County Public Schools
P.O. Box 1029
Easton, MD 21601

Mr. Robert S. McCord, Secretary of Planning
Maryland Department of Planning
301 West Preston Street, Suite 1101
Baltimore, Maryland 21201-2305

Dear Mr. McCord:

This is in response to your transmittal of the latest Maryland Department of Planning (MDP) public school enrollment projections for Talbot County Public School System (TCPS) for the years 2022–2031. We have compared MDP projections with projections we will use in our Educational Facilities Master Plan (EFMP) in the table below. None of the projections differ by more than five percent.

Comparison of MDP and TCPS Forecasts for Talbot County Public Schools (excluding Pre-K)

	2021 (Actual)	2022	2023	2024	2025	2026
MDP Projection	4240	4290	4300	4280	4280	4210
TCPS Projection	4240	4401	4398	4402	4376	4353
		2.6%	2.3%	2.8%	2.2%	3.3%
		2027	2028	2029	2030	2031
MDP Projection		4220	4230	4260	4250	4290
TCPS Projection		4417	4411	4444	4416	4403
		4.6%	4.2%	4.2%	3.8%	2.6%

We appreciate the diligent efforts of MDP staff in developing this school projection for comparison.

Sincerely,



Kelly L. Griffith Ed.D.

Kelly L. Griffith, Ed.D.
Superintendent of Schools

Susan Delean-Botkin
President, Board of Education

Michael T. German
Vice President, Board of Education



Talbot County Department of Planning and Zoning
215 Bay Street, Suite 2
Easton, Maryland 21601

Phone: 410-770-8030
Email: msalinas@talbotcountymd.gov

FAX: 410-770-8043
TTY: 410-822-8735

June 8, 2022

Kevin Shafer, Director of Operations
Talbot County Public Schools
12 Magnolia Street
Easton, Maryland 21601

RE: *Talbot County Public Schools (TCPS) Educational Facilities Master Plan*

Dear Mr. Shafer:

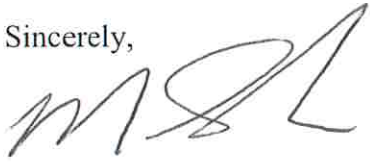
The Talbot County Department of Planning and Zoning has reviewed the proposed *Educational Facilities Master Plan* for 2022.

The demographic information in the plan has been extrapolated from public data and projections provided by the Maryland Department of Planning (MDP), which utilizes data from the 2020 Census and the American Community Survey. Residential development has been constrained by a range of factors that has limited new residential growth in the County outside of the towns' jurisdictions, where most of the new households will occur. These development constraints include environmental conditions, very low-density zoning, and Tier IV Septic Tier designation on over 80% of the County which limits large-scale, higher-density subdivisions on septic systems. In addition, MDP projects the County population to grow by 10% to 41,440 by 2045; with 50% of the projected growth attributed to individuals 45 years and older. MDP also projects the household size to decrease from 2.26 in 2020 to 2.23 in 2045; below the statewide projected household size of 2.60 in 2045. The projected 2045 household size in Talbot County would be the second lowest of the counties on the eastern shore and in Maryland.

In general, TCPS enrollment by Election District has varied by roughly 1% in every Decennial Census from 1930 through 2010. Enrollment projections continue to indicate an overall modest but fluctuating registration rate over the coming decade. However, trends for Easton may eventually show capacity constraints in area schools due to housing developments in the pipeline.

We find the conclusions and recommendations in the plan are consistent with current figures and demographic information since the release of the 2020 Census data,

Sincerely,

A handwritten signature in black ink, appearing to be 'MSL' with a stylized flourish at the end.

Michael "Miguel" Salinas
Talbot County Planning Officer



May 18, 2022

Dr. Kelly L. Griffith
Superintendent
Talbot County Public Schools
12 Magnolia Street
Easton, MD 21601

Dear Dr. Griffith:

Thank you for submitting your 2021 Actual Enrollment and enrollment projections for 2022-2031.

We have compared your data to the school enrollment projections generated by our department and have found the difference to be less than five percent for the years 2022 – 2031. Therefore, you may use the local projections as you prepare your 2022 Educational Facilities Master Plan (EFMP) and 2023 Capital Improvement Program (CIP) submissions.

Please make sure that the 2021 actual enrollment on your calculation worksheet is consistent with the official actual enrollment generated by the Maryland State Department of Education. The Maryland Department of Planning recognizes the Maryland State Department of Education's K-12 enrollment figure as the official actual enrollment for 2021.

We look forward to receiving your EFMP in July. A copy of this letter and its attachment should be included in the plan. If you have any questions, please email me at michael.bayer1@maryland.gov.

Sincerely,

A handwritten signature in blue ink, appearing to read "Michael Bayer".

Michael Bayer, AICP
Manager of Infrastructure and Development

cc: Robert Gorrell, Public School Construction Program, Executive Director
Alfred Sundara, AICP, Manager, Projections and State Data Center
Kevin J. Shafer, TCPS

Jurisdiction	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Talbot	4,240	4,401	4,398	4,402	4,376	4,353	4,417	4,411	4,444	4,416	4,403
Planning	4,240	4,290	4,300	4,280	4,280	4,210	4,220	4,230	4,260	4,250	4,290
Diff	0	111	98	122	96	143	197	181	184	166	113
% Diff	0.0%	2.6%	2.3%	2.9%	2.2%	3.4%	4.7%	4.3%	4.3%	3.9%	2.6%