

Utah Schools for the Deaf and the Blind Strategic Facilities Plan

August 2025



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1. Mission, Vision, and Timeline

Mission

The mission of USDB is to educate students who are Deaf, Blind, or Deaf-Blind and to provide resources and enrichment activities for them and for their families so they can achieve their full academic, social, and career potential.

Vision

USDB leads the way as a national model in providing the most responsive, caring, and innovative approach possible to meet the educational needs of our students.

2. Background Information

Introduction

The Utah Schools for the Deaf and the Blind (USDB) has a rich heritage of providing educational services to the children of Utah who are deaf, blind, or deaf-blind. Specially trained staff members offer intensive services not available in the students' home community schools. Teachers are licensed and endorsed by the Utah State Board of Education. USDB is one of the few state programs in the country that provides students with comprehensive services and a full array of personalized educational settings with support for deaf or blind children from birth to age 22.

USDB was established in 1884 as a statewide educational agency tasked with providing programs and services for students who are deaf, hard of hearing, blind, low vision, or deaf-blind. Comprehensive services are offered at our USDB campus classrooms, through outreach services in school districts or charter schools, or in a home setting for infants and toddlers. Each child in the state can access the educational services they need wherever they are located.

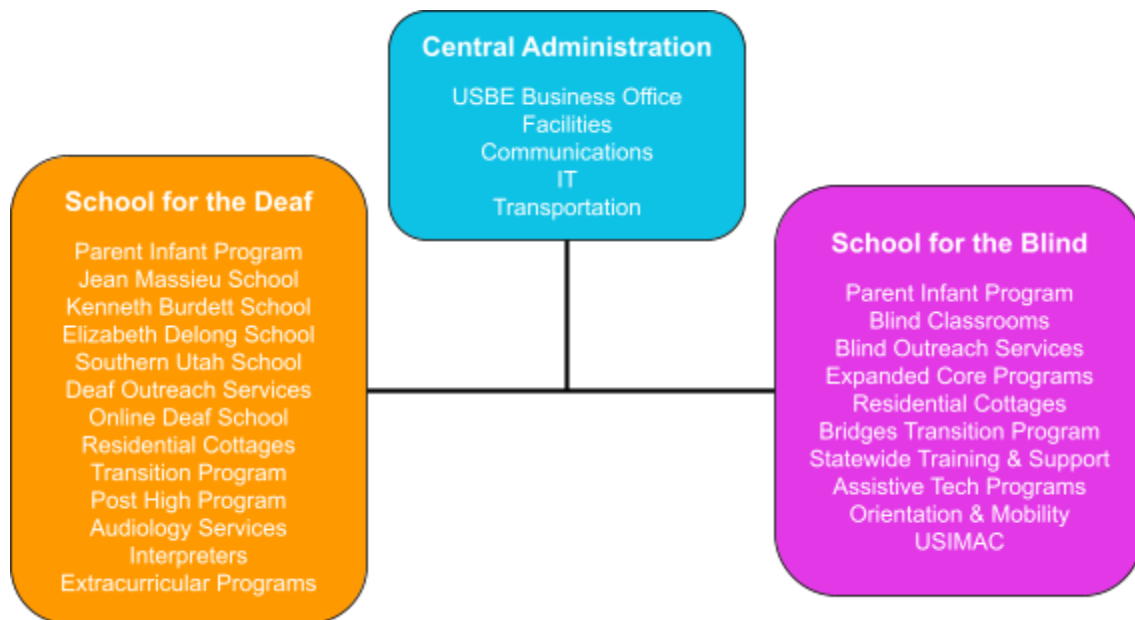
Plan Purpose

This strategic facilities plan provides an overview of the design objectives and methodical approach used by the USDB administration over the past decade to transform from an inadequate patchwork of substandard school facilities to more safe, sustainable, energy-efficient, and customized learning spaces for Utah children who are deaf, hard-of-hearing, blind, visually impaired, or deaf-blind. The plan includes vital information regarding the specialized facility elements required by USDB and clear explanations about how space needs are determined that significantly differ from traditional public school student calculations. The ongoing support of the public through direct appropriations from the Utah Legislature is critical in providing equitable and adequate buildings for deaf, blind, and deaf-blind students.

Code References

- [U.C.A. 53E-8](#): Utah state code establishing the Utah Schools of the Deaf and the Blind
- [R277-800](#): Utah State Board of Education administrative rule governing USDB

USDB Organizational Structure



3. Historical Overview

Ogden

The first building for USDB was established in 1884 and was located on the campus of the University of Deseret, now known as the University of Utah. The school was relocated to Ogden when Utah became a state in 1896, and the blind school was added. In 1993 the land and building were sold to Ogden School District, and the USDB campus was moved to its current location in Ogden.

Salt Lake

To accommodate the increasing number of deaf and hard-of-hearing students, extension classrooms were established in 1959 in the Salt Lake area. USDB operated these extension classrooms throughout the valley in various school buildings. Space in these environments was limited and often substandard, causing students to move annually as district-provided space availability changed from year to year. In 2002 the elementary deaf school programs were finally combined into one campus when USDB rented an old vacated school building located on Connor St. in Salt Lake City. In December 2005, USDB merged with the Jean Massieu School (previously a charter school) and moved into the old Libby Edwards building located at 1655 E 3300 S, Salt Lake City. This facility had been vacated by Granite School District and was used as an adult learning center until it was sold to USDB.

Springville

In 2019, USDB constructed a school building in Springville, Utah to serve the growing number of students in Utah County and surrounding areas.

4. Unique Facility Considerations

The Purpose of Schools for the Deaf: Why We Don't Mainstream All Deaf Students in Traditional Schools

The vast majority of students who are deaf or hard of hearing in Utah are placed with their non-disabled peers in their local Utah schools. However, the Individuals with Disabilities Education Act of 1975 (IDEA) requires a continuum of placement options for students with disabilities. One of those options is a “special school” that meets the legal requirements to serve students with sensory disabilities (deaf, hard-of-hearing, blind, low vision, and deaf-blind) who need more intensive services than their local school district can provide. Additionally, each student enrolled at USDB has to be referred from their home school district, so USDB is a supportive partner. Together, a team of specialized professionals creates an Individual Education Program (IEP) for each child that includes carefully considering the child's placement in the least restrictive environment (LRE) as required by federal law. The placement of deaf children in schools for the deaf is consistent with the legal requirements of the IDEA Sec. 300.114:

- (2) Each public agency must ensure that—
 - (i) To the maximum extent appropriate, children with disabilities, including children in public or private institutions or other care facilities, are educated with children who are nondisabled; and
 - (ii) Special classes, separate schooling, or other removal of children with disabilities from the regular educational environment occurs only if the nature or severity of the disability is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily.

Many people assume the LRE for kids with disabilities means placement in a local neighborhood school, but that is not always true. For many preschool and school-age children who need intensive services, especially deaf children who need to use American Sign Language (ASL), an IEP team will designate a USDB classroom as the most appropriate

placement option. Deaf students frequently have delays caused by language deprivation in the critical early years of brain development, so they must be educated in an environment where they can access direct communication through visual language with their specialized teachers, peers, and other service providers during the school day.

CEASD, which is the national association for deaf education leadership, has also created a [Position paper](#) on the need for a continuum of placements for deaf and hard-of-hearing students.

Why Can't USDB Use Space in Local School Districts Instead of Building Its Own Space?

Although school districts are encouraged to share space with USDB, priority is given to the district's needs; therefore, USDB is often left to accept less-than-desirable spaces that are inappropriate for the needs of the deaf and blind students. This makes space in local school district facilities unsustainable. These students should actually have very specialized space but are often given classrooms that are not ideal even for regular education students. Examples of this have included small office spaces, rooms near noisy areas (mechanics class), rooms without windows, or small areas on a stage or library.

Even with inadequate space, USDB is often asked to move frequently. USDB then negotiated to place portables on existing school grounds in the district. This gives USDB control of the classrooms but, students are still outside the main school. There are also complications when coordinating services in a district. All related services must come from a USDB campus provide the service since the district services are focused on their students.

With deaf and hard-of-hearing students, the neighborhood school is not necessarily the least restrictive environment. Students who are deaf often need more socioemotional support. Many deaf students struggle in mainstream environments because they cannot fully communicate with their peers. This inability to communicate can be compounded for a significant number of students who do not have access to communication at home. Research shows that up to 60

percent of families of deaf children do not use ASL at home. In these cases, a deaf school is often the only environment where students can fully interact with others. The inability to communicate can negatively affect a student's socio-emotional development. In addition to improved non-academic outcomes, USDB students also have better graduation rates than deaf students who attend mainstream high schools.

As part of the IEP process for deaf and hard-of-hearing students, it is critical that IEP teams "Consider the communication needs of the child, and in the case of a child who is deaf or hard of hearing, consider the child's language and communication needs, opportunities for direct communications with peers and professional personnel in the child's language and communication mode, academic level, and full range of needs, including opportunities for direct instruction in the child's language and communication mode" (Operating Standards for the Education of Children with Disabilities, 3301-51-07 (L)(1)(b)(iv)). To provide direct communication with teachers and peers, these students need a campus that creates an environment of teachers, staff, and peers that can communicate freely in American Sign Language.

With Such Low Student-Teacher Ratios, Why Does USDB Need Additional Space?

Students in special schools have intensive educational needs that require constant individual attention. Research suggests that deaf and hard-of-hearing students achieve significantly better outcomes with smaller student-teacher ratios and class sizes. Smaller class sizes also allow students utilizing assistive listening devices to be physically close to the teacher. Consequently, space needs are determined by student IEP requirements rather than the number of students in a room like in traditional school programs.

USDB's student-to-teacher ratio is about 1:4.5. Deaf schools located in surrounding states have student-teacher ratios ranging from 1:3 to 1:6, and special schools in Utah school districts are closer to 1:2 or 1:3. It is not unusual for special education class sizes to be significantly smaller than mainstream class sizes. Although fewer students are within each

grade level at USDB, the language abilities, academic levels, disabling conditions, and individualized goals can dramatically increase the services required for each student. In recent years, for example, the population of deaf students who were considered to have multiple disabilities has dramatically increased from three deaf students at JMS in 2014 to 30 deaf students with multiple disabilities in 2022 . This tenfold increase demonstrates a key challenge in USDB classrooms. Educating deaf students with additional disabilities requires more resources, directly affecting the need for additional learning spaces.

Will Student Growth Require Additional School Buildings for USDB Students in the Future?

The JMS Expansion on the Salt Lake Campus and the Building in St. George are the final buildings needed in the foreseeable future. Deaf and Blind student campus populations are not as large as in traditional public schools, but facilities are still required to provide a comprehensive school program. When the two proposed buildings are operational, the facility capacity will be sufficient to absorb additional students in future years because USDB campus student populations do not increase at the same rate as the general population.

Needs Analysis and Feasibility Studies

After years of difficulty accommodating secondary program needs on its Salt Lake campus and struggling to serve students in Washington County without permanent space, USDB requested funding from the Utah Legislature to adequately, equitably, and effectively serve its students. On its Salt Lake campus, the available space is already dedicated to critical learning needs, yet deaf high school students have no place for their robotics program which requires a permanent location for its arena. Currently, they use the stage performance area, which renders the theater unusable for most of the school year. Likewise, there is no high school level science room, no weight room for school athletes, and no dedicated art room compromising the use of different mediums. These basic facilities are standard for other schools, but the deaf students in the Salt Lake region lack similar access. In Washington County, deaf programs face constant displacement because they must borrow space, and frequently their classrooms are combined, moved, or eliminated. The proposed expansion in

Salt Lake and the new site in Washington County will provide the appropriate amount of dedicated classroom space and will resolve these inequitable situations.

Beginning in 2019, the USDB administration conducted a thorough internal review of existing space, student needs, and increasing service trends based on best practices and input from highly specialized professional educators of deaf and blind children. School leaders also inquired with leaders of other deaf and blind schools and personally visited campus programs in other states to obtain the best information and data available. Despite this tremendous effort, evaluating critical learning spaces is challenging, because USDB students have highly specialized needs, and its buildings differ significantly from traditional school programs. Customary formulas for high school building requirements based on large student populations do not apply.

Considering these many mitigating factors, the USDB legislative funding request and estimated design and construction costs were thoughtfully developed and carefully determined in collaboration with qualified industry experts. USDB relied upon key professionals and authoritative stakeholders throughout the process as outlined here:

- The Utah State Board of Education (USBE), as the school's governing body, approved the funding request for the JMS expansion site, the design, and a building in southern Utah.
- From the beginning of the process, DFCM assisted in the property acquisition for the JMS expansion project in Salt Lake County.
- DFCM contracted with competent architectural firms to provide space studies and preliminary cost estimates.
- The Utah Legislature appropriated the requested funds in 2022, subject to a thorough review.
- The Office of the Legislative Auditor General (OLAG) studied the USDB space needs for its programs in Salt Lake and Washington counties.
- Consistent with the audit recommendations, USDB developed a statewide strategic facilities plan to ensure it will meet the long-term needs of deaf and blind students in the state.

- The USBE authorized a special subcommittee to examine and oversee the proposed plan for building projects and processes.
- The Legislative Audit Committee and the Public Education Appropriations Subcommittee have received reports from the OLAG in public meetings.
- DFCM is conducting an independent review to develop its own statewide strategic facilities plan for USDB.

USDB welcomes additional feedback, external space studies, and feasibility work if needed.

USDB Stakeholders and Partnerships

Another factor to consider is the robust oversight and feedback USDB receives from uniquely qualified stakeholders and community members. In addition to direct oversight by the Utah Legislature and the Utah State Board of Education, which is the governing board, USDB has an engaged Advisory Council whose members are appointed by the Board. The Advisory Council consists of members like our students who are deaf, blind, and deaf-blind, and teachers and parents of USDB students. This collaborative dynamic provides excellent support and valuable insights into USDB programs. By design, these stakeholders have all been thoughtfully and deliberately engaged in developing the USDB facility construction projects. This inclusive approach significantly differs from the development of traditional school district facilities and programs.

Additionally, USDB enjoys close partnerships with the deaf and blind communities, including joint responsibility with the Utah State Office of Rehabilitation (USOR) to provide programming for young adults as they transition to adulthood. USDB also provides deaf and blind early intervention services for the Utah Department of Health and is the home to the Utah Instructional Materials Access Center (USIMAC), which provides braille and large print materials for all Utah students on behalf of the Utah State Board of Education. This strategic facilities plan considers all of the various needs of these stakeholders and strategic partners in every region throughout the entire state of Utah.

5. Assessment of Current Facilities



[Ogden Campus](#)

Location: 742 Harrison Blvd., Ogden, UT 84404

Erected:1993

Square Footage: 116,297

Programs: Kenneth Burdett School School of the Deaf (KBS), Bridges High School, Deaf and Blind Parent Infant Programs, Deaf-blind services, Utah State Instructional Materials Access Center (USIMAC)

Current Students on site: 102 *Numbers are approximate and change during the year

Current Staff that access the site: 345 *Numbers are approximate and change during the year

Current Condition: [Ogden Facility Condition Assessment](#)

The Ogden site was developed in 1992 as the headquarters for the Utah Schools for the Deaf and the Blind. The main west building and housing cottages were constructed in 1992 with subsequent wings added in 1994. Interior finish remodeling and cosmetic updates were made to the main building in 2018. An additional two-classroom modular building was moved to the Ogden campus in 2017 from Westmore Elementary in Orem, Utah at the request of Alpine School District.

The buildings consist of steel frame construction with masonry-bearing walls on concrete slabs with integral footings. In general, the structures appear to be sound, with no significant areas of settlement or structural-related deficiencies observed. The exterior envelope systems and components were observed to be performing adequately; however, the perimeter steel door frames and threshold were observed to be rusting. Finishes have been repaired or replaced as needed and are anticipated for lifecycle replacement based on useful life and normal wear.

The facility is a 4 pipe heating and cooling plant that consists of 2 boilers, 1 chiller, a cooling tower, and interior air handlers which feed above-ceiling variable air volume (VAV) terminal units throughout the facility as well as fan coil terminal units in the Deaf School. There have been frequent issues with the HVAC system, as most of the components in the system are original to the building and are past their useful life. The hydronic piping throughout the facility has been replaced Summer 2024 & 2025. One of the chillers has just been replaced and a new boiler has just been installed. The supplemental split system units in the main buildings appear to have been replaced in the last 1-6 years and are in good condition.

Domestic hot water is supplied by two natural gas water heaters which were replaced in 2017. Domestic supply and sanitary infrastructure are original to the building and are anticipated for lifecycle replacement.

In general, the site has been well maintained. Most of the site contains moderate to heavy landscaping, which is served by an in-ground irrigation system. The asphalt-paved parking areas and drive aisles are well maintained as a result of frequent sealing and striping.

Recent Projects: Main building cosmetic updates, Cottage remodels, New campus signage, Activity center, ECC Kitchen remodel, Boiler, cooling tower replacement, Cabinet refacing for Deaf and Blind Schools, Pool Equipment Replacement, Hallway intersection flooring replacement, Hydronic piping replacement, HVAC controls, Outdoor LED lighting.

Upcoming Projects: Exterior window replacement, Exterior cameras, Modular classroom roof replacement, Landscape maintenance improvements, Bathroom renovations.



[JMS Building - Salt Lake Campus](#)

Location: 1655 E. 3300 S, Millcreek, UT 84106

Erected: 1947

Square Footage: 42,500

Programs: Jean Massieu School (JMS), grades Pre-k through 12, post-high

Current Students: 146 *Numbers are approximate and change during the year

Current Staff that access the site: 297 *Numbers are approximate and change during the year

Current Condition: [JMS Condition Assessment](#)

This State of Utah building was constructed in 1947 and has been used by the Utah Schools for the Deaf and Blind since 2009. At that time, a widespread renovation occurred updating and modernizing most of the building.

The building consists of a portion of the footprint dug out as a basement with concrete walls, metal pillars, and a metal roof deck. In general, the structure appears to be sound, with no significant areas of settlement or structural-related deficiencies observed. The structure has been maintained and updated as needed.

Mechanical equipment mostly consists of rooftop units with supporting ductless split systems and furnace/heat pumps. Regular maintenance is performed, and the replacement of parts of systems is completed as needed. All rooftop units were installed in 2017 while the roof membrane was replaced.

Some electrical equipment, such as wiring and panels, are original to the building and are well maintained. Also, many have been replaced. Light fixtures and other components are replaced and updated, for better energy efficiency, when needed.

There is a generator on site that services the building when needed.

The building's main plumbing was completely replaced in the summer of 2022. Fixtures such as sinks, toilets, urinals, and drinking fountains are well-maintained and replaced when needed. The site has proper lighting and no major issues. Walkways, stairs/ramps, and parking lots have been maintained and replaced as needed.

Recent projects: Interior domestic hot/cold water line replacement: Summer 2022, Gym/Multipurpose remodel: Summer 2020 - Fall 2021, Sound dampening in front offices/audiology room, HVAC replaced, Auditorium remodel, Full roof replacement, Seismic upgrades, Kitchen dishwasher replacement.

Upcoming projects: Boiler replacement, exterior cameras, bathroom renovations



[Openshaw Education Center \(OEC\) - Salt Lake Campus](#)

Location: 1655 E. 3300 S., Salt Lake City, UT 84106

Erected: 2015

Square Footage: 48,688

Programs: Athletics, Performing Arts, Robotics, Administration, Itinerant services, Deaf pre-k, Blind pre-k, Deaf-blind classroom

Current Students on site: 75 *Numbers are approximate and change during the year

Current Staff that access the site: 297 *Numbers are approximate and change during the year

Current Condition: [DFCM Facility Condition Assessment](#)

No major renovations have been made to the building since its construction in 2015.

Residential property to the northwest corner of the facility has been procured and is slated for demolition and new construction within the upcoming year.

The Openshaw building consists of steel frame construction with masonry-bearing walls on concrete slabs with integral footings. In general, the structures appear to be sound, with no significant areas of settlement or structural-related deficiencies observed. The exterior envelope systems and components were observed to be performing adequately. Finishes have

been repaired or replaced as needed and are anticipated for lifecycle replacement based on useful life and normal wear.

The facility is heated and cooled by air handlers with integrated heating and cooling and ductless split systems. The electrical service components are original and anticipated for lifecycle replacement. The domestic hot water is generated by 2- 125 gallon water heaters. The supply and sanitary sewer infrastructure is original to construction and anticipated for lifecycle replacement.

Overall, the site has been well maintained. The site elevation is relatively flat with asphalt paved parking areas, drive aisles, and concrete walkways. Site lightings are pole-mounted LED and bollard. The irrigation system exists throughout the landscape areas.

Recent projects: Field sod replacement.

Upcoming Projects: Exterior security cameras will be installed.



Little House - Salt Lake Campus

Location: 1595 Woodland Ave SLC, UT

Erected: 1939

Square Footage: 2400

Programs: JMS Secondary classes

Current Students: 0

Current Staff: 0

Current Condition: This is a residential property adjacent to the northwest corner of the Salt Lake campus which was procured for future expansion with a legislative appropriation in 2020. The property includes a small home and a detached shed for storage. Due to the age of the property, USDB can not fully utilize the building. The dwelling is currently used for 2 temporary classrooms and no renovations have been made. The site also has mold and mildew concerns. Additionally, the basement is not ADA-accessible and has flooded repeatedly since USDB purchased the property.

Recent Projects: Mold and moisture mitigation

Upcoming projects: Demolition.



[Modular Classrooms - Millcreek Elementary School Campus](#)

Location: 3761 S. 1100 E, Millcreek, Utah

Erected: 2022

Square Footage: 2,870 ([Millcreek Modular Floor Plan](#))

Programs: Deaf elementary, Blind middle school

Current Students in the portable: 15 *Numbers are approximate and change during the year

Current Staff: 5 *Numbers are approximate and change during the year

Current Condition: This new portable classroom unit replaced an older modular unit on the campus of Millcreek Elementary School. The modular unit includes 4 classrooms, 1 office, 1 teacher workroom, 2 therapy rooms, and 3 bathrooms. Granite School District announced the closing of the Millcreek Elementary School in December 2022. The portable has been relocated to the Salt Lake Campus in 2023.

Recent projects: Relocation to the Salt Lake campus.



[Elizabeth DeLong School - Springville Campus](#)

Location: 1160 W 900 S, Springville, UT 84663

Erected: 2019

Square Footage: 30,390

Programs: Elizabeth DeLong School of the Deaf (EDS), Blind Preschool, Deaf PIP, and Blind PIP

Current Students on site: 58 *Numbers are approximate and change during the year

Current Staff that access the site: 150 *Numbers are approximate and change during the year

Current Condition: [EDS Condition Assessment](#)

This building consists of steel frame construction with masonry-bearing walls on concrete slabs with integral footings. The structures are sound, with no significant areas of settlement or structural-related deficiencies. The exterior envelope systems and components are performing adequately. Finishes will be repaired or replaced as needed and are anticipated for lifecycle replacement based on useful life and normal wear. The building was constructed in 2019 with no major renovations since its construction.

Recent Projects: Flagpole installation, entry blinds, entrance camera upgrade, Landscaping.

Upcoming Projects: Facility storage shed.



[Deaf Online and Outreach Modular - Springville Campus](#)

Location: 1160 W 900 S, Springville, UT 84663

Erected: 2009, renovated 2020

Square Footage: 4200

Programs: Deaf outreach division, Online Deaf School, Interpreters, Administration

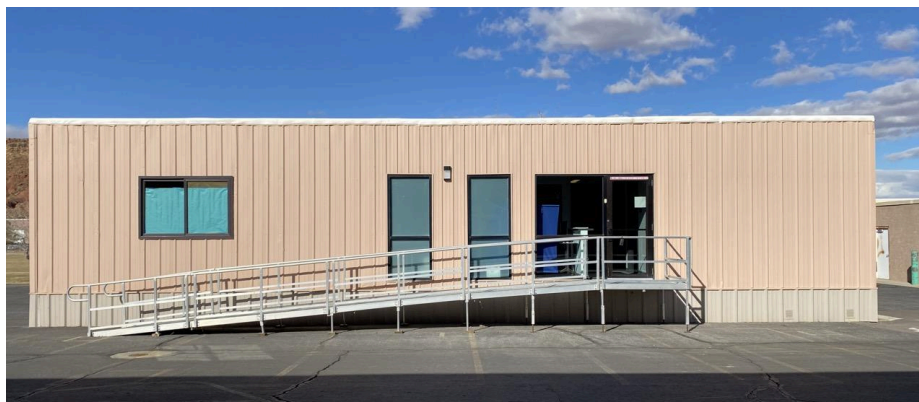
Current Staff: 8 *Numbers are approximate and change during the year

Current Condition:

This portable unit was originally placed in 2009 at Orem Elementary School, then relocated to the new Springville campus in 2019 and remodeled in 2020. It currently has 6 offices, 1 workroom, 1 large conference room, 1 small conference room, and 2 bathrooms. It serves as the interpreting, remote instruction, administration, and itinerant teacher space for the southern region and the online program for the Utah School for the Deaf.

Recent Projects: Remodeled in 2020

Upcoming projects: None



[Southern Utah School for the Deaf \(SUSD\) Modular](#)

Location: Bloomington Hills Elementary School, 919 E Brigham Rd, St. George, UT

Erected: 1993, relocated 2021

Square Footage: 3360

Programs: Deaf preschool, Deaf PIP

Current Students: 21 *Numbers are approximate and change during the year

Current Staff: 9 *Numbers are approximate and change during the year

Current Condition: Moved from Salt Lake County to St. George and fully remodeled in 2021. Originally constructed in 1994 for the Wasatch Youth Detention Facility in Salt Lake County, then acquired by USDB and relocated to St. George. During the relocation, the structures had shown significant damage that required remediation and a complete rebuild. DFCM has looked for design documents or other substantiating evidence showing the design or detailing of the Portables but has not been successful in locating information from the time of construction.

Recent projects: Complete rebuild, New ramp, and entrance awning

Upcoming projects: None

6. Space Study Key Recommendations

Legislative Audit Report

The Utah Legislature appropriated \$30M for new USDB facilities in Salt Lake and Washington counties, contingent upon the completion of a space study of USDB facilities by the Office of the Legislative Auditor General (OLAG) and additional engagement by the Utah State Board of Education. In April 2023, OLAG presented the report of its four-month space review to the Legislative Audit Subcommittee. The full report can be found here: [Performance Audit of Space Utilization by the Utah Schools for the Deaf and Blind](#). The key recommendations and findings for the two current building proposals are summarized below.

Plan Development

The first set of findings and recommendations centered around the refinement of an overarching facility plan, using accurate data and using the state Division of Facilities Construction and Management. Although the USDB administration has been working from a master plan outline, this strategic facilities plan document provides additional detail and a thorough needs analysis. In addition, USDB concurs with the recommendations to continue using accurate student count data and using DFCM for project management as it has all along. The text below is taken directly from the report:

“Finding 1.1: USDB has not engaged in sufficient planning.

“Recommendation 1.1: We recommend that the Utah Schools for the Deaf and Blind maintain a statewide facilities plan. Before any capital development request is made, the school should be able to demonstrate to the Legislature how the request can be reasonably supported by the plan.

“Recommendation 1.2: We recommend that the Utah Schools for the Deaf and Blind utilize data from the Utah State Board of Education as much as possible when conducting analysis.

“Recommendation 1.3: We recommend that the Legislature consider clarifying statute to require the Utah Schools for the Deaf and Blind be subject to the full Division of Facilities Construction and Management Process.”

JMS Expansion

The second set of findings and recommendations verified the need for the new space as requested by USDB on its Salt Lake campus, validated the planning already completed for that project, and recommends the release of appropriated funds for that purpose:

“Finding 2.1: USDB Salt Lake does not have adequate classroom space.

“Recommendation 2.1: We recommend that the Utah Schools for the Deaf and Blind prioritize classroom space over specialty space.

“Finding 2.2: Alternate Salt Lake space options are less than ideal.

“Recommendation 2.2: We recommend that the Legislature consider releasing the funds to build a new high school for the Utah Schools for the Deaf and Blind after additional planning has been completed.”

Southern Utah School

The third set of findings and recommendations suggest that USDB conduct additional analysis for its facility needs in southern Utah. Originally, USDB had partnered with the Washington County School District (WCSD) which offered to donate land for a new building that USDB would construct. Subsequently, two members of the State Board of Education suggested renovating a surplus building owned by WCSD instead, so USDB abandoned its preliminary plan for new construction and contracted a feasibility study for a scaled-down renovation of the surplus building instead. The OLAG report recommends reconsidering the abandonment of the original plan for new construction on the donated parcel to ensure sufficient long-term adequacy for USDB services in the southern Utah region.

“Finding 3.1: USDB’s altered St. George plan does not consider long-term needs.

“Recommendation 3.1: We recommend that the Legislature consider whether entities should be required to seek additional approval to make significant changes to a capital development project after it has been funded by the Legislature.

“Recommendation 3.2: We recommend that the Utah Schools for the Deaf and Blind work with Washington County School District to develop a long-term plan for students and facilities in the area.

“Recommendation 3.3: We recommend that the Utah Schools for the Deaf and Blind consider entering into a memorandum of agreement with the Washington County School District if it intends to rely on the district for significant classroom space.

“Finding 3.2: The original USDB Southern Proposal funded by the Legislature could be a better option.

“Recommendation 3.4: We recommend that if the Utah Schools for the Deaf and Blind intends to rely on the Washington County School District for significant classroom space, it should prepare and present a long-term plan for students as they age through the system.

“Finding 3.3: USDB must plan for enrollment growth.

“Recommendation 3.5: We recommend that the Utah Schools for the Deaf and Blind include enrollment projections in its planning for future space in the Washington County area.

“Recommendation 3.6: We recommend that the Legislature consider whether to fund permanent space for the Southern Utah School for the Deaf after the school provides additional analysis.”

USDB concurs with these recommendations and is prepared to re-evaluate its long-term needs in the Southern Utah area, to re-engage in planning and partnership discussions with WCSD, and to contract for an updated feasibility and programming study. The results of this work can be presented to the legislature so the remaining appropriation can be used for construction.

7. Building Proposals and Budget Information

JMS Expansion Building



Objective: Build a school to address the increasing needs of middle school and high school students in the Salt Lake area.

Space Needs: 8 classrooms, 13 specialty offices, 5 open spaces

Gross Square Feet: 18,300

Projected Enrollment: Approximately 60 secondary students and 20 staff

2021 Projected Costs: \$12,146,265

Projected Timeline: 3 years (1 year in design, 2 years in construction)

Other Options Considered

- Remodeling the current JMS facility.
 - Rejected due to cost and limited space.
- Retrofitting an abandoned former elementary school
 - Would not meet the needs of High School students and is more costly to retrofit than building a new, smaller facility.
 - Separated from the main USDB campus and disperses limited school resources for services to students.
- Partnering with Granite School District on its Skyline High School rebuild or Salt Lake School District on the proposed Highland High School rebuild
 - USDB would still be subject to movement and loss of space as the needs of the Granite student population change in that area.
 - Separated from the main USDB campus and disperses limited school resources for services to students.
 - The Skyline project is already under construction, time to include USDB has passed.

Rationale (from Legislative Space Utilization Report):

“Space in the Granite School District has been impermanent and varying. There are several alternatives to the proposal to build a new high school. However, these alternatives either rely on borrowed space that is subject to change, are cost-prohibitive or not currently feasible. While Granite district intends to continue to offer space to USDB when possible, it cannot guarantee permanent space. The option to retrofit a former mainstream school is likely cost-prohibitive given the size and design of mainstream schools compared to the needs of USDB. Finally, the possibility of building a dedicated USBE addition to a mainstream high school currently being rebuilt does not appear to be feasible at this time, given the current stage of each project.”

“If USDB were to rely on reallocating current space at the USDB Salt Lake campus to meet some of its needs, it would very likely need Granite School District to continue to provide space. Again, while Granite School District intends to provide space to USDB when feasible, it cannot guarantee permanent or consistent space, because the school board continues to evaluate the need for additional school closures. While declining enrollment in Granite School District offers opportunities for USDB classroom space, if the district continues to close schools, USDB’s space

within the district could be jeopardized. In the future, USDB must work closely with Granite School District to coordinate and plan for USDB students' needs.”

[Full space utilization report](#) is attached in Appendix A

[Full feasibility study](#) is attached in Appendix B

Project Budget

Capital Development Projects Capital Budget Estimate (CBE)

| | | | |
|---|----------------------|--|--------------------|
| Project Name: | | USDB SLC Campus | |
| Agency/Institution: | | Utah Schools for the Deaf and the Blind | |
| Project Manager: | | Brad DeMond | |
| Delivery Method: | | Development - Design Bid | |
| Cost Summary | | \$ Amount | Cost Per SF |
| | | | Notes |
| Facility Cost | \$ 9,549,842 | \$521.85 | |
| Utility Fee Cost | \$ 488,890 | \$26.72 | |
| Additional Construction Cost | \$ - | \$0.00 | |
| Site Cost | \$ 27,466 | \$1.50 | |
| High Performance Building | \$ 150,993 | \$8.25 | |
| Total Construction Cost | \$ 10,217,192 | \$558.32 | |
| Soft Costs: | | | |
| Hazardous Materials | \$ 32,400 | | |
| Pre-Design/Planning | \$ 114,955 | | |
| Design | \$ 968,767 | | |
| Property Acquisition | \$ - | | |
| Furnishings & Equipment | \$ 192,150 | | |
| Information Technology: | \$ 91,500 | | |
| Utah Art (1% of Construction Budget) | \$ 102,172 | | |
| Testing & Inspection | \$ 102,172 | | |
| Contingency 4.50% | \$ 459,774 | | |
| Moving/Occupancy | \$ - | | |
| Builder's Risk Insurance (0.15% of Construction Budget) | \$ 15,326 | | |
| Legal Services (0.05% of Construction Budget) | \$ 5,109 | | |
| DFCM Management | \$ - | | |
| User Fees | \$ - | | |
| High Performance Building Standard (HPBS) | \$ 107,281 | | |
| Other Costs | \$ 17,369 | | |
| Total Soft Costs | \$ 2,208,973 | \$120.71 | |
| TOTAL PROJECT COST | | \$ 12,426,165 | \$679.03 |
| Previous Funding | \$ - | | State and Agency |
| Other Funding Sources (Identify in note) | \$ - | | |
| REQUEST FOR STATE FUNDING | | \$ 12,426,165 | |
| Project Information | | | |
| Gross Square Feet | 18,300 | Base Cost Date | 20-Dec-21 |
| Net Square Feet | | Estimated Bid Date | 15-Mar-23 |
| Net/Gross Ratio | 0% | Est. Completion Date | 15-Mar-24 |
| | | Last Modified Date | 20-Dec-21 |
| | | Print Date | 5/26/2023 |

DFCM FORM DATED:12-Feb-18

Southern Utah School Building

Background: USDB has been serving the southern region of the state without its own facilities for over a decade by borrowing space from different schools which requires frequent re-location, sometimes mid-year. As Washington County continues to grow and develop, finding adequate space becomes increasingly difficult and students and staff members face challenges that arise from not having consistent learning environments. USDB concurs with the recent legislative [space utilization report](#) (attached in Appendix A) which acknowledged the need for USDB to have permanent space for its programs and also recommended developing a long-term plan in partnership with Washington County School District (WCSD) prior to starting the design process.

USDB originally approached WCSD in 2021 to explore the possibility of partnering to provide a permanent home for its southern Utah school. This original vision was intended to provide 10-12 classrooms and other related, specialized spaces. The district was very supportive and offered to donate an ideally located parcel adjacent to its Bloomington Hills elementary school, a junior high, and a high school. USDB and DFCM pursued this opportunity by contracting for preliminary space study work and developing a CBE. No other space for a single USDB school facility is available in WCSD or in other state properties in the area.

USDB and DFCM would like to study the development of this facility as part of a collaborative long-term plan with WCSD as recommended by the legislative [space utilization report](#). The following information is the preliminary information from early feasibility discussions and is not an official recommendation. It is included for context only and may be a starting place for future studies conducted by USDB and DFCM:

Donated School Site



Objectives: Provide a long-term solution to current and future needs of USDB programs for children who are deaf, blind, or deaf-blind in Washington and Iron Counties.

Space Needs: 10-12 classrooms, office space, audiology area, 2 conference rooms, teacher workroom, flexible spaces, playground, parking, and drop-off areas.

Gross Square Feet: 22,435

Projected Enrollment: 45-50 Students

2021 Projected Costs: \$15,129,061

Projected Timeline: 2.5 years (10-12 month design, 18-month construction)

Rationale: This option is ideally located on a district-owned site situated adjacent to district preschool, elementary, junior high, and high school buildings. It includes classrooms for early childhood intervention programs (ages 0-3), Preschool classes (ages 3-5), and grades K-12. Instead of providing the minimum required space for the immediate needs of preschool programs only, this option enables USDB students of all ages to have an optimal learning environment well beyond the foreseeable future.

DFCM Project Budget

Capital Development Projects Capital Budget Estimate (CBE)

| | | | |
|---|----------------------|--|--------------------|
| Project Name: | | USDB Washington County Campus | |
| Agency/Institution: | | Utah Schools for the Deaf and the Blind | |
| Project Manager: | | Brad DeMond | |
| Delivery Method: | | Development - Design Bid | |
| Cost Summary | | \$ Amount | Cost Per SF |
| | | | Notes |
| Facility Cost | \$ 11,707,689 | \$521.85 | |
| Utility Fee Cost | \$ 604,247 | \$26.93 | |
| Additional Construction Cost | \$ - | \$0.00 | |
| Site Cost | \$ - | \$0.00 | |
| High Performance Building | \$ 184,679 | \$8.23 | |
| Total Construction Cost | \$ 12,496,615 | \$557.01 | |
| Soft Costs: | | | |
| Hazardous Materials | \$ - | | |
| Pre-Design/Planning | \$ 151,470 | | |
| Design | \$ 1,103,509 | | |
| Property Acquisition | \$ - | | |
| Furnishings & Equipment | \$ 235,568 | | |
| Information Technology: | \$ 112,175 | | |
| Utah Art (1% of Construction Budget) | \$ 124,966 | | |
| Testing & Inspection | \$ 149,959 | | |
| Contingency 4.50% | \$ 562,348 | | |
| Moving/Occupancy | \$ - | | |
| Builder's Risk Insurance (0.15% of Construction Budget) | \$ 18,745 | | |
| Legal Services (0.05% of Construction Budget) | \$ 6,248 | | |
| DFCM Management | \$ 15,000 | | |
| User Fees | \$ - | | |
| High Performance Building Standard (HPBS) | \$ 131,214 | | |
| Other Costs | \$ 21,244 | | |
| Total Soft Costs | \$ 2,632,446 | \$117.34 | |
| TOTAL PROJECT COST | | \$ 15,129,061 | \$674.35 |
| Previous Funding | \$ - | State and Agency | |
| Other Funding Sources (Identify in note) | \$ - | | |
| REQUEST FOR STATE FUNDING | | \$ 15,129,061 | |
| Project Information | | | |
| Gross Square Feet | 22,435 | Base Cost Date | 20-Dec-21 |
| Net Square Feet | | Estimated Bid Date | 15-Mar-23 |
| Net/Gross Ratio | 0% | Est. Completion Date | 15-Mar-24 |
| | | Last Modified Date | 20-Dec-21 |
| | | Print Date | 5/26/2023 |

DFCM FORM DATED:12-Feb-18

8. Strategic Plan Implementation

JMS Expansion - Salt Lake Campus

Planning and design will likely require up to ten months prior to construction, which may take up to 18 months. USDB and DFCM can proceed with the RFP process immediately, subject to legislative authorization to use the funds appropriated to USDB in 2022. This project is currently on hold.

Southern Utah School - Washington County

A new feasibility study and preliminary planning work for a new facility in Washington County could be finished sometime in the Fall of 2023 or the beginning of 2024. After a 2-3 month contractor selection process, it is estimated this building can be designed in approximately 10 months and constructed in less than 18 months due to the climate in the St. George area that is conducive to year-round construction. This project is currently on hold.

| Project Phases | JMS Expansion | Southern Utah School |
|----------------------------------|-------------------|----------------------|
| Feasibility Study and Pre-design | Already completed | Spring - Fall 2024 |
| Contractor Selection | TBD | TBD |
| Planning and Design | TBD | TBD |
| Construction | TBD | TBD |
| Occupancy | TBD | TBD |

Differentiated Duties

Utah State Board of Education

- Develops the USDB strategic facilities plan in conjunction with the USDB administration and DFCM
- Provides mission oversight and governance for USDB

Utah Legislature

- Authorizes the use of funds appropriated in 2022 for the construction of USDB facilities.

USDB

- Provides input on student, staff, and design needs
- Provides ongoing operation and maintenance of statewide facilities

DFCM

- RFP process
- Contractor selection
- Project management
- Provides ongoing project management services for major capital projects

Short Term Goals

2025

- USDB continues to operate and maintain all facilities statewide

Medium Range Goals

2026-2027

- USDB will work closely with USBE and DFCM to maintain current infrastructure
- Obtain authorization to use appropriated funds for new building projects

Long Range Goals

2027-2035

- USDB continues to operate and maintain all facilities statewide
- USDB works closely with USBE & DFCM to monitor the potential need for the replacement of the JMS main building
- USDB begins preliminary feasibility work in anticipation of JMS main building end-of-useful-life

9. Future Project: JMS Main Building Replacement

Background Information

The JMS Building located at 1655 E. 3300 S. in Salt Lake City was built 75 years ago. According to the DFCM [Facility Condition Assessment](#) (FCA), the building will likely reach the end of its useful or serviceable life within ten years. No budget information is available this far in advance, but it is important to acknowledge this project as a planning need within the next ten years.

Facility Condition Assessment Highlights

Facility Condition Index (FCI)

One of the major goals of the FCA is to calculate each building's Facility Condition Index (FCI), which provides a theoretical objective indication of a building's overall condition. By definition, the FCI is defined as the ratio of the cost of current needs divided by current replacement value (CRV) of the facility. The chart below presents the industry standard ranges and cut-off points.

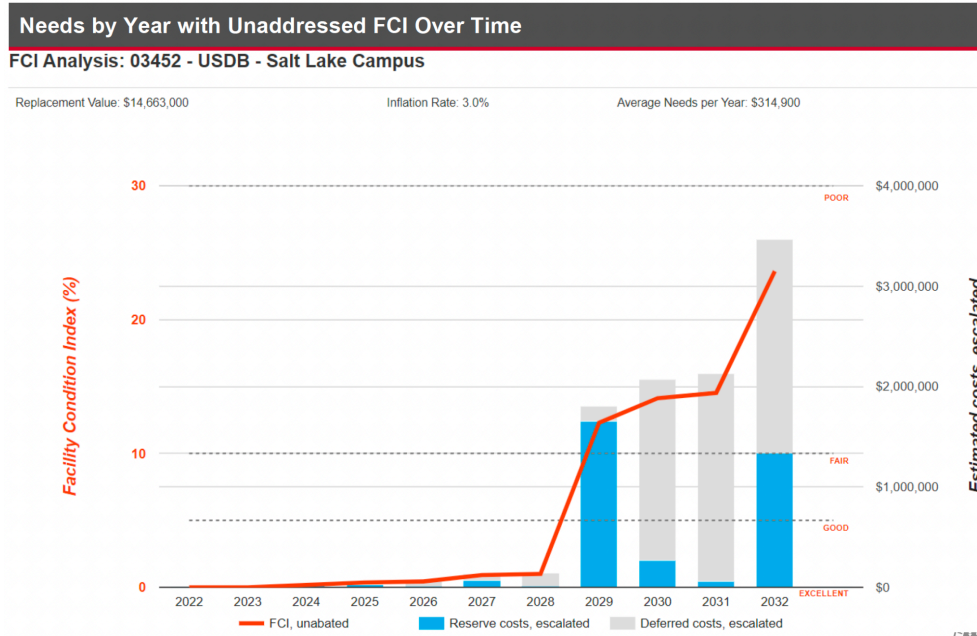
| FCI Ranges and Description | |
|----------------------------|---|
| 0 – 5% | In new or well-maintained condition, with little or no visual evidence of wear or deficiencies. |
| 5 – 10% | Subjected to wear but is still in a serviceable and functioning condition. |
| 10 – 30% | Subjected to hard or long-term wear. Nearing the end of its useful or serviceable life. |
| 30% and above | Has reached the end of its useful or serviceable life. Renewal is now necessary. |

The deficiencies and lifecycle needs identified in this assessment provide the basis for a portfolio-wide capital improvement funding strategy. In addition to the current FCI, extended FCI's have been developed to provide owners the intelligence needed to plan and budget for the "keep-up costs" for their facilities. As such the 3-year, 5-year, and 10-year FCI's are calculated by dividing the anticipated needs of those respective time periods by current replacement value. As a final point, the FCI's ultimately provide more value when used to

relatively compare facilities across a portfolio instead of being over-analyzed and scrutinized as stand-alone values. The table below summarizes the individual findings for this FCA:

| FCI Analysis 03452 - USDB - Salt Lake Campus(2009) | | |
|--|-------------------------|-------------------|
| Replacement Value \$ 14,662,500 | Total SF 42,500 | Cost/SF \$ 345 |
| | Est Reserve Cost | FCI |
| Current | \$ 0 | 0.0 % |
| 3-Year | \$ 52,900 | 0.4 % |
| 5-Year | \$ 134,200 | 0.9 % |
| 10-Year | \$ 3,463,200 | 23.6 % |

The orange line in the graph below forecasts what would happen to the FCI (left Y axis) over time, assuming zero capital expenditures. The capital expenditures allocated for each year (blue bars) are associated with the dollar amounts along the right Y axis.



Appendix A

[Insert [Performance Audit of USDB Space Utilization](#) here]

[Position Paper by CEASD](#) about the need for a continuum of placements for deaf and hard of hearing students.

[Optimizing Outcomes for Students who are Deaf and Hard of Hearing](#) - National Association of State Directors of Special Education

Appendix B

[Insert [JMS Expansion Program Book](#) here]

Appendix C

[Insert [St. George Preschool Feasibility Study](#) here]

Appendix D

[Insert [DFCM Facility Condition Assessment](#) report here]