

School Board Briefing

DATE: October 21, 2015

FROM: John Rogers Elementary community members, including John Rogers Elementary BLT, administrative leadership, and PTA and community leaders (see undersigned)

I. TITLE

Amendment to Postpone Growth Boundaries Actions Currently Planned for the John Rogers Elementary Attendance Area in 2017.

For Introduction:

For action:

II. WHY BOARD ACTION IS NECESSARY

Board action is crucial **now** to correct future inequities and socioeconomic imbalances in the John Rogers Elementary attendance area for the 2017-2018 school year and beyond. Board action **now** will provide continuity and certainty of assignment for underrepresented families living in the Lake City Hub Urban Village, an extremely high-poverty area of Lake City, allowing those families to plan on continued inclusion in the John Rogers Elementary School community, providing consistency and predictability for families already experiencing higher stress and transition. Board action **now** will ensure that yellow bus transportation is maintained for high-risk students who would otherwise have to cross dangerous arterial roadways to and from school at Cedar Park Elementary. Board action **now** will serve the Board's stated goal of reducing opportunity gaps and providing high quality, equitable services to all students.

III. FISCAL IMPACT / REVENUE SOURCE

This John Rogers Elementary School-proposed amendment to the staff-generated Growth Boundaries Plan (2013) has minimal, if any, fiscal impact regarding transportation, relative to the current transportation budget, in that it requires the maintenance of existing yellow bus routes, serving Lake City Court and surrounding Lake City Hub Urban Village multi-family housing. In the event that a building replacement project for John Rogers Elementary School is approved, passage of this amendment may necessitate the purchase of portable classrooms for John Rogers to be utilized until an appropriate interim site is identified. The BTAIV levy would be a suitable revenue source for portable classroom purchases. An expedient replacement and expansion of the John Rogers Elementary School facility, funded through either the BTAIV or BEXV levies, would be fiscally-beneficial, in that it would negate the need for addressing nearly \$9M deferred building maintenance costs which have been identified for the existing John Rogers Elementary School facility, including the replacement of multiple building systems that have reached or exceeded their functional lifetimes.

IV. **POLICY IMPLICATION**

While Policy 3130 governs School Assignment and Enrollment, Board action is also appropriate under Policy 0030, Ensuring Educational and Racial Equity, which calls upon the District to “[e]liminate ... disproportionality in all aspects of education and its administration” and “provide every student with equitable access to a high quality curriculum, support, facilities and other educational resources, even when this means differentiating resource allocation.” Policy 0030 requires the District to use an equity analysis tool to ensure that administrative actions do not create adverse impacts to historically-underrepresented groups. Application of Policy 0030 in this case results in a clear imperative: Postpone the staff-proposed revisions to the John Rogers Elementary School attendance area and subsequent changes in student assignment, to allow for: adequate time to re-evaluate the capacity management needs of the John Rogers and neighboring elementary schools, adequate time for enrollment planners to devise minimally-disruptive enrollment strategies, adequate time for the planning of a John Rogers building replacement and expansion, and time for ample community engagement pertaining to boundary and assignment changes; with the goal of more equitable distribution of students living in poverty and immigrant families living in the Lake City area; thus providing a consistent, predictable, and equitable educational path for families already highly-impacted by poverty and historic barriers to success.

V. **RECOMMENDED MOTION**

I move to amend the staff-generated Growth Boundary plan as follows:

I move that the boundary adjustments and assignment changes for planned for John Rogers Elementary for 2017-18 be postponed until regional capacity management strategies have been re-evaluated, and the fate of the BTAIV-nominated John Rogers Elementary School facility replacement and expansion has been determined.

VI. **BOARD COMMITTEE RECOMMENDATION**

Seattle Public Schools enrollment planning staff generated a Growth Boundaries Plan that does not address the inequities associated with the Cedar Park Elementary School boundaries, despite significant notice of the issues described herein. Contrary to Policy 0030, the staff plan fails to adequately consider inequitable adverse impacts on highly-vulnerable children and families in living in the Lake City Hub Urban Village, most of whom receive free or reduced-priced lunch and a significant majority of whom are English language learners. In addition, the staff-generated plan also fails to address area demographic needs at any school in the surrounding area (i.e. Olympic Hills, Cedar Park, and John Rogers), and the staff plan does not take into account data from recently-released 5-year enrollment projections, nor does it take into consideration capital planning regarding the replacement and expansion of the John Rogers Elementary School building.

VII. BACKGROUND INFORMATION

John Rogers Elementary Building Condition and Future Plans for Replacement/Expansion

The John Rogers building ranks as one of the District's worst, in terms of building condition, and during the recent BTAIV planning, it was rated in the top five of SPS buildings needing major modernization or replacement. The John Rogers building was nominated, but unfortunately not selected, for inclusion in both the BEXIII and BEXIV levy packages. The John Rogers building was also nominated for BTAIV, for a complete building replacement. Although it was not included in the recently-proposed recommended project list for BTAIV, John Rogers was recommended to be considered as a future BEXV-funded project, and re-built to a capacity of 600 students, approximately twice the capacity of the current building. At a recent BTAIV Community Meeting, held September 29th at Roosevelt High School, several members of the John Rogers community were given verbal assurance by SPS facilities planning staff that the replacement of the John Rogers building would be a priority for BEXV. If this is the case, due to its poor condition, with multiple building systems at or exceeding their functional life-spans, it is entirely-possible that the John Rogers building will be slated for demolition and construction by as early as 2020.

John Rogers Boundaries, Enrollment Planning and Capacity Management

Prior to 2010, John Rogers' boundaries extended to the Seattle-Shoreline border at NE 145th Street. With the implementation of the NSAP (2010), the John Rogers attendance area was reduced significantly, and its northern boundary was moved south, to NE 135th Street. The SPS staff-generated boundary between John Rogers and Cedar Park, to be implemented in 2017, is drawn even farther south, at NE 120th Street, within 10 blocks of John Rogers Elementary School. The 2017 boundaries were drawn with a targeted enrollment for Cedar Park and John Rogers of 400 and 300 students, respectively (Growth Boundaries Plan, 2013). See the Appendix for current and future John Rogers and Cedar Park attendance area maps.

The Growth Boundaries Plan enrollment targets for John Rogers Elementary School (300 students) and Cedar Park Elementary School (400 students) do not make sense when taken into context the size of the buildings, and how they are configured. The John Rogers building (37,814 sq ft) is larger than the Cedar Park building (33,037 sq ft) (Facilities Condition Assessment Report, 2014). John Rogers currently houses about 390 students, utilizing five portable classrooms, and the interior of the building is configured to allow for a dedicated library space. In comparison, the Cedar Park building, while serving as the interim site for Olympic Hills Elementary, currently houses only 300 students, while fully-utilizing eight portable classrooms, with a single classroom as a temporary library space.

According to the recently-published SPS 5-year enrollment projections, Cedar Park will open with 356 students in 2017, with enrollment climbing to 374 students by the 2019-20 school year (SPS 5-year Projections, October 2015). These projections do not take Special Education capacity needs into account, and it is unknown whether or not these projections take into account space need for ELL and other support services, space intended for early childhood education, or dedicated space for before/after school care. Landmark restrictions prohibit substantial

modifications and expansions of the Cedar Park building, and City lot coverage codes restrict the placement of additional portables at the Cedar Park site. Therefore, it is highly-likely that the boundaries approved for Cedar Park will yield an overcrowded school on opening day, and it will be a critically-overcrowded school by year three.

With the release of the updated 5-year enrollment projections, it has been revealed that the opening of Cedar Park Elementary School in 2017 will be implemented through the highly-disruptive “geo-split,” with students from both John Rogers and Olympic Hills elementary schools reassigned to Cedar Park Elementary School.

A geo-split, in which students are pulled at all grade levels from existing schools, based upon where they live, was recently-employed for the opening of Jane Addams Middle School. While geo-splits provide a robust building budget, which may be desirable for large, comprehensive secondary schools, geo-splits have not been shown to be an appropriate method for opening a new elementary school. All recently-opened elementary schools in SPS have used the less-disruptive “roll-up” method of implementation (i.e. Sand Point ES, Viewlands ES, McDonald ES, and Rainier View ES).

Enrollment at John Rogers is projected to drop from 420 students in 2016-17 to 274 students in 2017-18, with a further enrollment decrease to 266 students by 2019-20. This precipitous drop in enrollment will devastate services and supports that have been painstakingly put in place for high-risk students at John Rogers. The planned geo-split mode of student assignment to Cedar Park Elementary will impact families who enrolled their children in kindergarten at either John Rogers, or Olympic Hills elementary schools in 2012, and all subsequent years. There was no mention of a Cedar Park geo-split when Growth Boundaries was approved in 2013. There has been no community engagement pertaining to the geo-split assignment of students to Cedar Park Elementary School. Most of the affected families at John Rogers are unaware that they will lose their John Rogers assignment in 2017. In addition, the plan to dramatically-reduce enrollment at John Rogers in 2017 is not consistent with facilities management plans to replace and expand the John Rogers building by the next BEX levy cycle, which will go before voters in early 2019.

Demographics – ELL Students and Students Living in Poverty

In 2013-14, John Rogers Elementary initiated the procurement of ELL support for its students, after an in-house identification process showed a significant number of students in need of such support. Since then, John Rogers has developed a strong ELL program and supports for at-risk students. As of May 2015, 41.4% of John Rogers’ students qualify for FRL (source: OSPI). October 1, 2015 headcounts show 67 ELL students (17.2% ELL) at John Rogers, an increase of 19 students over last year.

As shown by ELL Heat Maps, the vast majority of K-5 students qualifying for ELL services at John Rogers live north of NE 120th Street, the approved southern boundary for Cedar Park Elementary. If FRL Heat Maps were available, they would likely mirror the ELL maps. If assigned to Cedar Park Elementary, these children will be expected to cross 35th Ave NE and/or NE 125th Street, dangerous arterial roadways with inadequate signalized intersections, on foot.

Currently, these students either live within the much safer John Rogers walk zone, or receive yellow bus transportation to John Rogers Elementary School.

Of particular concern are families living in and near Lake City Court, an 86-unit Seattle Housing Authority development for low and very-low income families, and families living in other multi-family housing in the Lake City Hub Urban Village. Many of these families immigrated to the United States from other countries, and they have been well-supported at John Rogers, through ELL services, as well as through District programs, such as FEAT, and community/PTA-supported programs, such as the Hunger Intervention Program. It will be highly-disruptive for these families to be torn from their support base, only to have to re-establish necessary supports and services at Cedar Park Elementary School. Such disruption will likely impede the academic progress of a particularly high-risk group of children, which is not consistent with the Board's mission to close the Opportunity Gap.

Growth Boundaries Plan assignment changes planned for North Seattle in 2017 will yield 21 independent areas of boundary changes which will reassign portions of the attendance areas of 16 elementary schools, and will impact hundreds of families, including those living within the John Rogers Elementary School attendance area. Schools serving the primarily low-income families of the Lake City region of NE Seattle will be most-severely impacted by these large-scale boundary changes and highly-disruptive choice of assignment plan. Currently, students living in the greater Lake City area who qualify for FRL and ELL services are distributed between John Rogers, Olympic Hills, Sacajawea, and Olympic View elementary schools. Boundary changes approved for 2017, which were drawn in order to accommodate both the expansion of the Olympic Hills Elementary School building and the re-opening of Cedar Park as an attendance area elementary school, will result in the concentration of high-poverty and ELL students at just two campuses, Cedar Park Elementary School and Olympic Hills Elementary School.

This segregation of high-needs children who qualify for FRL and ELL services may constitute grounds for Disparate Impact.

The Growth Boundaries Plan will greatly-reduce John Rogers Elementary School's socioeconomic diversity. The identification of ELL-qualified students at John Rogers was in its formative stages when the Growth Boundaries Plan was approved by the School Board, in November 2013, and, as such, the socioeconomic impact of the Growth Boundaries Plan may not have been completely apparent at the time of its inception. It was our reasonable expectation, after significant advocacy, that John Rogers Elementary boundaries for 2017-2018 would be addressed in this year's iteration, in order to provide certainty and predictability for our families most impacted by poverty and barriers to success. The Growth Boundaries Plan, as written, will dramatically-reduce the enrollment of a John Rogers Elementary School a few years prior to it potentially being housed in a much larger facility. Any revisions of John Rogers' boundaries should be postponed until BEXV planning has been completed. A postponement of the boundary changes planned for John Rogers Elementary School will help to lessen the region-wide disruption of high-risk students and their families living who live in the Lake City area.

VIII. **STATEMENT OF ISSUE**

Whether or not to approve the Growth Boundaries Plan with an amendment postponing the John Rogers Elementary boundary changes; to allow for a re-evaluation of the capacity management plan for the elementary schools in NE Seattle, primarily those in the Jane Addams Middle School Service Area, to allow for coordination between boundaries planning and future plans to replace and expand the John Rogers Elementary School facility, and to allow for ample community engagement regarding boundary and assignment changes.

IX. **ALTERNATIVES**

The alternative to these amendments are an inequitable and disproportionate assignment plan with the opening of Cedar Park Elementary in 2017 as a new attendance-area school via a “geo-split” from John Rogers and Olympic Hills elementary schools, which will result in significant adverse impacts to underrepresented student populations, as well as over-enrollment at Cedar Park, and under-enrollment at John Rogers, which is slated to receive a building replacement and expansion. Keeping the Growth Boundaries Plan as currently written is not recommended, since this status quo continues and exacerbates inequities in violation of Board policies and best practices.

X. **RESEARCH AND DATA SOURCES / BENCHMARKS**

Appendices are attached to this document.

XI. **TIMELINE FOR IMPLEMENTATION / COMMUNITY ENGAGEMENT**

Upon approval of this amended motion, the Growth Boundaries Plan will be amended as to the John Rogers Elementary Attendance Area, postponing the implementation of new attendance area boundaries for John Rogers Elementary, as well as the postponement of the reassignment of John Rogers’ students. The current John Rogers boundaries will be maintained, as is, until regional capacity management plans are re-evaluated and the fate of the BTAIV-nominated John Rogers building replacement is known, presumably after BEXV planning is complete. Community engagement pertaining to any necessary boundary and/or assignment plan changes could be done concurrent with that of BEXV planning, in 2018.

XII. **ATTACHMENTS**

Please see Appendix A – Relevant Maps, and Appendix B – Relevant Documents

Respectfully Submitted,

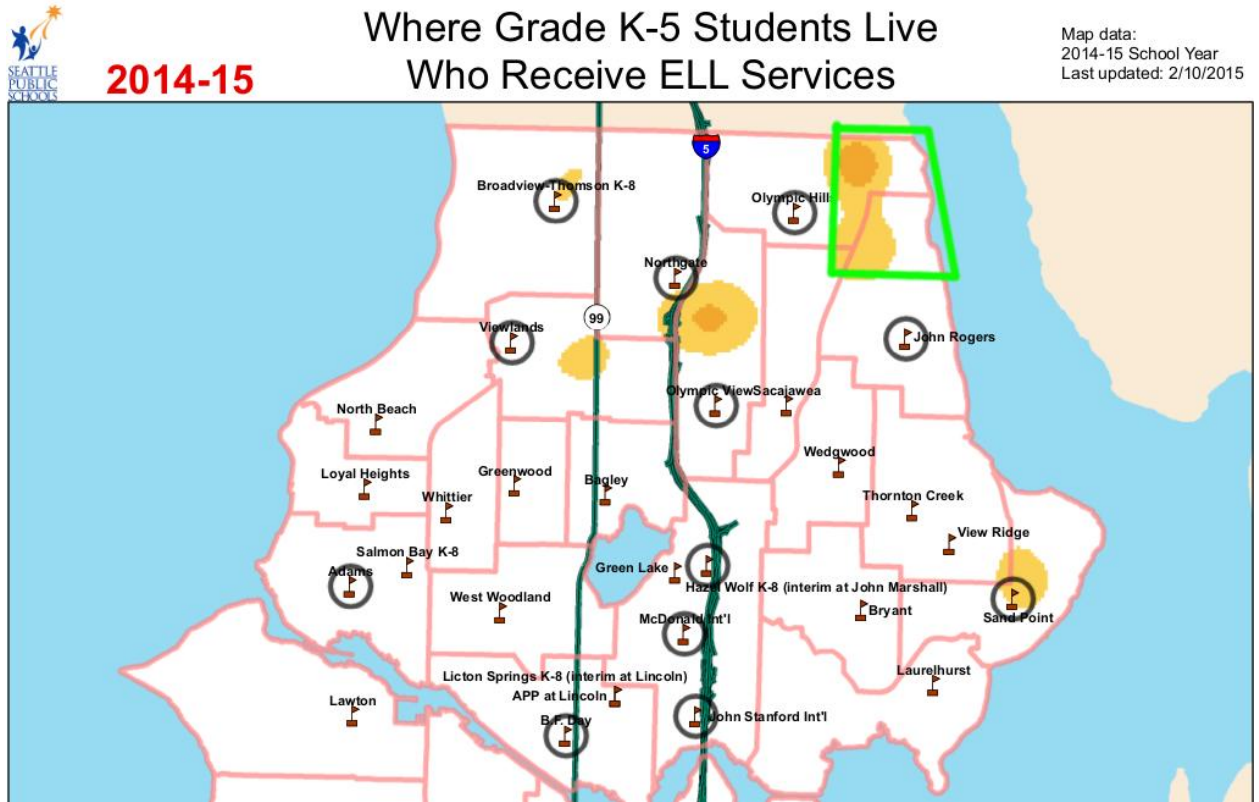
John Rogers Elementary School Building Leadership Team, PTA and Community Members

<u>Date</u>	<u>Print Name</u>	<u>Signature</u>	<u>Position</u>
10-21-15	Stephanie Paoline Hamnerford		BLT Member
10-21-15	Gwendolyn Reilly		BLT Member
10-21-15	Sara Mirabueno		BLT Member
10/21/15	AGAM LUNDBERG		Parent
10/21/15	Paula Messinger		Parent
10/21/15	Phan A. Reilly		parent
10/22/15	Beth Sharlin		Parent/PTA ^{Board} Member
10/21/15	Kerri Brown-Walster		PTA member
10/21/15	Linda Burke		PTA member
10-21-15	Allison Van Doren		BLT Member
10/21/15	CANDIE HOLSAPPLE		PTA MEMBER
10/21/15	SCOTT HOLSAPPLE		PTA MEMBER
10/21/15	Nancy Fisher-Alton		BLT Member
10/21/15	Gigi Montgomery		parent
10/21/15	Julie Engel		parent
10/21/15	Elizabeth Boderstener		BLT Member
10/21/15	Rebecca Reid		PTA Member
10/21/15	Valee McGregor		BLT Member
10/21/15	SATOMI MANABE		BLT Member
10/21/15	Kim McConick		Former BLT; PTA Board
10/21/15	Alisha Quinones		(Parent) Playground Supervisor
10/21/15	Dana Keene		ECM Assistant
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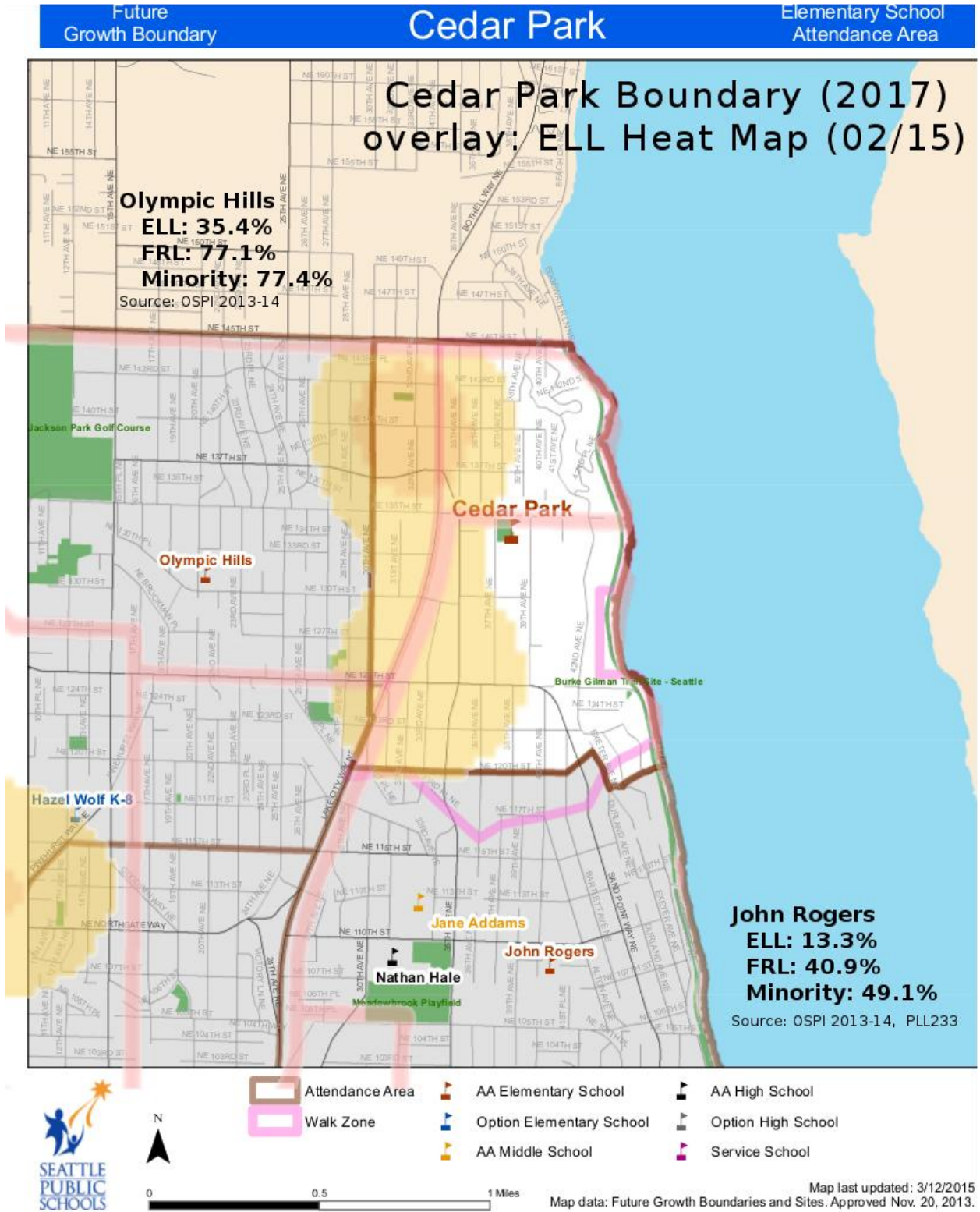
Appendix A – Relevant Maps

- Cedar Park Elementary School Attendance Area – Overlay on North Seattle ELL Heat Map (2014-15)

The **green line** represents the location of the Cedar Park Attendance Area.



- Overlay – Cedar Park Attendance Area and ELL-qualified Students, K-5 (2014-15)



The names on this map are not intended to reflect the official name of any school building. They are instead intended to ensure better public understanding based upon familiar reference, particularly in situations where program and school building names differ. This information has been compiled by SPS staff from a variety of sources and is subject to change without notice. SPS makes no representations or warranties, expressed or implied, as to accuracy, completeness, timeliness, or rights to the use of such information. SPS shall not be liable for any general, special, indirect, incidental, or consequential damages including, but not limited to, lost revenues or lost profits resulting from the use or misuse of the information contained on this map. Any sale of this map or information on this map is prohibited. MapFile: AA_ES_2020_20150311_1152

Appendix A, continued (links to additional maps)

- [Growth Boundaries – Boundary Changes by Year \(2017-18\)](#)
- [Students Qualifying for ELL Services, Grades K-5 2015-16](#)
- [John Rogers Elementary School Attendance Area \(2015-16\)](#)
- [Future John Rogers Elementary Attendance Area](#) (approved 2013)
- [Future Cedar Park Elementary Attendance Area](#) (approved 2013)
- [Lake City Hub Urban Village](#)

Appendix B – Relevant Documents

- [Board Action Report -Growth Boundaries Plan](#) (2013)
- [Facilities Condition Assessment Report](#) (2014)
 - [Volume I: Site Assessment Summary Reports & Project Cost Reports](#)
 - [Volume II: Facilities Summary Reports & Detailed Assessment Reports](#)
 - [Volume III: Educational Adequacy Reports](#)
- [SPS 5-Year Enrollment Projections](#) (2015)
- [Capital Projects and Planning Report – BTAIV](#) (2015)
- [BTA IV – List of Nominated Projects and Recommendations](#) (2015)
- [BTAIV – Proposed Project Summary](#) (2015)
- [October 1, 2015 P223 Enrollment Reports](#) (John Rogers ES, p 66)
- [Cedar Park Elementary School Feasibility Study](#) (2013)
- [City of Seattle Ordinance #12415](#) (re: Cedar Park School Landmark Controls) (2014)