



SACRAMENTO CITY UNIFIED SCHOOL DISTRICT BOARD OF EDUCATION

Agenda Item# 9.3

Meeting Date: March 1, 2012

Subject: Resolution No. 2690: Closure of A.M. Winn Elementary School

- Information Item Only
- Approval on Consent Agenda
- Conference (for discussion only)
- Conference/First Reading
- Conference/Action
- Action
- Public Hearing

Division: Superintendent's Office

Recommendation: Do Not Approve Resolution No. 2690: Closure of A.M. Winn Elementary School and Approve Creation of Design Team for A.M. Winn Elementary School.

Background/Rationale:

On November 4, 2010, The Board adopted criteria for school consolidation and closure. Subsequently, the Board appointed a Facility Consolidation and Closure/7-11 Committee to review data and recommend sites for consolidation and closure. The Committee met during the spring and summer of 2011 and had their final meeting on August 29, 2011. Their recommendations were brought to the Board on October 6, 2011. The Board directed the Superintendent to bring a staff analysis of the 7-11 Committee recommendations and his own recommendations with analysis to the Board for consideration.

Superintendent's recommendations were presented to the Board on November 3, 2011. On December 8, 2011, the Board tabled the closures of A.M. Winn, C.P. Huntington and Freepoint Elementary Schools.

Faced with the severe budget constraints for the 2012-13 school year and beyond, the Board reconsidered the closures of the three schools. On February 16, 2012, the Board voted to close Freepoint Elementary. Primarily due to safety concerns, the Board voted (5-2) to keep C. P. Huntington Elementary open for 2012-13. The Board asked for more information regarding A. M. Winn and for the resolution to be brought back to the March 1 meeting for further consideration.

Financial Considerations:

Financial Analysis:

Potential savings/cost varies from \$181,063 savings to \$259,777 cost.

Documents Attached:

1. Executive Summary
2. Cost Analysis
3. Proposed Attendance Boundaries
4. Costs Associated with Moving the A.M. Winn Youth & Family Resource Center
5. Portable Move Cost Estimate
6. Resolution No. 2690
7. Addendum to CEQA Initial Study

Estimated Time of Presentation: 5 minutes

Submitted by: Jonathan Raymond, Superintendent

Approved by:

Board of Education Executive Summary

Superintendent's Office

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I. Overview/History of Department or Program

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On December 8, 2011, the Board tabled the closures of A.M. Winn, C.P. Huntington and Freeport Elementary Schools. Faced with the severe budget constraints for the 2012-13 school year and beyond, the Board reconsidered the closures of the three schools.

On February 16, 2012, the Board voted to close Freeport Elementary. Primarily due to safety concerns the Board voted (5-2) to keep C. P. Huntington Elementary open for 2012-13.

The Board asked for more information regarding A. M. Winn and for the resolution to be brought back to the March 1 meeting for further consideration.

II. Driving Governance:

Education Code sections 17387-17389 Surplus Property Advisory Committee

The California Education Code Section 17387-17391 provides for community involvement by attendance area at the district level regarding surplus space. This community involvement should facilitate making the best possible judgments about the use of excess school facilities in each individual situation. The process would allow community involvement before decisions are made about school closure or the use of surplus space, thus avoiding community conflict and assuring building use that is compatible with the community's needs and desires.

Prior to the sale, lease, or rental of any excess real property, except rentals not exceeding 30 days, the School Board shall appoint a district advisory committee to advise the governing board in the development of district-wide policies and procedures governing the use or disposition of school buildings or space in school buildings which is not needed for school purposes.

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III. Budget:

Potential cost varies from \$181,063 savings to \$259,777 cost (See Attached).

IV. Goals, Objectives and Measures:

The 7-11 Committee:

1. Reviewed the school enrollment and other data provided by the district to determine the amount of surplus space and real property.
2. Reviewed non-K-12 sites to determine the amount of surplus space and real property.
3. Developed a priority list of surplus real property.
4. Provided an advisory report recommending closure and/or consolidation of surplus real property.

The Superintendent and staff analyzed the 7-11 Committee recommendations for programmatic considerations, academic performance and cost-benefits.

V. Major Initiatives:

The Board appointed a Facility Consolidation and Closure/7-11 Committee to advise the Superintendent and Governing Board in the development of the use or disposition of school buildings or space in school buildings which is not needed for school, administrative or other related purposes. The 7-11 Committee used the criteria adopted by the Board of Education. These criteria are:

Phase 1

Capacity

Condition

Operation Cost

Phase 2

Location Accessibility

Enrollment Data

Facility Costs

Facility Usage/Efficiency

Facility Condition & Site Data

Program Data

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The Superintendent's additional recommendations were created using these criteria as well as academic performance, program alignment, proximity of sites, potential budget savings and enrollment trends.

The Board requested additional information concerning A. M. Winn Elementary regarding: Transportation and safety, proposed attendance boundaries and facility costs at the receiving schools.

1) Transportation and safety

Reassigned students going to Lincoln will be crossing Routier at two different points at intersections. Staff recommends adding five crossing guards at pre-designated locations. These locations are intersections of Routier and Vanguard (two crossing guards), Routier and Lincoln Village (One crossing guard), Bradshaw and Lincoln Village (one crossing guard), and Bradshaw and Old Placerville Rd (one crossing guard).

Staff estimates, based on the latest CBEDS data (2011), that the attendance boundary adjustment on closure of A. M. Winn will result in a maximum of 183 elementary students crossing Bradshaw Road and a maximum of 153 students crossing Routier Road (an indeterminate number may be driven, transfer under open enrollment, or attend private school which could reduce these numbers). Bradshaw Road has a minimum of six lanes and is classified as a thoroughfare by the City of Rancho Cordova. Routier Road has only two lanes but is a wide road with few controlled intersections and is classified an arterial. Planning Dynamics Group, the CEQA consultant, is of the opinion that, without the ability to bus these pupils due to recent budget reductions, use of school crossing guards may not be a sufficient mitigation measure to offset the potential adverse safety impacts to students crossing these roadways (see attached Addendum to CEQA Initial Study for A.M. Winn School Closure). An exemption from compliance with the California Environmental Quality Act (CEQA), such as a closure of a school, requires certainty, a determination that must be made by the Board, that all potential significant adverse environmental impacts, including safety impacts, are mitigated to insignificance.

2) Proposed attendance boundaries (attached)

3) Facility costs at the receiving schools

- a. Costs associated with moving the A.M. Winn Youth & Family Resource Center (attached)
- b. Additional portable costs (attached)

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VI. Results:

Superintendent recommendation: No Closure/Design Team.

Create a Design Team of stakeholders to explore desirable programs for students and families.

VII. Next Steps:

Dependent upon Board action.

Sacramento City Unified School District
**Potential Abraham Lincoln
 and James Marshall
 Assignment Areas**

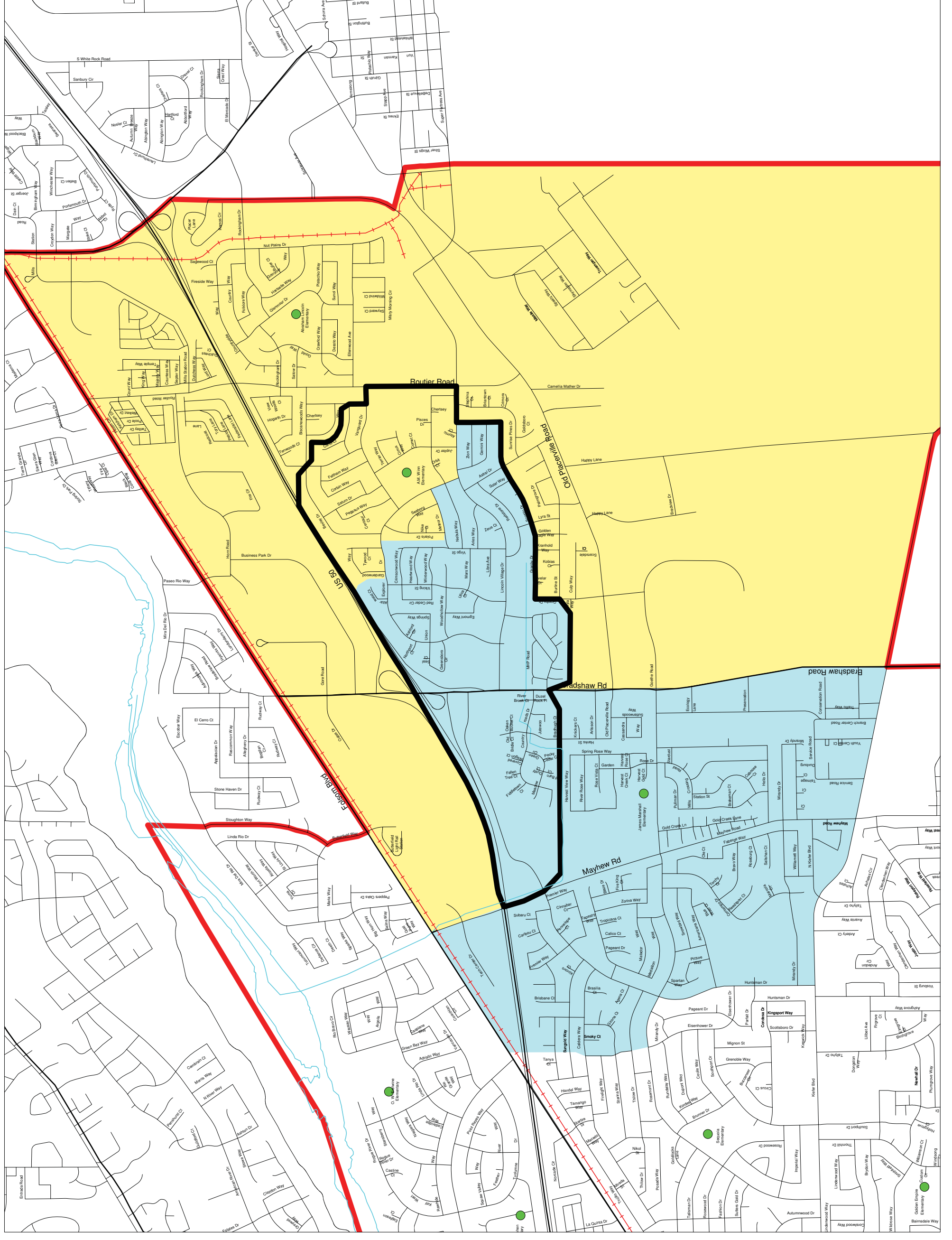
Option 1 & 3

- Potential Assignment Areas
- Abraham Lincoln
 - James Marshall

This change adds
 165 to Abraham Lincoln
 196 to James Marshall
 based on CBED Oct 2011.

- Former A.M. Winn assignment area
- District
- Elementary School

- Neighborhood Road
 - Major Road
 - Water
 - Railroad
 - Executive Airport Runways
- Map Source: Sacramento Area Council of Governments TIGER file.



Sacramento City Unified School District
**Potential Abraham Lincoln
 and James Marshall
 Assignment Areas**

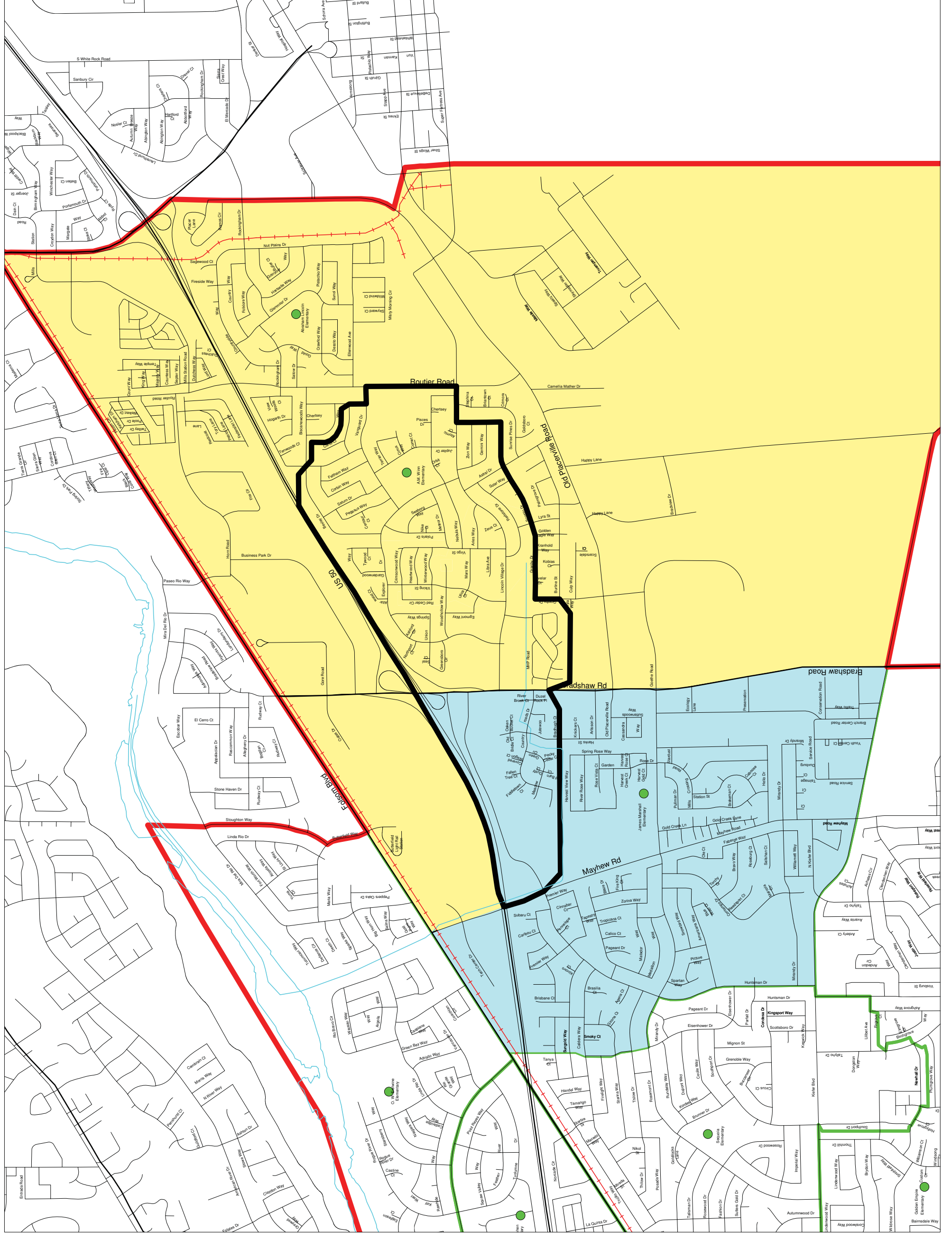
Option 2

- Potential Assignment Areas
- Abraham Lincoln
 - James Marshall

This change adds
 348 to Abraham Lincoln
 13 to James Marshall
 based on CBED Oct 2011.

- Former A.M. Winn assignment area
- District
- Elementary School

- Neighborhood Road
 - Major Road
 - Water
 - Railroad
 - Executive Airport Runways
- Map Source: Sacramento Area Council of Governments TIGER file.



Costs Associated with Moving the

A.M. Winn / Abraham Lincoln Youth & Family Resource Center

From Winn to Lincoln in the Event of Closure

The modular building housing the Youth and Family Resource Center (YFRC) team serving A. M. Winn and Abraham Lincoln is located on the A. M. Winn campus. Purchased with a combination of funds supplied by the Sacramento Housing and Redevelopment Agency and the Department of Human Assistance, the center provides office space not only for school district staff (Specialist II, Social Worker, Family Advocate), but outside agency staff as well. In addition to the CSUS social work interns, mentors, and nursing students that call the YFRC home, four therapists from Catholic Healthcare West, a local mental health counseling agency use the YFRC to meet with clients receiving school-based mental health counseling services. A 1.0 FTE Human Services Specialist (HSS) from the Dept. of Human Assistance is also out-stationed there. The HSS presence in the YFRC brings services, resources, and prevention strategies directly into the community, improving access for eligible families; 79% of the students at Winn and Lincoln qualified for the Free/Reduced Price Meal Program in 2010-2011. The YFRC meets the requirements mandated by the MOU that SCUSD holds with Sacramento County in order for a HSS to be out-stationed at a YFRC:

- Adequate, dedicated office space that is accessible year-round
- General office space for public access
- General office equipment: photocopier, fax machine, dedicated telephone and line
- Dedicated electrical and dedicated data line
- General office furniture, including desk, chair, side chair, bookcase
- Custodial services

Per Jim Dobson, Director II Planning and Construction, costs associated with moving the modular facility from A. M. Winn to Abraham Lincoln in the event of school closure include:

Item	Cost
Annual Utility Cost	\$1,400
Cost of moving building from Winn campus to Lincoln campus, including site preparation	\$61,700



Abraham Lincoln Elementary School - Portable Move Cost Estimate
 Planning and Construction Department - 22 Feb 2012

PROJECT BUDGET WORKSHEET

ESTIMATED COST

SOFT COSTS

Site Costs

Acquisition Cost

Escrow/Title/Legal Fees

Bond/Financing Costs

Real Estate Consultant

Property Appraisal Costs

Special Studies

Toxic Study

CEQA

Geotechnical

\$ 6,200.00

Civil Survey

Electro Magnetic Field

Demolition of Existing Structures

Environmental Clean Up

Miscellaneous

District Expenses

DSA Plan Check Fees - FLS, AC, Structural

\$ 5,000.00

CDE Plan Check Fees

Div. Of Toxic Substance Control

Legal Consultant

Count/City/Utility Fees

Fire \$ 140.00

Health

Electrical

Sewer

Water

Gas

Telephone

Misc. Utilities

Miscellaneous

Consultants Expense

Program Manager

\$ 35,000.00

Architect/Engineers

Construction Manager

Legal Consultant

Specialty Consultants

Green Consulting
Commissioning
Data/LAN
Health Dept.
Kitchen
Door and Hardware
Community Outreach
HazMat Consultant
Miscellaneous

Bidding and Printing

Printing Expense \$ 1,000.00
Distribution Expense
Advertising Expense
Miscellaneous

Misc Construction Expense

Specialty Contractor
Relocatable Building Move Contractor (total of 6 - 32x30) \$ 54,000.00
Owner Furnished Equipment
Misc. Contractors
Miscellaneous

Construction Testing and Controls

Project Inspector \$ 12,000.00
Testing Laboratory \$ 5,000.00
Surveying Controls
Security
Miscellaneous

Furniture Fixtures and Equipment Expenses

Furniture
Equipment
Moving Expense
Computer/Network Equipment \$ 11,500.00
Telecommunications Equipment \$ 3,000.00
Library Materials
Specialties
Miscellaneous

Miscellaneous Project Expenses

CHPS / LEED Fees
Interim Housing
SCUSD Moving and Storage \$ 2,000.00
SCUSD M & O Expenses \$ 8,600.00
SCUSD Building and Grounds Expenses
Waste Disposal

Miscellaneous
Design Contingency 10%

SOFT COST SUBTOTAL \$ **143,440.00**

HARD COSTS

Construction Costs

ADA, Site Prep, Utilities, Misc. \$ 189,000.00

General Contractor

General Requirements, Conditions, Insurance 15% \$ 28,350.00

Construction Contingency 5% \$ 9,450.00

HARD COST SUBTOTAL \$ **226,800.00**

TOTAL ESTIMATED PROJECT COST \$ **370,240.00**

**SACRAMENTO CITY UNIFIED SCHOOL DISTRICT
BOARD OF EDUCATION**

RESOLUTION NO. 2690

RESOLUTION RE CLOSURE OF A. M. WINN ELEMENTARY SCHOOL

WHEREAS, the Board of Education of the Sacramento City Unified School District (“Board”) has duly received oral presentations and reviewed documents, including the staff report, regarding the closure of A. M. Winn Elementary School (“School”); and

WHEREAS, based on such information, it is in the best interest of the Sacramento City Unified School District (“District”), in the allocation and use of its educational resources and the most efficient use of its reduced financial resources, to close the School; and

WHEREAS, closure of the School would otherwise be a project subject to the California Environmental Quality Act (Pub. Resources Code § 21000, et seq.; “CEQA”) and its implementing regulations (Title 14 Cal. Code of Regulations §15000 et seq.; “CEQA Guidelines”), except that Public Resources Code section 21080.18 provides that CEQA does not apply to the closing of any public school in grades K-12 if the only physical changes involved are categorically exempt; and

WHEREAS, the CEQA Guidelines exempt from further CEQA evaluation projects which consist of minor additions to existing schools within existing school grounds where the addition does not increase original student capacity by more than 25% or ten classrooms, whichever is less (Section 15314 of the CEQA Guidelines); and

WHEREAS, closure of the School would, at most, require minor additions to James W. Marshall Elementary School and Abraham Lincoln Elementary School and will not increase original student capacity at James W. Marshall Elementary School or Abraham Lincoln Elementary School by more than 25% or ten classrooms, whichever is less, and thus the School closure is categorically exempt under CEQA Guidelines section 15314.

NOW, THEREFORE, BE IT RESOLVED that the Sacramento City Unified School District Board of Education hereby finds and determines, based on the oral presentations and documents, as follows:

1. The foregoing recitals are adopted as true and correct.
2. The Board finds that closure of the School will not have a significant effect on the environment and there is no cumulative impact of this and other school closures and transfers if school closures are also approved by Resolution Nos. 2688 and 2689.
3. The Board finds that closure of the School is exempt from the requirements of CEQA pursuant to Public Resources Code section 21080.18, CEQA Guideline 15314, and there are no exceptions under CEQA Guideline 15300.2.
4. The Board finds that it is in the best interest of the Sacramento City Unified School District, in the allocation and use of its educational resources and is the most efficient use of its reduced financial resources, to close the School commencing the 2012-13 school year.

5. The Superintendent or his designee is authorized and directed to take such further action as may be necessary or appropriate to carry out this Resolution.

PASSED AND ADOPTED by the Sacramento City Unified School District Board of Education on this 16th day of February, 2012, by the following vote:

AYES: _____
NOES: _____
ABSTAIN: _____
ABSENT: _____

Diana Rodriguez
President of the Board of Education

ATTESTED TO:

Jonathan P. Raymond
Secretary of the Board of Education

ADDENDUM TO CEQA INITIAL STUDY FOR A.M. WINN SCHOOL CLOSURE

INTRODUCTION

On February 16, 2012, the Board of Education considered the closure of A.M. Winn Elementary School and received public comments regarding the closure. Several of these comments are relevant to the CEQA analysis of transportation. Issues of concern raised at the meeting were as follows:

- 1) Although the District has a policy to bus students in an attendance where significant safety issues are present to their assigned school, this policy cannot be feasibly implemented due to recent severe budget constraints facing the District, and the Board of Education cannot therefore, ensure busing for students.
- 2) James Marshall School is located 1.8 miles from A.M. Winn School and Abraham Lincoln School is located 1 mile from A.M. Winn School. Thus, it is reasonable to assume that a substantial portion of students re-assigned to these schools would be required to walk or be driven over 1 mile and in some instances 2 miles to their new school location in the absence of busing as an option.
- 3) Absent busing as an option, issues were also raised regarding the safety of elementary school students crossing Bradshaw (a 6 lane thoroughfare) to access James Marshall School, or Routier Road (a 2 arterial with limited crossing signals) to access Abraham Lincoln School.

ADDENDUM TO THE CEQA ANALYSIS

Based on the new information and issues raised at the Board of Education meeting of February 16, 2012, the following additional information and revisions should be included in the CEQA Initial Study prepared for A.M. Winn School Closure:

Transportation Text Corrections and Clarifications

Standards of Significance

Project Level of Service (LOS) is a standard frequently used to determine if traffic or congestion is unacceptable. In the City of Rancho Cordova, LOS D is generally considered acceptable and in some cases the City may consider LOS E or F acceptable. The reason the City accepts a lower level of service is to encourage transit use and attain other adopted goals. Policy C.1.12 of the City of Rancho Cordova's Circulation Element states: "Seek to maintain operations on all roadways and intersections at Level of Service D or better at all times, including peak travel times, unless maintaining this Level of Service would, in the City's judgment, be infeasible and/or conflict with the achievement of other goals. Congestion in excess of Level of Service D may be accepted in these cases, provided that provisions are made to improve traffic flow and/or promote non-vehicular transportation as part of a development project or a City-initiated project."

James Marshall Elementary School is located in the unincorporated portion of the County of Sacramento. James Marshall School is located in the “urban policy boundary” not the urban services boundary of the County. Therefore, LOS D is applicable.

The common standard of significance for bicycle and pedestrian facilities in the City of Rancho Cordova General Plan EIR states that “the project is considered to have a significant effect on bike and pedestrian facilities if it would result in adverse effects to existing bikeways or pedestrian facilities that would discourage their use and result in safety issues” or if a project “would conflict with policies, plans, or programs supporting alternative transportation or increase demands for transit facilities greater than planned capacity (e.g., transit service, carpooling, bicycling, walking).

Traffic Volumes, Level of Service and Operation

It is expected that the schools to receive transfers will have an increase in the number of vehicles picking up or dropping off students resulting in some congestion and queuing of vehicles will occur which is an existing condition at most if not all school sites regardless of enrollment levels. However, because students to be re-assigned in many cases live more than 1 mile away from the new school site, and would need to cross either Bradshaw Road or Routier, and further because school busing will no longer be an option, it is reasonable to assume more parents may choose to drive their children to school. This may result in higher levels of vehicle traffic and congestion for student drop-off.

The City of Rancho Cordova and the County of Sacramento use Level of Service D as an acceptable service for a threshold of significance. For Signalized intersections, Level of Service D is characterized by: “congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high volume to capacity (v/c) ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable.” For street segments, “LOS D is characterized by congestion with average vehicle speeds decreasing below the motorist’s desired level for two and four lane roads. Lane change maneuvers on four lane roads are difficult to make and adversely affect traffic flow like turning traffic and slow vehicles. Multiple cars must wait through more than one green phase at a traffic signal. Stop-controlled approach motorists experience queuing due to a reduction in available gaps.”

The proposed project without busing would therefore, increase vehicle trips to the recipient school sites. While it is not anticipated that this amount of new vehicle traffic would exceed level of service D at or near major streets and signalized intersections, it can be expected that localized, short term congestion would occur at the school sites during drop off and pick-up. These may pose increased safety issues for children walking near the school site with heavy vehicle traffic.

Public Transit, Bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities

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CONCLUSION

While no significant traffic impacts such as substantial change in a major roadway or intersection level of service is expected to result from the proposed action, without busing, it is expected that peak hour localized congestion at the receiving schools will be exacerbated. And, additionally, without busing a substantial number of students would be exposed to safety risks related to crossing major roadways.

Available bus service would address queuing issues at school sites by reducing the number of vehicles at drop-off and pick up hours and would also reduce the risk of students crossing major roadways as pedestrians. Both Routier and Bradshaw Roads do have pedestrian facilities (signals and crosswalks); however, they are both very wide roadways. In the case of Bradshaw, the roadway is 6 lanes carrying very high traffic volumes (40,000 to 60,000 average daily trips or ADT). In the case of Routier Road, the roadway is a 2 lane arterial, which carries lower traffic volumes (less than 7,000 ADT) but which has high speeds due to the length of space between controlled intersections. Crossing guards have been recommended as a mitigation measure to resolve safety concerns. While this mitigation measure may reduce safety risks, such measures would not with certainty resolve these risks particularly on a heavily traveled and wide roadway like Bradshaw. In conclusion, absent busing service, it cannot be said with certainty that the proposed project would not result in continuing and long term safety risks.