

# COMMITTEE TO CONSIDER HIGH SCHOOL CONSOLIDATION AND ALTERNATIVE SCENARIOS

ALTERNATIVES FOR SECONDARY SCHOOL PROGRAMMING

TK, 2019  
REPORT TO BOARD OF EDUCATION

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## Executive Summary

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Convened at the request of the Alameda Unified School District (AUSD) Board of Education (Board), the Committee to Consider High School Consolidation and Alternative Scenarios (Committee) held a series of public meetings between September 2018 and January 2019 to study the viability and desirability of a potential consolidation of AUSD's two high schools—Alameda High School (HS) and Encinal Jr. & Sr. HS (Encinal HS). Over the course of eight meetings, the Committee received and discussed information from architects, demographers, transit and city planners, and staff from various AUSD departments.

The charge of the Committee was not to make a recommendation, but to provide analysis of the advantages and disadvantages (pros and cons) of consolidating the two high schools. Over the course of its meetings, and with the approval of the Board, the Committee expanded the scope of its work to include consideration of other potential scenarios for the high schools that might address the broader goal of providing a more equitable and robust secondary education for the students of AUSD.

This report provides a summary of the Committee's meetings, as well as an analysis of the pros and cons of the three different scenarios identified:

1. Consolidation of Alameda HS and Encinal HS—Consolidate AUSD's two comprehensive high schools into one high school on the existing Alameda HS campus.
2. Separate High Schools with Open Enrollment—Expand opportunities for students to cross-enroll and take classes across the two campuses
3. Dual Enrollment with Peralta Community College District (CCD)—Provide students with the opportunity to enroll in both high school and college courses simultaneously in partnership with the Peralta Community College District.

As detailed further in this report, each of these scenarios has associated pros and cons.

**Consolidation of Alameda HS and Encinal HS:** The consolidation of the two high schools on the current Alameda HS campus could achieve staffing efficiencies resulting in a savings of \$1.66 million, and could reduce inequity in access to classes and programs, as all students would have access to the same course offerings. It would also eliminate the need for a new building at Encinal HS, which would make approximately \$9 million in Measure I bond funding available for other priorities; could help foster a sense of unity, as students at the two schools would no longer see each other as rivals; and could expand opportunities for athletic programs, as operational savings could allow for the addition of new sports, such as lacrosse and wrestling.

However, demographic projections suggest that the population of high school students will outgrow the capacity of the Alameda HS campus by the 2022-2023 school year. This would make

consolidation feasible only with the construction of additional classrooms on the Alameda HS campus, which could have significant costs. Furthermore, students from the west end (where most of the new housing is planned) would have to travel farther to attend school, exacerbating socioeconomic inequities. Consolidation may also negatively impact students' mental health due to the larger student body and more crowded campus; limit opportunities for students to hold leadership roles in extracurricular activities such as sports and theater; and generate one-time relocation costs due to the rebranding of the single high school.

**Separate High Schools with Open Enrollment:** Expanding opportunities for students to enroll at either or both of the two campuses would have the primary benefit of reducing inequities related to accessing academic courses. Through this scenario, students could participate in classes regardless of which campus the classes are offered. This alternative could be realized through either physically transporting students between the two sites (e.g., through a shuttle bus or expanded city bus service) or through virtual class offerings that would enable students to take classes through live-streamed formats. Expanding transportation options would result in increased costs, and it is unknown what other costs may be associated with such integration (e.g., purchase of new technology equipment or expansion of existing broadband capacity). In addition, the ongoing operational cost savings that could be experienced through consolidation would not be realized under this scenario.

**Dual Enrollment with Peralta CCD:** Providing students with the opportunity to enroll in both high school and college courses simultaneously in partnership with the Peralta CCD will increase access to courses for all students and allow them to earn college credits while still in high school. This option can take two forms: 1) allowing students to take courses on a Peralta CCD campus; or 2) allowing students to take college courses taught by college-approved high school teachers or college professors on the students' respective high school campus. If students were to attend classes on a Peralta CCD campus, transportation to and from the campus could prove to be an additional expenses to students and/or AUSD. The cost of this scenario would also need to be investigated in partnership with Peralta CCD. Currently, students voluntarily taking classes at a community college must cover the costs for these classes, while those attending under an AUSD sponsored program (such as the Alameda Science & Technology Institute [ASTI]) have their fees paid by AUSD. While staff has held some preliminary discussion with Peralta CCD, further talks would be necessary were the Board to proceed with this option. As with the other alternative scenario, the ongoing operational cost savings that could be experienced through consolidation would not be realized under this scenario.

This report will be provided to the Board for their consideration, and includes suggestions of additional information that should be obtained should the Board decide to pursue any of the three alternatives outlined.

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## Background

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The idea of merging Alameda HS and Encinal HS has been raised several times in the previous decades. It came up most recently in the spring of 2018, when the Board engaged the community in a review of AUSD's budget priorities. The goal of the budget reprioritization process was to find ways to save money, so as to increase employee salaries. During these budget presentations, staff highlighted that student enrollment per classroom teacher is much lower in AUSD than in other nearby districts, with the most dramatic variance at the middle and high schools.

During public comment, community members and AUSD staff asked for a new review of the idea of consolidating high schools for two reasons. First, they wanted to see if combining schools could provide cost savings that could go towards improving AUSD employee salaries. This would help employees and also help retain and attract excellent teachers, which, in turn, is good for students. Second, the requesters wanted to see if a consolidation might allow AUSD to provide a more comprehensive education to AUSD's high school students, as one large school may be able to provide more course offerings and equitably to more students.

The timing and structure of the Committee's work is essential, as Alameda HS and Encinal HS are in various states of planning, design, modernization, and construction. As of January 2019, Alameda HS is undergoing a major renovation that was funded with Measure I Bond funds. This renovation will result in the addition of 45 new classrooms and 10 new science labs for a net increase of approximately 38 new classrooms on the campus. Encinal HS—also through Measure I Bond funds—was scheduled to undergo a renovation that includes the construction of a new classroom building. However, this construction has not yet been initiated. In May 2018, while the Board directed staff to continue design work at Encinal HS, it delayed demolition and construction of the new classroom building. It also directed staff to create a committee to study the issue and provide a report on what a combined high school could look like.

After a three-week application period, the Board approved 15 members to the Committee and, in August, asked that staff re-open the application to students in order to increase their numbers on the Committee. On August 28, the Board approved the appointment of four more students, plus a representative of CSEA 860. On September 13, 2018, based on feedback from the Committee, as well as members of the public, the Board broadened the Committee's scope to allow for the consideration of other alternatives in addition to high school consolidation.

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## Summary of Committee Meetings

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AUSD's Board appointed 20 members to the Committee and tasked it with studying the feasibility of combining Alameda HS and Encinal HS, as well as other alternatives as identified by the Committee. The Committee held eight public meetings to study the viability and desirability of a potential merger and other alternatives. It received and discussed information from architects,

demographers, transit and city planners, and staff from various District departments. All Committee meetings were open to the public, noticed at least 72 hours in advance, held in accordance with the Brown Act, and held at Island High School, located at 500 Pacific Avenue, Alameda, CA 94501 from 6:30 p.m. to 8:30 p.m.

Meeting agendas, minutes, and materials are included in Appendix A and are available on AUSD's website at [www.alamedaunified.org/HSAalternatives](http://www.alamedaunified.org/HSAalternatives).

## **Meeting 1: September 4, 2018**

This meeting was predominantly organizational and introductory in nature. The Committee members were introduced and provided with an overview of the Brown Act and conflict of interest laws by AUSD's General Counsel, Chad Pimental. The role of the Committee and the Committee members was discussed by Brianna García of School Services of California, Inc. (SSC), and the Committee selected Mialisa Bonta to serve as Chair and Liza Gabato to serve as Vice Chair.

Greg Davis of Davis Demographics, AUSD's demographer, provided a presentation on the current and projected demographics and enrollment of both AUSD's high schools and the expansion/maintenance of CTE programs will increase AUSD expenditures. As part of his presentation, Mr. Davis noted:

- For the 2017-18 school year, AUSD had a total of 2,914 resident students (3,059 students counting non-resident students and those in special day classes) in grades 9-12. The projections estimate that resident enrollment would increase through 2022-23 when it would peak at 3,375 resident students (3,520 total enrollment) with much of this increase as a result of new development being constructed on the island. As such, if Alameda HS and Encinal HS were to consolidate, the resulting high school campus would need to accommodate a total student enrollment of 3,262.
- Consolidation would impact students' ability to walk to school. Currently, there are approximately 757 combined Alameda HS and Encinal HS students that reside beyond their respective school's walk zone (a 1.5-mile radius). Were the schools to be consolidated onto the Alameda HS campus, the number of students beyond the walk zone would increase by 600 students, for a total of 1,357. This increase would be disproportionately experienced by students residing within the existing Encinal HS boundaries.

## **Meeting 2: September 17, 2018**

Mark Quattrocchi of Quattrocchi Kwok Architects provided a presentation on the capacity of the facilities at both Alameda HS and Encinal HS. The presentation covered not only the existing capacity of both school sites, but also the projected capacity based on current and proposed modernization projects, as well as the potential capacity should the two high schools be combined.



Currently, Alameda HS is utilizing 75 classrooms. An additional 46 classrooms are being built in the Historic Alameda High School and are expected to be available in December 2019. That will bring the total number of classrooms available on the Alameda HS campus to 121 classrooms. In order to accommodate additional high school students, however, classrooms in the Academic Building on Encinal Avenue (also called the “Main Building”) would need to be modernized to provide larger spaces for science, art, music, and career technical education (CTE). This would result in the creation of seven new science/CTE labs and three new art/music classrooms, but would reduce the total number of classrooms available in the Academic Building by eight—resulting in a total of 113 classrooms.

Mr. Quattrocchi considered two methods for calculating capacity—student loading and classroom count. The student loading methodology multiplies the number of classrooms by student capacity per classroom and results in a total capacity of 2,826. This total capacity is 436 short of the expected peak enrollment of 3,262 in 2022-23.

The classroom count methodology looked at the existing number of classrooms at each high school and compared that to the number that will be available on the Alameda HS campus at the completion of the modernization work, including the renovation of the Academic Building. This methodology showed that combined, the two high schools are currently utilizing 128 classrooms. As noted above, however, after completion of the Historic Alameda High School and Academic Building modernization work, there will only be 113 classrooms available, for a shortfall of 15 classrooms.

Mr. Quattrocchi also provided an overview of the work currently being completed on both campuses. Alameda HS is undergoing a seismic upgrade along with the renovation of the Historic Alameda High School. Drawings illustrating potential locations for an additional classroom building to accommodate future growth were also presented. The work at Encinal HS, which has been temporarily placed on hold while this Committee completes its analysis, includes landscape upgrades and the construction of a new classroom building. The estimated cost for the work occurring at both sites is approximately \$87.5 million (i.e., \$48 million at Alameda HS and \$39.5 million at Encinal HS.)

Lastly, Mr. Quattrocchi noted the effects of consolidation on support facilities on the Alameda HS campus. There is adequate room for administration and counseling, though splitting the administration between its existing location and the academic building might be necessary. The library would be appropriately sized with expansion into the existing administration space. There is sufficient gym space, though locker rooms would need reconfiguration and new lockers would need to be added. The cafeteria is adequate to seat more than 25% of the student population and the health center, plus the additional health space in the historic academic building, would provide adequate space for the total student population, although it is not clear if splitting the health center into two locations would be the best way to deliver services to students.

In addition to the presentation by Quattrocchi Kwok Architects, the Committee discussed its scope in light of the discussion held by the Board on September 13, 2018, in which board members expressed their willingness to allow the Committee to explore options other than consolidation of the two high schools. Based on this, the Committee voted to explore alternative options related to secondary school programming, while continuing to investigate the pros and cons of combining the two high schools.

A list of questions raised by the Committee and the public at the previous meeting and submitted by email since the meeting have been addressed in a Responses to Questions and Requests document (see Appendix B for a comprehensive list that was updated as additional questions were received throughout the process).

### Meeting 3: October 2, 2018

Brianna García of SSC provided a review of a methodology for the analysis of the various alternatives developed by the Committee, and the Committee discussed renaming itself to more accurately reflect its expanded scope beyond high school consolidation.

AUSD’s Chief Academic Officer, Steven Fong, with assistance from Dan Hurst, Principal, Encinal HS, and Robert Ithurburn, Principal, Alameda HS, provided a presentation on the current enrollment, demographics, staffing, and course offerings at Alameda HS and Encinal HS, as well as projections for what the enrollment, demographics, staffing, and course offerings could be if the schools were consolidated. Projections of potential cost savings were also presented.

Mr. Fong began the presentation by providing a demographic snapshot of the two high schools as shown in Figure 1.

**Figure 1 – 2017-18 Enrollment and Demographic Information**

	Alameda HS	Encinal HS	Combined
Enrollment	1,776	1,034	2,810
Teacher to Student Ratio (6-12)	22.6:1	20.4:1	-
English Learner	10%	14%	11%
Socioeconomically Disadvantaged	23%	46%	32%
Students with Disabilities	12%	11%	11%
Asian	40%	24%	34%
Black/African American	5%	14%	8%
Filipino	6%	14%	9%
Hispanic/Latino	12%	15%	13%
Pacific Islander	1%	1%	1%
Two or More Races	5%	7%	6%
White	30%	24%	28%

Source: 2017-18 CBEDS data

Data was provided comparing AUSD enrollment by grade and by school to other geographically proximate unified school districts. When compared to other districts of similar size, AUSD is the only unified district with two comprehensive high schools. This holds true even when comparing AUSD to several other unified districts of larger size.

Each school has some common student support features, while also offering unique student support programs. Encinal HS is a 6-12 program with an advisory period and a restorative justice center, while Alameda HS offers Bridge, Practical, and Adult Transition programs, as well as a SMART Period and special education services for students classified as moderate/severe. Overall, however, Alameda HS offers a wider range of course offerings, particularly in the areas of Advanced Placement and World Language (see Figure 2). A more detailed list by department, as well as a list of the extracurricular opportunities available at each high school, is included the presentation included within Appendix A.

**Figure 2 – 2018-19 Students per Section in Academic Departments**

Department	Alameda HS			Encinal HS		
	Students	Sections	Students Per Section	Students	Sections	Students Per Section
Math	1,488	50	29.8	912	32	28.5
English	1,814	55	33.0	941	31	30.4
World Language	1,021	33	30.9	545	18	30.3
Science	1,465	45	32.6	877	29	30.2
History-Social Studies	1,447	46	31.5	885	29	30.5
ELD	104	8	13.0	113	8	14.1
CTE	454	15	30.3	260	10	26.0
Physical Education	833	17	49.0	552	16	34.5
VAPA	671	22	30.5	481	17	28.3
SPED	442	43	10.3	38	8	4.8
Additional Electives	455	17	26.8	264	14	18.9
<b>Overall</b>	<b>10,194</b>	<b>351</b>	<b>29.0</b>	<b>5,868</b>	<b>212</b>	<b>27.7</b>
Adult SPED Program	220	20	11.0			
Overall without Adult SPED Program	9,974	331	30.1			

Source: AERIES Master Schedule Report September 17, 2018

Mr. Fong provided a staffing summary for a consolidated scenario based on an analysis of the number of sections that would be needed for a combined school (taking into consideration the number of sections currently offered at both school sites and applying a standard student-to-section ratio for the combined school), though he noted that actual staffing allocations/reductions would vary and would require more detailed analysis of the student population and needs. In summary, there is a potential savings of 34 sections across various courses for a total staff savings of 6.8 full-time equivalent (FTE)<sup>1</sup>. This, however, would result in a shortfall of 18 FTE/classrooms in 2022-23, the year of peak enrollment. Based on 2017-18 enrollment, a total of 105.8 FTE/classrooms

<sup>1</sup> Each classroom is made up of five sections, so that 34 sections equals 6.8 FTE or classrooms.

would be needed to staff the number of sections proposed for a consolidated school. At peak enrollment, however, a total of 123.8 FTE/classrooms would be needed.

### **Meeting 4: October 16, 2018**

The Committee continued its discussion regarding its renaming and voted to change the name from the Committee to Consider High School Consolidation to the Committee to Consider High School Consolidation and Alternative Scenarios. The Committee then discussed the previous presentations and the implications of the data provided to date on the high school consolidation alternative. Lastly, the Committee broke up into four small working groups to brainstorm alternative scenarios. When the Committee reconvened, a representative from each group provided a brief oral report on the alternative scenarios it developed. (The alternative scenarios not analyzed by the Committee have been provided and briefly described at the end of the Alternative Scenarios section of this report.)

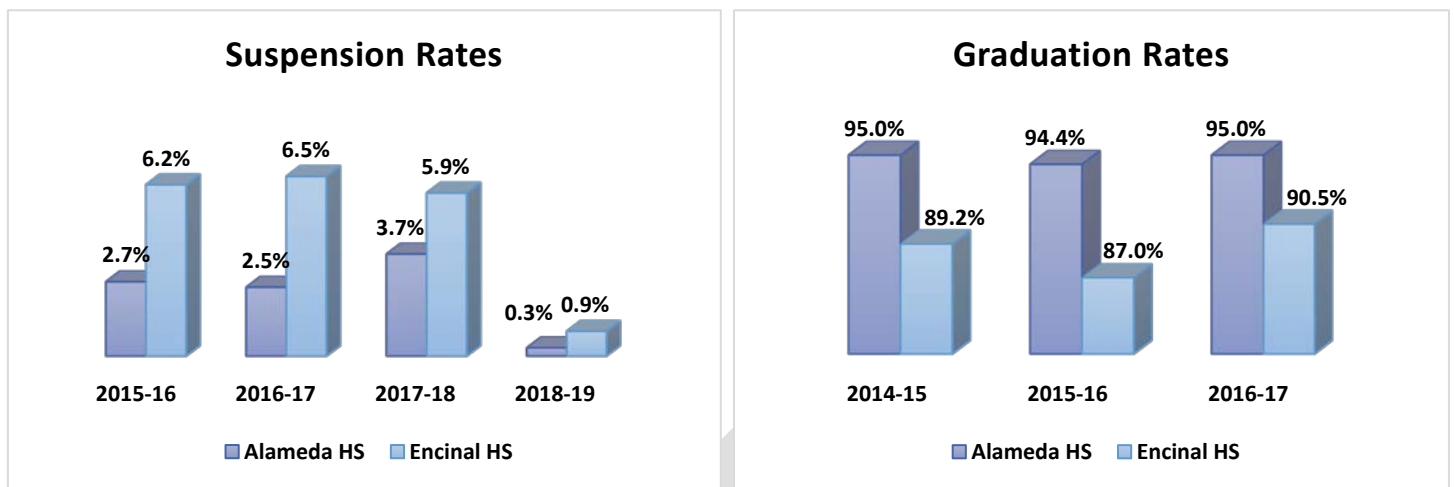
### **Meeting 5: October 30, 2018**

Brianna García of SSC presented a consolidated list of the alternative scenarios developed at the October 16, 2018 meeting. The Committee discussed the alternative scenarios and addressed clarifying questions before voting on which scenarios to explore in more depth. The Committee voted to explore two of the alternative scenarios developed: 1) Separate High Schools with Open Enrollment—keeps the two high schools separate, but enables students to enroll in classes at either of the two campuses; and 2) Dual Enrollment with Peralta CCD—enables students from Alameda HS and Encinal HS to enroll in college level courses while still attending high school. These two scenarios are outlined in greater depth in this report.

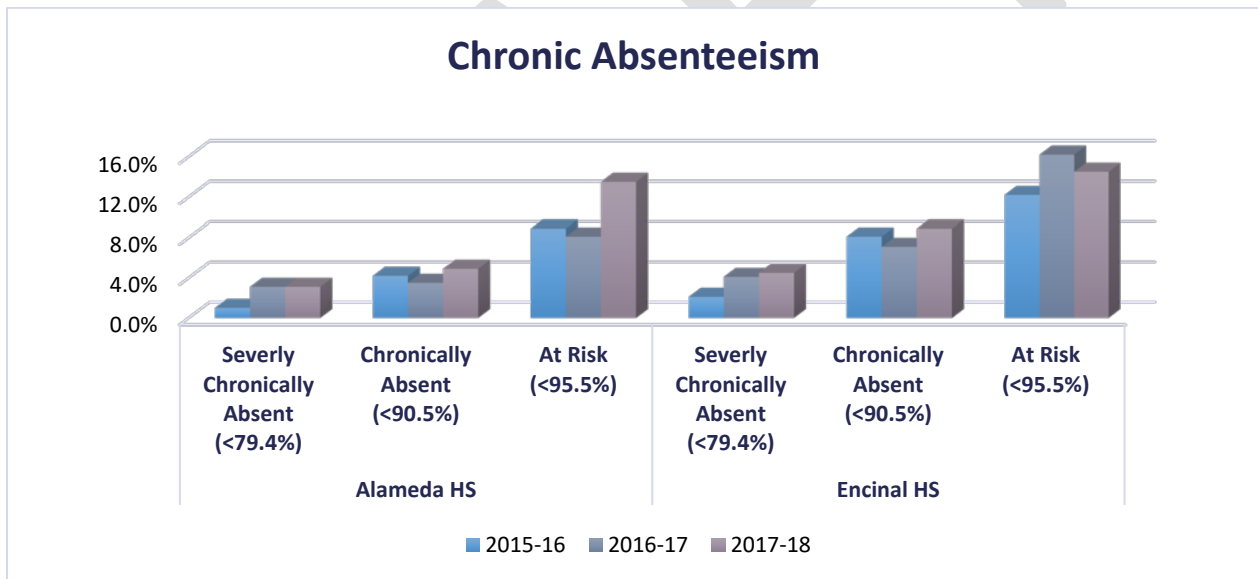
Kirsten Zazo, AUSD's Chief Student Support Officer, presented an overview of the Student Support Services programs currently offered at Alameda HS and Encinal HS, along with data for the Committee to evaluate the feasibility of a combined high school program. Her focus was to provide a broader assessment of AUSD's secondary program options, including the equity of program offerings across the high schools.

Ms. Zazo reviewed the student demographic and enrollment information provided by Mr. Fong at the October 2, 2018 meeting, and provided additional data on suspension and graduation rates, as well as chronic absenteeism. In general, Alameda HS has lower suspension rates and chronic absenteeism and higher graduation rates than Encinal HS (see Figures 3 and 4).

**Figure 3 – Comparison of Suspension and Graduation Rates**



**Figure 4 – Comparison of Chronic Absenteeism**



Ms. Zazo also provided data and findings on the mental health needs of the students and other systems of support, including a survey of students at both Alameda HS and Encinal HS. This culminated with several slides on “Questions to Consider” should the Board decide to move forward with consolidation, including how a consolidation could impact absenteeism rates, students’ abilities to get to school, mental health, and the ability to find small spaces for small group interventions and large spaces for staff meetings.

## Meeting 6: November 8, 2018

Shariq Khan, AUSD’s Chief Business Officer, Kevin Gorham, Encinal HS Athletic Director, and Bradley Thomas, Alameda HS Athletic Director, presented information on the current athletic programs offered at the two schools as well as the opportunities and challenges that could arise should the two schools be consolidated—either physically or programmatically.

All sports are offered at both campuses, with the exception of golf and diving, which are only offered at Alameda HS. Of the 17 sports offered, seven are offered in the fall (September-November), three in the winter (November-February), and the remaining eight in the spring (February-May). Cheerleading is offered in the fall and winter. Currently, 735 students participate in the various sports programs at Alameda HS and 613 students at Encinal HS.

Messrs. Gorham and Thomas provided details by sport regarding the current program at each school, as well as what a combined program could look like under the consolidated scenario. They also noted that consolidation could create opportunities for new program offerings (e.g., adding a freshman level to an existing sport that currently offers only varsity, or adding sports like lacrosse and wrestling).

Figure 5 shows the current and proposed combined program offerings and illustrates the impact/availability of sports offerings under a consolidation scenario. As noted, while both men and women sports opportunities would be lost, not including introduction of new programs, 67% of the losses would be experienced by women sports. With the inclusion of the newly proposed lacrosse and wrestling programs, there would be a net gain in opportunity for student participation. However, total opportunity for women participation would be less than for men.

**Figure 5 – Sports Programs**

	Current Program			Combined Program	Impact
	Alameda HS	Encinal HS	Total		
<b>Fall</b>					
Cheerleading (Women)	13	30	43	58	15
Cross Country (Women & Men)	70	35	105	105	0
Football (Men)	64	52	116	116	0
Golf (Women)	9	0	9	14	5
Tennis (Women)	37	45	82	60	-22
Volleyball (Women)	41	30	71	45	-26
Water Polo (Women)	35	30	65	60	-5
Water Polo (Men)	38	30	68	60	-8
<b>Spring</b>					
Badminton (Women & Men)	39	50	89	60	-29
Baseball (Men)	29	30	59	45	-14
Diving (Women & Men)	3	0	3	8	5
Golf (Men)	9	0	9	15	6
Softball (Women)	25	34	59	45	-14

	Current Program			Combined Program	Impact
	Alameda HS	Encinal HS	Total		
Swimming (Women & Men)	59	40	99	100	1
Tennis (Men)	14	15	29	60	31
Track & Field (Women & Men)	76	60	136	150	14
Volleyball (Men)	27	24	51	45	-6
<b>Winter</b>					
Basketball (Men)	41	28	69	45	-24
Basketball (Women)	25	28	53	45	-8
Soccer (Men)	42	36	78	75	-3
Soccer (Women)	39	36	75	75	0
<b>Totals - Existing Programs</b>					
<b>Total</b>	<b>735</b>	<b>633</b>	<b>1,368</b>	<b>1,286</b>	<b>-82</b>
<i>Women</i>	224	233	457	402	-55
<i>Men</i>	247	215	479	461	-18
<i>Women &amp; Men</i>	264	185	432	423	-9
<b>New Programs</b>					
<b>Total</b>				<b>164</b>	<b>164</b>
Lacrosse (Women)				60	60
Lacrosse (Men)				60	60
Wrestling (Women)				22	22
Wrestling (Men)				22	22
<b>Totals - Including New Programs</b>					
<b>Total</b>	<b>735</b>	<b>633</b>	<b>1,368</b>	<b>1,450</b>	<b>82</b>
<i>Women</i>	224	233	457	484	27
<i>Men</i>	247	215	479	543	64
<i>Women &amp; Men</i>	264	185	432	423	-9

Messrs. Gorham and Thomas made it clear that regardless of whether consolidation were to proceed, the sports facilities within AUSD are in need of upgrades due to their current condition and, in some cases, limited size. They provided renderings which illustrate examples of what new facilities could look like on the Lum/Wood site—making it clear that they were not advocating for the repurpose of this site, but simply illustrating the amount of space needed to accommodate new facilities.

The Committee then discussed the athletic presentation and the implications of the data provided on the high school consolidation alternative. It also briefly discussed the draft report prepared by Brianna García and provided suggested edits to be incorporated in the next revision. Lastly, the Committee briefly discussed its expectations for the presentation to be provided at the December 4, 2018 meeting.

## Meeting 7: December 4, 2018

Shariq Khan presented information on the potential impacts of school consolidation on transportation, transit, and parking in Alameda. The presentation began with an overview of

previously shared data regarding where students reside within AUSD and the number currently outside of their respective 1.5 mile walk zone. The data presented was predicated on the fact that no new funds are available nor have they been dedicated by AUSD or the city for additional transportation services.

The following table summarizes the current transportation methods available as well as changes that could be implemented were the two schools to consolidate.

Current Services	Consolidation Scenario
<b>AC Transit</b>	
<ul style="list-style-type: none"> <li>▪ AC Transit offers all day bus service with transit runs occurring every 15 to 30 minutes, depending on the route. There are currently five lines running that provide service to Alameda HS. AC Transit also offers supplementary service by providing an additional three lines that run before and after school, within five to 30 minutes of the school bell.</li> </ul>	<ul style="list-style-type: none"> <li>▪ A new AC Transit line would run from the Main Street Ferry Terminal to Alameda HS with two trips each day—one before school and one after school.</li> <li>▪ AC Transit morning service could be modified to drop students off earlier than currently available.</li> </ul>
<b>Parking</b>	
<ul style="list-style-type: none"> <li>▪ Alameda HS has parking for 109 employees currently, though approximately 200 would be assigned to the campus under a consolidation scenario.</li> <li>▪ Student parking is not available, so those that do drive park in the neighborhood. (The number of students who drive is unknown.)</li> </ul>	<ul style="list-style-type: none"> <li>▪ City of Alameda is open to discussing the possibility of using the city garage located on Oak Street for employee parking.</li> <li>▪ Neighborhood has the right to request the City implement a “resident only” parking program, which would limit available parking.</li> </ul>
<b>Student Drop-off</b>	
<ul style="list-style-type: none"> <li>▪ The number of students being dropped off in private vehicles is not known.</li> <li>▪ Special Education programs requiring transportation are located at Alameda HS.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of Special Education buses would not change as all students are currently housed on the Alameda HS campus.</li> </ul>
<b>Alameda Shuttle</b>	
<ul style="list-style-type: none"> <li>▪ Not currently available</li> </ul>	<ul style="list-style-type: none"> <li>▪ The City of Alameda is considering starting a shuttle originating at Alameda Point and ending near the High Street/Fernside area. The shuttle would run every 12 to 15 minutes and connect with other AC Transit bus lines. It would be free of charge to riders.</li> </ul>



<b>AUSD Shuttle</b>	
<ul style="list-style-type: none"> <li>▪ Not currently available</li> </ul>	<ul style="list-style-type: none"> <li>▪ AUSD could rent a bus to shuttle students between the two high schools. One bus could complete six to eight round trips. This would cost approximately \$90,000 per year for a 20-22 person bus and \$180,000 per year for a 48 person bus.</li> </ul>

A representative from Bike Walk Alameda spoke briefly with the Committee in regards to upcoming improvements. The City of Alameda was awarded \$7.3 million for the Central Avenue project, which will construct separate bicycle lanes from Encinal HS to 8<sup>th</sup> Street and a dedicated bicycle lane from 8<sup>th</sup> Street to Sherman. This project will be helpful to the community at large and would be beneficial under either the consolidation or other two alternative scenarios, as this would be a main corridor for student bike transportation. He noted that the city is having a meeting the following, December 5, 2018, on the proposed options for the bicycle lanes.

Neither AUSD nor Bike Walk Alameda have data on the number of students that currently ride their bicycles to and from school. However, a student Committee member noted that there are numerous bicycles on the Encinal HS campus. In addition, Susan Davis, AUSD’s Senior Manager, Community Affairs, stated that she is working with the City on a public transportation awareness campaign and a survey will be completed as part of that process.

In addition to the transportation information provided, Mr. Khan also provided an estimate for possible one-time costs versus on-going savings that could be experienced were the two schools to consolidate. The presentation noted that high schools have incurred between \$500,000 to \$1 million in rebranding costs (e.g., gym floors, score boards, new signage, etc.). AUSD is currently spending approximately \$1 million in operational costs (e.g., utilities, custodial, and maintenance) at Encinal HS. If the two high schools were to consolidate, it is anticipated that the Encinal HS campus will be utilized for other programs, therefore eliminating any direct cost savings. However, there would be downstream savings as other programs are shifted and those sites experience reduced operational expenses.

Lastly, Mr. Steven Fong provided a presentation exploring the two additional alternative scenarios and their potential impacts on teaching and learning for future discussion and strategic planning. This presentation did not provide answers, but considerations that would need to be further explored should the Board decide to proceed with either of these alternatives. For the Separate High School with Open Enrollment scenario, Mr. Fong noted the various programmatic, educational, and transportation matters that would need to be considered, such as alignment of bell schedules between the two schools, transportation between the campuses, advantages and disadvantages of block scheduling, and the impacts of increasing virtual offerings.

Gathering data on these considerations would require additional study. Some of the considerations are simple and can be figured out once priorities are established (e.g., alignment of schedules

would be a relatively minor fix as they are closely, if not exactly, aligned now), while others (e.g., block schedules which would require significant research) are more complex.

For the Dual Enrollment with Peralta CCD scenario, Mr. Fong discussed the current programs being offered in collaboration with the college district, meetings that have been held between AUSD and Peralta CCD to discuss this alternative, and the collaboration that would be required between the parties to develop the program. Considerations include, but are not limited to, the necessity that college courses be open to the public, the potential for AUSD teachers with appropriate credentials to serve as college instructors, the cost of course materials, and, once again, transportation.

Mr. Fong also noted that these two alternative scenarios are not mutually exclusive. AUSD could pursue both to provide greater opportunities for its students.

### **Meeting 8: January 15, 2019**

*The Committee reviewed the draft report prepared by Brianna García and provided feedback and comment...*

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## Alternatives

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The following is a description of the alternatives analyzed by the Committee. This information is based on presentations provided and consensus reached by the Committee for each of the alternatives. Some Committee members wished to express their personal opinions regarding the various scenarios analyzed as well as other alternatives that the Committee was unable to address due to time constraints. These personal statements are included in Appendix C.

### Consolidation of Alameda HS and Encinal HS

#### Description

Under this scenario, AUSD would consolidate the two comprehensive high schools—Alameda HS and Encinal HS—into one high school on the existing Alameda HS campus.

#### Pros

*Increased access to courses:* Consolidation would result in increased accessibility to courses and programs that are currently only offered at one campus or the other. Currently, approximately 49 courses are offered at Alameda HS that are not available to students at Encinal HS, while approximately 23 courses are offered at Encinal HS that are not available at Alameda HS.

*Potential efficiencies and ongoing cost savings:* Consolidation could result in program and administrative efficiencies and, therefore, ongoing cost savings. AUSD could achieve a savings of \$1.66 million in education services (e.g., administrators, department level staff, teachers, counselors, etc.) by consolidating the two high schools with the largest savings being attributed to reduction in department level staffing (\$607,416).

*Eliminate cost of new building at Encinal HS:* Consolidation could achieve a potential savings of \$9 million in Measure I funding as it would eliminate the need to construct a new classroom building at Encinal HS. Under a consolidation scenario, this new building is not needed. These funds could be used at Alameda HS to build a new classroom building to accommodate the future anticipated growth.

*More sports offerings for less cost:* The consolidation of the two school sites will provide opportunities for Encinal HS students to play sports that are not currently available on that campus. While combining existing programs would reduce the total number of spots available to students, the high school athletic directors would like to provide new opportunities for freshman level sports programs as well as adding two new sports programs. If these programs are added, then the total number of spots available for students increases under consolidation. Consolidation of the athletics programs could result in a potential savings of \$99,317 in staffing costs, which would be reduced to \$14,609 should the two new sports programs be added. In addition, \$69,972 in facilities maintenance costs could also be saved for a total of \$169,289. (Note that this is not the full existing

cost of maintaining the facilities as it is assumed the facilities would be utilized for other purposes.) The total cost savings would be reduced to \$84,581 if the two new sports programs were to be added.

*Greater sense of unity:* Integrating Alameda HS and Encinal HS could eliminate the “us vs. them” characteristic of inter-school rivalry, which could in turn lead to reduced instances of violence or other conflict between students from the two schools.

## **Cons**

*Lack of space at Alameda HS:* Based on current demographic projections, the population of students at a consolidated high school would outpace the classroom capacity on the Alameda HS campus. Alameda HS will have a total of 113 classrooms and a capacity to accommodate 2,826 students. However, current projections show that a combined high school would result in 3,262 students in 2022-23. A new building would have to be added to accommodate the projected population. While \$9 million in savings could be realized by not completing the new building at Encinal HS, the cost of a new building on the Alameda HS campus could be significantly more given future cost escalations.

*More competitive (and thus potentially inaccessible) programs:* While consolidation of the two high schools might allow all students the opportunity to participate in programs, it would also create more competition for those programs with limited space, as theater, varsity sports, etc.

*Potential for increased mental health supports:* Based on the Mental Health Needs Assessment Survey results, students at Alameda HS have reported feeling worried, anxious, or stressed at higher levels than students at Encinal HS, 69.6% to 38.6%, respectively. Adding more students to the Alameda HS campus could exacerbate these feelings and/or other mental health issues stemming from a sense of overcrowding and heightened competition.

*Potential increased costs in student services:* While it appears, based on the presentation provided by Education Services, that there might be savings at the administrative level due to efficiencies experienced by a consolidation, the increase in the number of students sharing a single campus could result in a reduction of those savings at the student support level as existing or increased levels of staff might be necessary.

*Longer commutes with more students beyond the “walk zone”:* Consolidation would necessitate longer commutes for students and families residing on the west end. Were the schools to be consolidated onto the Alameda HS campus, the number of students beyond their respective walk zone would increase by 600 students, for a total of 1,357. This increase would be disproportionately experienced by students residing within the existing Encinal HS boundaries.

*Increased traffic and parking demand:* While a traffic study has not been completed, it is assumed that a consolidation would impact parking and traffic. Mr. Kahn’s presentation at the December 4, 2018, meeting noted that the City of Alameda is open to discussing the possible use of the city

garage located on Oak Street for AUSD employees parking, but nearby streets would likely see increases in traffic, from employees, parents dropping off students, and those students who drive private vehicles to school.

*Potential one-time costs:* The consolidation of the two schools into a new school would result in one-time costs. For example, the new school would need to be “branded” with new colors, mascot, letterhead, etc. In addition, new uniforms would need to be acquired for the sports teams, band, etc. The cost of moving teachers, equipment, supplies, etc. from one campus to the other would also need to be considered. These expenses have not been quantified. However, as previously noted, other high schools have incurred costs ranging from \$500,000 to \$1 million. While such expenses would impact AUSD’s budget, they would do so in one fiscal year, while potential staff and program reduction savings would be ongoing.

### **Items Requiring Further Investigation**

- Traffic Study—Determine the impacts of consolidation on the neighborhoods and thoroughfares that would be impacted by students commuting from the west end to Alameda HS.
- Staffing—Determine actual staffing needs for a consolidated high school program.
- Expenses—Determine total one-time costs of consolidation.

## **Separate High Schools with Open Enrollment**

### **Description**

Under this scenario, both the Alameda HS and Encinal HS campuses would remain open. Students would be allowed to attend classes on either campus depending on the course offerings and student course needs and interests, regardless of school boundaries. Selected courses could be offered online via webinars, live streaming, Facetime, Skype, and other media to further provide access to courses by students. The bell schedules at both schools would be aligned to better facilitate access to these expanded course options.

### **Pros**

*Increase access to courses:* Students would have access to courses across both campuses, reducing the instances where the lack of a sufficient number of students on a campus prohibits a student from accessing a course (e.g., Encinal HS students are currently unable to take certain higher-level language courses). The introduction of virtual courses, whether students attend on campus or from home, will also expand accessibility of courses.

*Allows centralization of specialized programs:* Allowing students to attend classes on both campuses allows for centralization of specialized programs at either Alameda HS or Encinal HS, which would support increased efficiency of staffing and facilities across the campuses.

Specialized programs/courses might include: CTE pathways, VAPA programs, world language, Advanced Placement course, dual enrollment, and unique electives.

### **Cons**

*Potential increased transportation costs:* Additional student transition between campuses would be required in any variation of open enrollment. Transportation between the two campuses would require increased shuttle/bus options at an additional expense.

*Two sets of sports teams would still be necessary:* The North Coast Section, of which the District sports programs belong, requires that students become part of sports teams at the school in which they are enrolled. In an open enrollment scenario, students cannot chose to play sports on one campus if officially enrolled in another. If two separate schools officially remain, then each school would need to have its own sports teams.

### **Items Requiring Further Investigation**

- Scheduling—Determine how courses will be scheduled and the frequency at which students will be allowed to go from one campus to the other (e.g., block schedule where students can switch schools at the end of each course, continue with existing sections and students can take classes on one campus in the morning and another in the afternoon, etc.)
- Staffing—Determine actual staffing needs and location of staff based on whether courses/programs are centralized or duplicated.
- Transportation—Determine transportation needs and costs dependent on schedule selected.
- Course Delivery—Determine options for virtual course delivery, either simulcast/streaming on campus or from home.
- Costs/Savings—Determine costs or saving associated with virtual courses.

## **Dual Enrollment with Peralta CCD**

### **Description**

Under this scenario, students would be provided the option of enrolling in both high school and college courses simultaneously through an arrangement with Peralta CCD. Students would attend classes at the participating colleges as well as be provided classes at both school sites. A wheel for post-secondary courses and other specialized programs (e.g., CTE, trades, etc.) would be created at both Alameda HS and Encinal HS, as well as at ASTI.

### **Pros**

*Increase access to courses:* Providing students with the opportunity to enroll in both high school and college courses simultaneously in partnership with Peralta CCD will increase access to courses for all students and allow them to earn college credits while still in high school. The addition of a wheel and other specialized programs on the campuses will also provide greater access and opportunities for students.

*Provide opportunities for teachers:* This scenario provides the potential for AUSD teachers with appropriate credentials to serve as college instructors.

*Increased exposure for students:* Participating in a dual enrollment program will provide students with college experience and assist them in easing the transition from high school to college and life beyond post-secondary education. For those students unable to access AP courses, participating in dual enrollment can expose them to more challenging course work and replace credits they might have earned through AP exams. Lastly, these additional courses may help students graduate from college on time or early.

### **Cons**

*Increased cost to AUSD or student:* Currently, students voluntarily taking classes at a community college must cover the costs for these classes, while those attending under an AUSD sponsored program have their fees paid by AUSD. The costs incurred if the classes are held on an AUSD campus would be no more than a regular high school class would cost. However, if students are attending classes on a Peralta CCD campus, there will be costs for taking the courses and for course materials. In addition, the expansion/maintenance of CTE programs could increase AUSD expenditures.

*Potential increased transportation costs:* If students were to attend classes on a Peralta CCD campus, transportation to and from the campus would need to be considered and the associated costs likely borne by AUSD.

*Increased facilities' needs:* The addition of CTE/trade-based courses and programs could necessitate the construction or modernization of an existing classroom to meet course specific requirements (e.g., machinery for a shop program, or robotics labs).

*Potential reduction of existing courses:* Ultimately, AUSD can only offer a certain number of courses during a given school year. If CTE or other specialized programs are introduced, they will be replacing and not necessarily augmenting existing programs.

### **Items Requiring Further Investigation**

- Agreement with PCCD—Further discussions with Peralta CCD would be necessary to fully develop the program.
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### **Additional Alternative Scenarios**

The following alternative scenarios were developed by the Committee. Due to limited time, the Committee was unable to further explore these scenarios. However, the Committee believes that many of these scenarios could be beneficial to the students of AUSD and has provided them for the Board's consideration. (The list is provided in order of preference per the vote ranking completed by the Committee members.)

1. Make elementary schools K-6 and high schools 7-12 (e.g., combine Lincoln Middle School [MS] and Alameda HS, which would free up the Lincoln MS campus to combine elementary schools or provide other specialized programs).

The combination of middle and high school students onto one campus has been successful for the Junior Jets on the Encinal HS campus. Given the new classrooms that will be created on the Alameda HS campus, there is sufficient space to consolidate Lincoln MS and Alameda HS, which would free up the Lincoln MS campus for another use. For example, students attending Lum Elementary School (ES) are starting to experience overcrowding, so the ability to open another elementary school or other specialized program on the Lincoln MS campus could be beneficial.

In addition, Ruby Bridges ES is currently K-6 and those students cannot take high school classes. However, 7<sup>th</sup> and 8<sup>th</sup> graders can take high school classes with 9<sup>th</sup> and 10<sup>th</sup> graders, so dividing the grades as suggested makes sense for increasing opportunities for students.

2. Expand ASTI to include more students.

ASTI is currently located in six portable buildings and educating approximately 200 students, but the program was designed to hold 400 students. The College of Alameda will make sure space is available as many students as AUSD would like to enroll.

3. Create one high school across two campuses by removing geographic boundaries. This would allow each school to focus on specific programming (e.g., Liberal Arts and STEM) and students can choose their desired focus.

This would effectively create one comprehensive high school across two campus allowing fluid movement between the two schools. Each school would have a focus, so that courses are not duplicative. This alternative would require the rebranding of the “single” high school similar to the consolidation scenario.

4. Close Junior Jets and Academy of Alameda to reinstate Chipman MS.

Create on large middle school similar to the former Chipman MS. This would be a more compatible use and eliminate the necessity to have two middle schools in such close proximity of each other, as currently configured.

5. Combine elementary schools.

Because Franklin ES is so small and within equal distance of Maya Lin ES and Haight ES,



Franklin ES can be split and those students enrolled in either of these other elementary schools creating larger elementary schools. Otis ES has large enrollment, but is still a small school as well. It would make sense to find/create larger elementary schools for these students.

6. Create one 10-12 site and two 7-9 junior high school sites. Elementary schools would all be K-6.
7. Create middle and high school charter schools.

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