



# Franklin-McKinley School District

PREPARING ALL CHILDREN AS GLOBAL LEARNERS

## **School Consolidation Advisory Committee Report and Recommendations to the Board of Trustees**

January 22, 2025

**COMMITTEE MEMBERS**

<b>Name</b>	<b>Stakeholder Category</b>	<b>School</b>
Graciela Perez	Parent	Hellyer/Sylvandale
Angelica Garibay-De La Cruz	Parent; Staff	Kennedy/McKinley
Estrella Vergara	Parent	Windmill Springs/VIDU
Taylor Nguyen	Parent; Staff	Franklin
Kenia M. Aguilar Rubio	Parent	Los Arboles/Lairon
Rosaura Tavara	Parent	Meadows/SPDU
Stephanie Ceja	Parent	Los Arboles/Lairon
Paula Lara	Parent	Meadows
Quynh Tran	Parent	Ramblewood
Priscilla Tobias Lopez	Parent	Los Arboles
Joanne Coon	Parent	Shirakawa
Alena Pantoja	Parent	Dahl
Thanh Ta	Parent; Staff	Windmill Springs
Eliseo Aceves Ramirez	Parent	Sylvandale
Jennifer Pinol	Staff – Teacher	Stonegate
Kimberly Leonhardt	Staff – Teacher	Santee
Ella Mullenex	SCAC Secretary; Staff - SLP	Bridges/CCA
Socorro Rojas Martinez	Staff – CSEA	District Office
Vanessa Fonseca	SCAC Vice-Chair; Staff - CSEA	District Office
Dario Lomeli Jr.	Staff – CSEA	District Office
Magdalena Moore	SCAC Chair; Staff - Administration	Meadows
Rochelle Espitia	Staff – Administration	Los Arboles

**ADVISORY SUPPORT STAFF/CONSULTANTS**

Juan Cruz	Superintendent
Jason E. Vann	Assistant Superintendent of Business Services
Dr. Limary Trujillo Gutierrez	Assistant Superintendent of Educational Services
Dr. George Kleidon	Assistant Superintendent of Human Resources
Lou Anne Castillo-Tran	Director of Maintenance & Auxiliary Services
Harold Freiman	Attorney at Law, Lozano Smith, LLP
Kelly Rem	Attorney at Law, Lozano Smith, LLP
Joseph Pandolfo	Total School Solutions

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## **Executive Summary And Recommendations**

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Based on projected long-term declining enrollment and budgetary challenges, at its September 10, 2024, regular meeting, the Franklin-McKinley School District (“District”) Board of Education (“Board”) unanimously approved the formation of the School Consolidation Advisory Committee (“Committee”) to evaluate data and make recommendations regarding the possible closure and/or consolidation of schools within the District. The Committee held a series of public meetings between October 2024 through January 2025, to review and recommend schools for closure and/or consolidation based on data and adopted criteria. The final decision on which school(s) to close and/or consolidate ultimately rests with the governing Board.

This report provides a summary of the Committee’s meetings, as well as its recommendations and rationale. Based on the information provided and discussed, the Committee makes the following recommendations to the Board regarding school closures and or/consolidations:

**1. The following schools are recommended for closure at the end of the 2024-2025 school year:**

**2. The following grade reconfigurations are recommended for the 2025-2026 school year:**

**3. The following are the Committee’s additional recommendations:**

## Background and Purpose

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### Overview

The District serves a diverse population of approximately five thousand seven hundred sixty-six (5,766) students in grades TK-8. Its schools are currently offered in various grade configurations, which include ten (10) elementary schools, three (3) TK/K-8 schools, and three (3) middle schools. A significant percentage of the District's student population is either Latinx and Spanish speaking or Vietnamese and Vietnamese speaking, and the District has a significant number of socioeconomically disadvantaged students.

The District has been experiencing budget challenges and declining enrollment for several years. To ensure that future generations of District students have access to high-quality programs, it is imperative to address the District's current budget issues. The Board has given direction that reorganizing the District's school campuses will be part of the process.

Prior to the pandemic and back to the early 2000s, nearly every public school district in California has seen declining enrollment due to low birth rates, higher cost of living, and families moving out of the area or state. The rising cost of living in the Bay Area has accelerated the District's enrollment decline, with the District experiencing a forty percent (40%) decrease in enrollment from 2011-12 (9,673 students) to 2024-2025 (5,766 students). During the pandemic, the District received one-time federal dollars to assist with distance learning and learning loss. While this funding helped to temporarily ease the District's budgetary deficit, it has since been exhausted.

These major factors have impacted the District's budget significantly. The Board has a fiduciary responsibility to ensure fiscal stability, while still providing the best learning opportunities for all students. The District also desires to ensure high quality programs for all of its students. Having a smaller footprint of schools has the potential for more efficient resource allocation, including programs, facilities, and staff.

The Board's direction has been to consolidate and close schools in order to address projected budget shortfalls and declining enrollment. When the current budget was established, it was projected that \$22.9 million in total budget cuts would be needed before July 1, 2025, in order to maintain fiscal solvency and the legally-mandated minimum three percent (3%) reserve. Based on current projections, that amount could potentially be reduced to \$20.1 million. However, an additional \$4 million in cuts would still be needed by July 1, 2026, to maintain fiscal solvency and a three percent (3%) reserve.

At its September 10, 2024, meeting, the Board voted unanimously to establish this Committee to review and analyze the school sites within the District and to make a recommendation regarding which school sites to close and/or consolidate.

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The Committee was made up of twenty-two (22) members, including parents, labor union representatives, community members, and District staff, and includes representation consistent with California Department of Education (“CDE”) guidelines (discussed below). The Committee meetings were facilitated by Harold Freiman from Lozano Smith, and attended by the District’s cabinet level staff.. The Committee was also supported by Joseph Pandolfo from Total School Solutions. The Committee’s meetings were noticed, open to the public, and complied with the Brown Act.

### **State Law**

Education Code section 17387 provides that school districts should provide for community input before decisions are made about school closure. The Education Code does not prescribe a specific process for such community involvement. A common approach is to form a school consolidation committee, made up of members of the community, and allow the committee to hold a series of public meetings to discuss the closure/ consolidation.

The most recent development in this area of law occurred in September 2022, Assembly Bill (“AB”) 1912 went into effect. AB 1912 sets out certain legal requirements for school closures but expressly applies only to school districts under financial distress. (AB 1912, codified as Ed. Code, § 41329.) Only very few school districts meet the statutory definition of being under “financial distress,” and that does not include the District. “Financial distress” is defined as having received an emergency apportionment or having had a trustee or administrator appointed. (Ed. Code, § 41329, subd. (b).) As a result, AB 1912 does not apply to the District.

While AB 1912 does not technically apply to the vast majority of school districts, on April 11, 2023, Attorney General Rob Bonta issued a guidance letter to all California school districts, encouraging them nevertheless to follow the guidelines set forth in AB 1912 (“AG Letter”). The Attorney General emphasized that complying with AB 1912, even if it is not otherwise required, is an effective means of complying with anti-discrimination laws and ensuring that school closure decisions are made equitably.

Finally, the CDE offers a Best Practices Guide for Potential School Closure (“Guide”), which can be found on its website, <https://www.cde.ca.gov/ls/fa/sf/schoolclose.asp>, to provide “school communities facing this challenge with essential information needed and suggestions for best practices when closing a school.”

The Guide, updated August 2024, lists “Engaging the Community” as its first chapter. In that chapter, the CDE recommends that school districts should first “form a committee,” then “start the community conversation.” The Guide explains the purpose of such a committee:

Committees can serve an essential purpose in the school closure process, helping the district to navigate matters that can be logistically, legally, and emotionally difficult. Committee members can provide perspective. A committee membership that includes trusted leaders from the community can help assure the larger community that the problems leading to school closure are real, the process will be transparent, and the district’s intentions are good.

The CDE cites Education Code section 17387, and adds, “[i]nvolving the community means more than simply reporting to them. Involvement suggests dialogue, both sharing information and listening to community perspective, questions, and ideas.”

### **Timeline**

The consolidation process to date has occurred on the following timeline:

- September 10, 2024: The Board unanimously approved the formation of the School Consolidation Committee (“Committee”).
- October 16, 23, and 24, 2024: The District hosted three (3) “town hall” meetings regarding school consolidation at three (3) locations within the District.
- October 2024 through January 2025: The Committee held seven (7) school consolidation meetings, facilitated by Harold Freiman from the law firm of Lozano Smith. The Committee reviewed a variety of data (including data contained in a Facilities Management Report prepared for the Committee and various presentation materials), identified criteria based on CDE guidance, reviewed possible reconfiguration options, and listened to public input. Committee meetings were held on the following dates: October 17, 2024; October 30, 2024; November 6, 2024; November 20, 2024; December 4, 2024; January 8, 2025; and January 22, 2025.

### **Declining Enrollment in the District**

From 2011-12 to 2024-2025, the District experienced a forty percent (40%) decrease in enrollment, from nine thousand six hundred seventy-three (9,673) students in 2011-12 down to five thousand seven hundred sixty-six (5,766) students in 2024-2025. Although the District was impacted by the COVID-19 pandemic, the declining enrollment is a trend that preexisted the pandemic. Per PowerSchool projections, a further 17.3% decline in enrollment is projected from 2023-24 to 2033-34.

We understand that there are several factors impacting enrollment, including, but not limited to, aging population, declining birth rates, and increasing housing costs. The rising cost of living in the District can impact the ability of families with children to move into the District, and it can cause families with children to move out of the District.

### **Fiscal Impacts of Declining Enrollment**

The District has focused on the challenges of operating schools with declining enrollment. The District has explained that operating schools well-below capacity is not an efficient use of District resources, and that maintaining a small school comes at a cost to students in terms of high-quality programming and a high-quality workforce. Furthermore, revenues have decreased, while operational expenses remain the same or are increasing.

### **Impacts of Declining Enrollment on Students and Staff**

The District has indicated that operating an underpopulated school underutilizes District resources and threatens the District's fiscal solvency. High costs of operating under-enrolled schools has the potential to reduce academic programs and impacts salaries throughout the District. Underutilized schools must be maintained, repaired, and cleaned, as well as have supervision, transportation, and operations.

### **District Goals**

The District's priority in consolidating schools is to ensure that its resources are used efficiently and for the greatest benefit to students and to maintain the fiscal solvency of the District. Elementary and middle schools with more robust enrollment have the potential to provide a more robust academic program. For example, consolidating schools avoids or lessens the need to create combination classes at elementary schools, while at middle schools, there can be the potential for greater academic and elective offerings.

### **Objectives of School Closure/Consolidation**

The District has identified cost savings when closing a school due to a decrease in personnel, supplies, and utility usage. The District has indicated that right-sizing the number of facilities in operation to match the overall student population allows more resources to be distributed to the remaining schools to maximize operations. Funds can be strategically allocated to ensure that robust programs remain available at all sites in order to provide direct services to students. Some of the District's identified benefits of school consolidation include, but are not limited to:

- **Cost Efficiency:** Smaller schools often face higher per-student costs due to maintaining facilities, staff, and resources. Consolidation can help reduce administrative and operational costs by streamlining resources into fewer schools.
- **Improved Resource Allocation:** By combining schools, the District can pool resources such as teachers, technology, and extracurricular programs. This can help lead to better educational opportunities and access to a wider variety of academic programs and services.
- **Addressing Enrollment Declines:** Consolidation helps to address the challenge of operating underpopulated schools.
- **Enhanced Academic Opportunities:** Larger, consolidated schools may be able to offer more specialized courses, arts, athletics, language, and extracurricular programs that smaller schools might struggle to provide due to limited student population, staff, or funding.
- **Addressing Teacher Shortages:** Consolidation may alleviate staffing shortages by concentrating faculty and staff in fewer locations, allowing the District to make more efficient use of qualified educators, including hard to staff positions (i.e., special education, bilingual, science, etc.).

- **Allowing for Budget Stabilization:** Improved resource allocation supports budget stabilization over time and helps provide for ongoing, viable compensation increases for staff.

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## Key Data

The Committee considered various data, including the information identified in the attachments to this report. Certain key data reviewed by the Committee includes the Figures set forth below.

**Figure 1: Enrollment Decline 2011-12 to 2023-24**

**FMSD Enrollment Decline was -40.34% [From 2011-12 to 2023-24]**

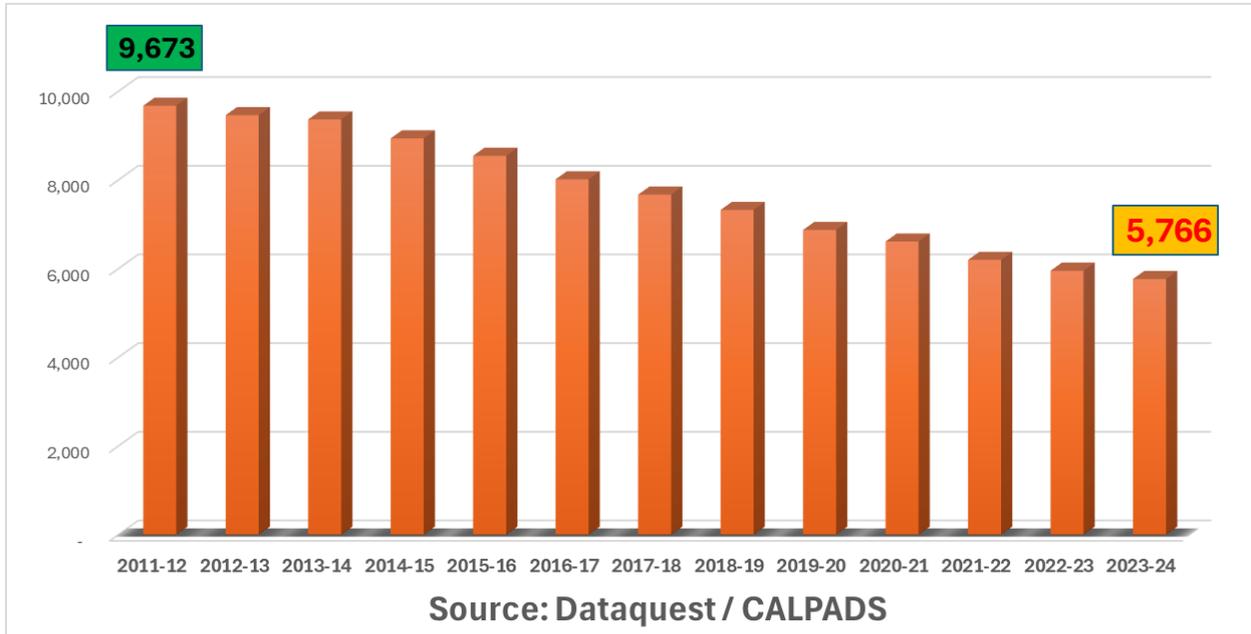
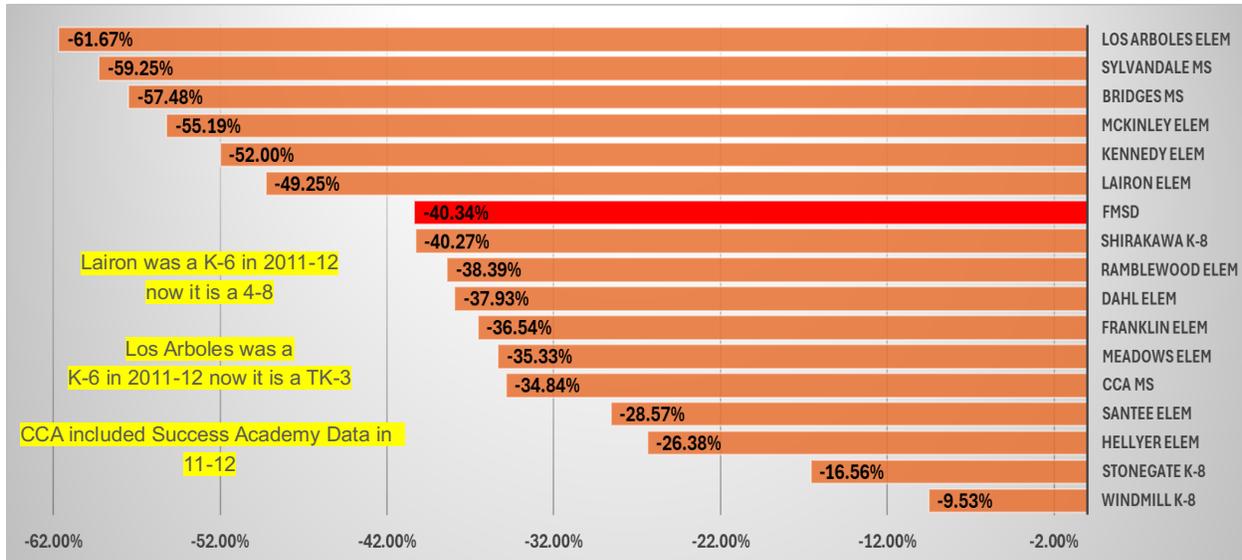


Figure 2: Enrollment Change by School Site 2011-12 to 2023-24

## Enrollment Change By School Site [From 11-12 to 23-24]



Source: CALPADS / Dataquest



**Figure 3: Capacity and Utilization Rates (as of 10-2-2024)**

<b>FMSD School Site</b>	<b>Capacity ***</b>	<b>Current Enrollment*</b>	<b>Excess Capacity</b>	<b>Utilization Rate</b>
Lairon**	732	237	495	32.38%
Los Arboles	528	192	448	36.36%
McKinley	524	230	334	43.89%
Meadows	888	422	514	47.52%
Dahl	776	396	380	51.03%
Shirakawa	912	533	359	58.44%
Hellyer	632	387	281	61.23%
Santee	532	327	281	61.47%
Franklin	792	525	303	66.29%
Stonegate	764	515	277	67.41%
Kennedy	476	323	377	67.86%
Ramblewood	360	249	175	69.17%
Windmill	764	598	230	78.27%
<b>Total for Elementary Schools</b>	<b>8,680</b>	<b>4,934</b>	<b>4,454</b>	<b>56.84%</b>
<b>FMSD School Site</b>	<b>Capacity ***</b>	<b>Current Enrollment*</b>	<b>Excess Capacity</b>	<b>Utilization Rate</b>
Sylvandale MS	1,164	330	950	28.35%
Bridges Academy	890	272	508	30.56%
College Connection A.	288	213	107	73.96%
<b>Total for Middle Schools</b>	<b>2,342</b>	<b>815</b>	<b>1,565</b>	<b>34.80%</b>
<b>Total Districtwide</b>	<b>11,022</b>	<b>5,749</b>	<b>6,019</b>	<b>52.16%</b>
*includes preschool in the enrollment count				
**includes space leased by SCCOE for their Head Start Preschool program				
***excludes the following spaces per site: 1 Wellness Center classroom, 1 RSP or SLP classroom, , 1 CORAL classroom (if there is not an office), 1 Breakthrough room (at Bridges) & 1 weight room at Lairon.				

Figure 4: Projected Enrollment

**PowerSchool Proj. - 17.3% Decline from 23-24 to 33-34**

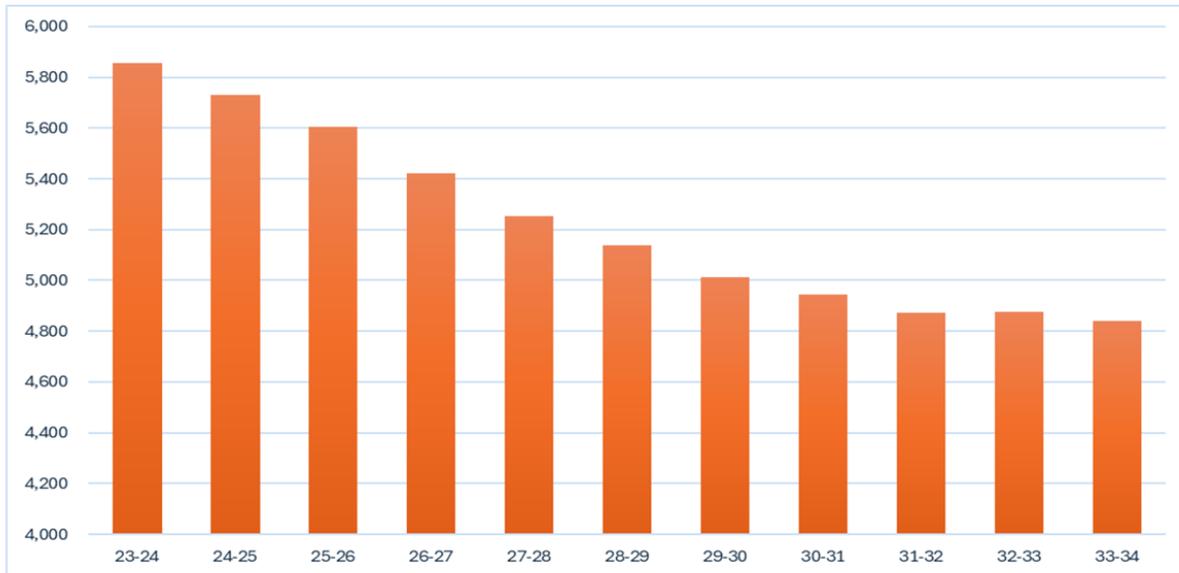
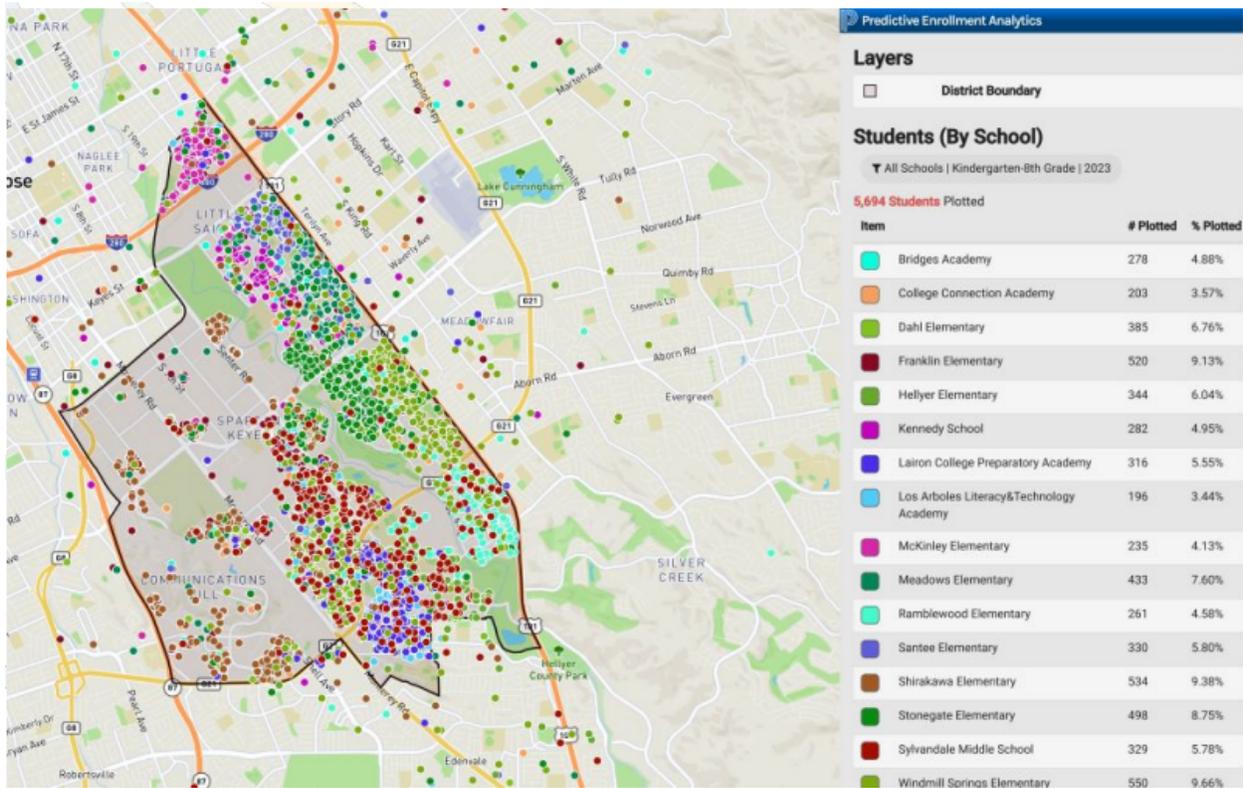
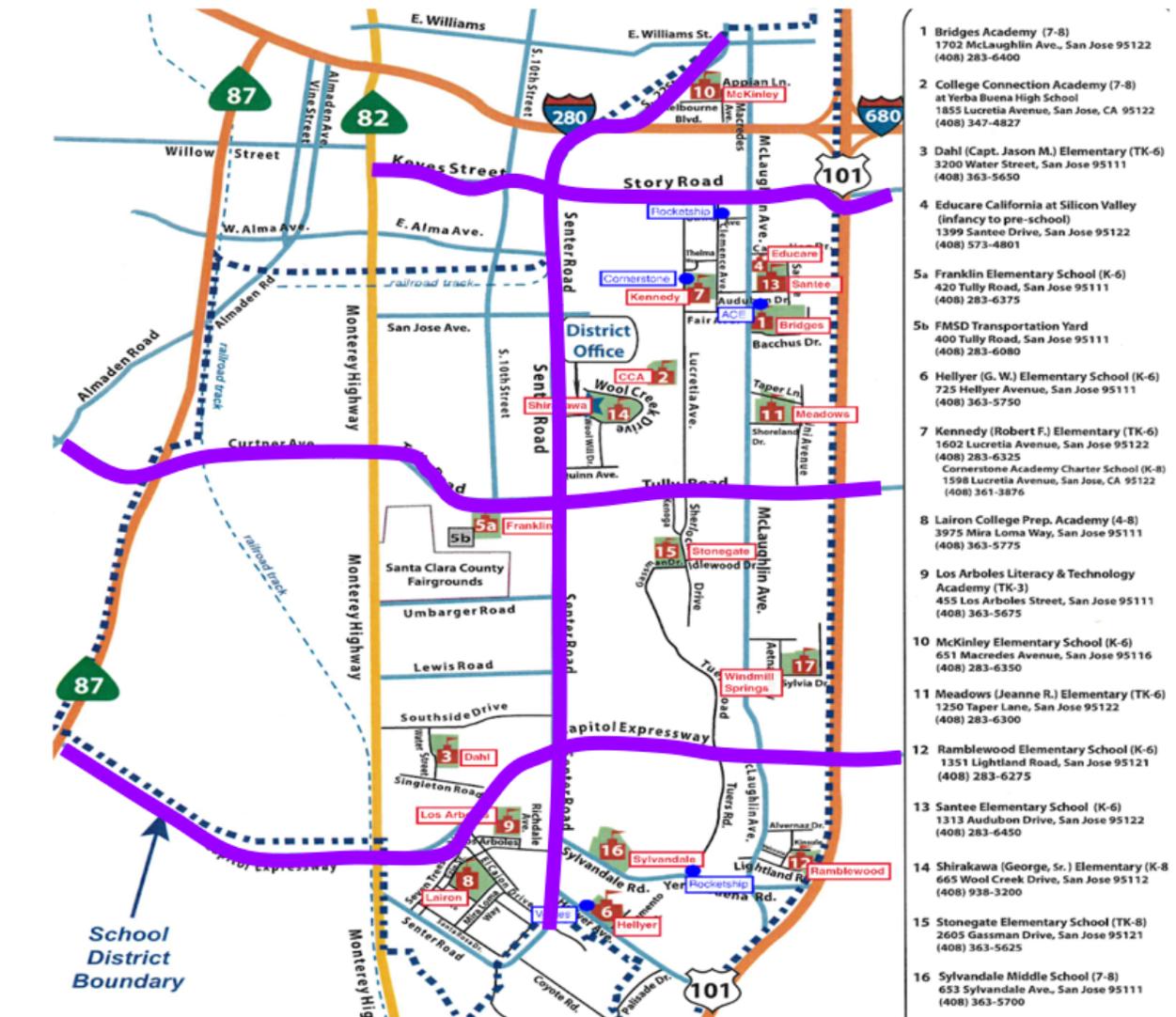


Figure 5: Districtwide Scatter Map



This map reflects where District students reside.

Figure 6: District Sections Created by Major Roadways



**Figure 7: 2023-24 Personnel Costs Per School Site**

Site	Grade Levels	Personnel Costs (2023-24)	October Enrollment	Cost per Student
McKinley	PK, K-6	\$3,887,747	231	\$16,830
Los Arboles	PK, K-3	\$3,201,633	194	\$16,503
Bridges	7-8	\$4,331,326	272	\$15,924
Santee	PK, TK-6	\$4,175,754	327	\$12,770
Kennedy	PK, TK-6	\$4,121,589	324	\$12,721
Lairon	4-8	\$3,207,038	257	\$12,479
CCA	7-8	\$2,473,767	213	\$11,614
Sylvandale	7-8	\$3,806,345	332	\$11,465
Meadows	K-6	\$4,389,446	419	\$10,476
Stonegate	PK, TK-8	\$5,368,990	517	\$10,385
Dahl	TK-6	\$4,020,592	395	\$10,179
Windmill	TK-8	\$5,976,016	596	\$10,027
Shirakawa	PK, K-8	\$5,281,447	532	\$9,928
Hellyer	TK-6	\$3,733,548	390	\$9,573
Ramblewood	K-6	\$2,363,740	251	\$9,417
Franklin	TK-6	\$4,820,240	525	\$9,181
<b>Total</b>		<b>\$65,159,218</b>	<b>5,775</b>	<b>\$11,283</b>

- Includes the total compensation of staff that work at the school site (e.g., Principal, Secretaries, Teachers in classrooms, custodians, social workers, etc.).
- Does not include staff that are itinerant, District Office Staff, and Child Nutrition Services Staff (e.g. Nurses, Maintenance, Food Service Leads, IT Technicians, Enrollment Center Staff, District Liaison, etc.).
- Total Maintenance Costs in 23-24 was \$3.7M of which \$2.2M related to compensation. This cost is not included in the table to the left.

**Figure 8: Estimated 2024-25 Utility Costs Per School Site**

School	Grade Level	Estimated Utility Cost	October Enrollment
<b>Elementary</b>			
Windmill	TK-8	\$214,491	596
Franklin	TK-6	\$188,307	525
Shirakawa	PK, K-8	\$182,210	532
Stonegate	PK, TK-8	\$179,699	517
Meadows	K-6	\$151,363	419
Dahl	TK-6	\$141,679	395
Hellyer	TK-6	\$138,809	390
Santee	PK, TK-6	\$114,060	327
Kennedy	PK, TK-6	\$107,245	324
Lairon	4-8	\$90,387	257
Ramblewood	K-6	\$89,311	251
McKinley	PK, K-6	\$73,888	231
Los Arboles	PK, K-3	\$66,356	194
<b>Middle School</b>			
Sylvandale	7-8	\$118,364	332
Bridges	7-8	\$94,561	272
CCA	7-8	\$76,399	213

- Total Utility Costs for all sites in 23-24 was \$1.97M
- We currently project total utility costs for 24-25 to be about \$2.03M for 24-25
- Utility savings will also be realized with the closure of a school, but the amount depends on the future use of the school

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**Figure 9: Prop 39 and Bond Allocation Per Site**

School	Grade	Year Built	Last Modernization	Prop 39 Clean Energy 2019	Measure J 2010	Measure H 2016-2020	Measure R 2020-Present	Total
<b>Elementary Schools</b>								
Franklin	TK-6	1950	2018	5,333	15,712,560	10,578,693	2,387,537	<b>28,684,123</b>
Windmill Springs	TK-8	1984	2018	0	225,805	14,301,451	968,986	<b>15,496,242</b>
Lairon	4-8	1964	2018	0	1,098,039	11,150,951	518,733	<b>12,767,722</b>
Stonegate (PK)	TK-8	1962	2007	120,121	2,815,823	7,302,701	615,953	<b>10,854,597</b>
Meadows	K-6	1990	-	0	2,314,189	490,782	7,679,867	<b>10,484,838</b>
McKinley (PK)	TK-6	1968	2003	144,288	5,605,616	525,769	3,922,672	<b>10,198,345</b>
Santee (PK)	TK-6	1965	2001	3,443	211,515	3,922,841	5,339,173	<b>9,476,972</b>
Kennedy (PK)	TK-6	1968	CR 2001; F.O. 2023	2,340	1,067,355	2,205,928	3,571,463	<b>6,847,085</b>
Hellyer	TK-6	1964	2011	0	3,274,364	2,914,919	155,362	<b>6,344,645</b>
Dahl	TK-6	1958	2010	0	23,061	552,454	4,816,461	<b>5,391,977</b>
Los Arboles (PK)	K-3	1965	2003	169,149	1,323,408	880,732	2,121,396	<b>4,494,685</b>
Shirakawa (PK)	K-8	1998	-	294,305	25,129	1,833,936	1,286,856	<b>3,440,226</b>
Ramblewood	K-6	2005	-	20,673	96,277	850,289	150,299	<b>1,117,537</b>
<b>Middle Schools</b>								
Sylvandale	7-8	1964	2000		683,061	4,881,675	11,530,156	<b>17,094,893</b>
Bridges	7-8	1969	2000	30,862	3,083,428	485,701	10,825,695	<b>14,425,686</b>
College Connector	7-8	2010	-	646,462	13,464	132,113	8,774	<b>800,813</b>
<b>Other</b>								
District-Wide	-	-	-	746,048.64	9,446,775	8,678,545	24,273,312	<b>43,144,680</b>
<b>Grand Total</b>				<b>2,183,023</b>	<b>47,019,871</b>	<b>71,689,479</b>	<b>80,172,693</b>	<b>201,065,066</b>

**Prop 39 Energy Funds -**  
 State Funds that have been used by FMSD to upgrade HVAC units and improve lighting efficiencies throughout the district.

**Measures**  
 Sorted based on Measure R Column. Measure R includes completed, in-progress and future projects.

Measure J and H have been fully expended.

These numbers exclude any State matching funds the district may be eligible for (by school site).

**Figure 10: State Matching Funds Per School Site**

					23/24 Modernization Eligibility Analysis		
School	Grade	Year Built	Last Modernization	State Funds Received	State	District	Total
<b>Elementary Schools</b>							
Shirakawa (PK)	K-8	1998	-		4,538,652	3,025,768	<b>7,564,420</b>
Ramblewood	K-6	2005	-		3,469,202	2,312,801	<b>5,782,003</b>
Dahl	TK-6	1958	2010		3,323,394	2,215,596	<b>5,538,990</b>
Hellyer	TK-6	1964	2011	2,308,209	2,627,741	1,751,827	<b>4,379,568</b>
Stonegate (PK)	TK-8	1962	2007		2,293,104	1,528,736	<b>3,821,840</b>
Los Arboles (PK)	K-3	1965	2003		1,744,070	1,162,713	<b>2,906,783</b>
Franklin	TK-6	1950	2018	2,603,375	1,680,159	1,120,106	<b>2,800,265</b>
Kennedy (PK)	TK-6	1968	CR 2001; F.O. 2023		1,563,235	1,042,157	<b>2,605,392</b>
McKinley (PK)	TK-6	1968	2003		296,757	197,838	<b>494,595</b>
Windmill Springs	TK-8	1984	2018	3,402,226	0	0	<b>0</b>
Lairon	4-8	1964	2018	581,147	0	0	<b>0</b>
Meadows	K-6	1990	-		0	0	<b>0</b>
Santee (PK)	TK-6	1965	2001	671,643	0	0	<b>0</b>
<b>Middle Schools</b>							
Sylvandale	7-8	1964	2000		0	0	<b>0</b>
Bridges	7-8	1969	2000		0	0	<b>0</b>
College Connector	7-8	2010	-		0	0	<b>0</b>
<b>Other</b>							
District-Wide	-	-	-		0	0	<b>0</b>
<b>Grand Total</b>				<b>9,566,600</b>	<b>21,536,314</b>	<b>14,357,542</b>	<b>35,893,856</b>

**23/24 Modernization Eligibility**  
 >The 'State' column details the amount of funds the District could receive to offset the cost of future modernization projects at a school site.  
 >The 'District' column details the amount the District would need to spend to obtain these State funds. Typically, Districts pay for the entire project and then obtain a reimbursement from the State up to the State's portion of the Modernization Eligibility amount.

**Figure 11: Upcoming Possible Bond Projects By School Site (Summary)**

School	Est. Total Cost in Million in next 5-15 yrs	Total Cost - Master Plan (in Million - as of Oct 2024)
<b>Elementary Schools</b>		
Windmill Springs	\$4.50	\$26.63
Hellyer	\$5.90	\$22.09
Ramblewood	\$9.20	\$14.46
Lairon	\$9.40	\$25.51
Franklin	\$9.80	\$17.98
Dahl	\$10.00	\$40.90
Kennedy	\$10.50	\$47.66
Meadows	\$13.00	\$56.07
Shirakawa	\$14.00	\$77.21
Stonegate	\$14.80	\$75.26
Los Arboles	\$20.00	\$56.84
Santee	\$22.00	\$59.03
McKinley	\$30.00	\$60.41
<b>Middle Schools</b>		
CCA*	\$1.00	\$1.00
Sylvandale	\$25.00	\$65.56
Bridges	\$39.60	\$68.99
<b>TOTAL</b>	<b>\$238.70</b>	<b>\$715.60</b>
* Projects need to be approved by ESUHSD		
** (in Million - in next 5-15 yrs)		

## The Committee's Role and Analysis of Criteria

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The Committee's role was to review and analyze data, analyze criteria for reviewing potential schools for closure, and look at various options for recommendations to the Board regarding closure and/or consolidation.

The Committee's work included review of nine (9) criteria provided by the CDE Best Practices Guide for Potential School Closure (updated August 2024), available on CDE's website at: <https://www.cde.ca.gov/ls/fa/sf/schoolclose.asp>. The below list summarizes CDE's criteria as considered by the Committee. This list of criteria does not reflect any weighting, priority, or rank of order; all of the criteria were analyzed and considered in the course of the Committee's work.

1. **Capacity.** What is the enrollment and capacity data for each school? Receiving schools will need adequate core facilities and classroom space to accommodate new students.
2. **Student Demographics.** Redistribution of students could change student demographics. What is the diversity balance of each school, and what would that balance be following consolidation of schools?
3. **Condition of School Facilities.** What is the condition of particular schools including age, needs for retrofitting/modernization/major repairs, planned improvements, technological and/or innovative features, and other facilities factors?
4. **Operating Costs.** What is the estimated cost savings from school closure scenarios, evaluated based on analysis of each school's operating costs, such as staffing, energy and utility use and maintenance?
5. **Special Programs.** What special programs such as special education, speech, psychologist services, etc., may require special facilities that exist at only certain schools, and that would have to be rebuilt if moved elsewhere? Also site-related or themed schools - such as Career Technical Education (CTE), Science, Technology, Engineering and Math (STEM), or magnet schools – that have facilities unique to those programs that would be costly to replicate at other sites.
6. **Transportation Needs.** What is the availability of walking and biking routes for students to be relocated, availability of parking, traffic patterns, and existing drop-off, pick-up and bus loading areas?
7. **Aesthetics and Community Impacts.** What are the aesthetics of each school, and is there an impact of closure on those neighborhoods.

- 8. Environmental Factors.** Are there environmental or safety concerns that may exist in a school's surroundings, such as air-polluting manufacturers, toxic chemical storage, gas pipelines, high-voltage power lines, fuel storage tanks, freeway on-ramps, airport runway extensions, etc.?
  
- 9. Impact on Feeder School Attendance Patterns.** Are there any issues around feeder school attendance patterns, and are there any District policies emphasizing operation of similarly sized schools?

In addition to these criteria, throughout the process the Committee considered and discussed equity issues and the potential impacts on particular demographic groups, geographic areas, neighborhoods, etc. The District's adopted Equity Framework was considered during this process.

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## Summary of Committee Meetings

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The Committee held seven (7) public meetings to review and analyze data, and ultimately make a recommendation regarding which school(s) to close and/or consolidate. It received and discussed information from District staff and the Committee facilitator. The Committee discussed the criteria outlined above and school consolidation scenarios.

All seven (7) Committee meetings were open to the public, noticed at least seventy-two (72) hours in advance, held in accordance with the Brown Act, and held in-person at the District Office from approximately 6:00 p.m. to 8:00 p.m. Meeting agendas, minutes, and materials are included in Appendix A and are available on the District's website at: <https://www.fmsd.org/our-district1/school-consolidation>. All data that was shared with the Committee is also included in Appendix A.

The meeting dates and times are posted on the District's website. These meetings followed the Brown Act process and there was an opportunity for the public to make comments, with Spanish and Vietnamese translation available. The District also held three (3) "Town Hall" meetings to provide information and gather input from the community, again with Spanish and Vietnamese translation available.

Recordings of the Committee meetings are available electronically at [REDACTED]. While efforts were made to obtain a clear recording of these meetings, the audio quality was at times impaired. Additionally, on January 8, 2025, there was a breakout session in which the Committee was divided into four (4) groups. The breakout session was not recorded. However, each group reported back to the Committee after the breakout session and provided their report. The verbal reports are included in the recording, and the written reports are included in Appendix A.

**Meeting 1: October 17, 2024**

This meeting was organizational and introductory in nature. The Committee reviewed its purpose, which is primarily to make recommendations to the Board regarding which schools to close and/or consolidate. The Committee reviewed, at a high-level, enrollment history, capacity and enrollment data, budget challenges, and the CDE school consolidation criteria.

The Committee adopted the following Meeting Norms:

- No interruptions
- Meeting Chair will call upon raised hands
- Keep comments concise
- Be open minded
- Assume best intention
- Use facts, not emotion
- Stay on track with the agenda
- Consider the needs of all students in the District

The Committee selected the following officers: Magdalena Moore, Chair; Vanessa Fonseca, Vice-Chair; and Ella Mullenex, Secretary.

**Meeting 2: October 30, 2024**

The Committee reviewed data regarding school capacity (Criteria 1), including classrooms and core facilities, such as restrooms, multi-purpose rooms, and kitchens. The Committee reviewed the capacity and enrollment data from several perspectives, including: (a) which schools have a higher ratio of enrollment to capacity, and therefore operate closer to their total capacity; (b) which schools have the more excess capacity and would therefore be good candidates to receive students from closed schools; (c) which schools have lower enrollment and therefore might impact a smaller number of students if closed.

The utilization rate (current enrollment divided by school capacity) was presented for District schools. (See Figure 3.) The Committee discussed Lairon, Los Arboles, and Sylvandale as schools that are close to one another with low utilization rates. CCA, which serves grades 7 and 8 and is a “school of choice,” was discussed as using portables at Yerba Buena High School; CCA allows District students to take high school courses. Ramblewood was noted as not having the capacity to grow.

Student demographic data (Criteria 2) was reviewed, and equity issues were discussed. Data was presented on student demographics, which included data regarding student ethnicity, English learners, foster youth, homeless youth, migrants, students with disabilities, and socioeconomically disadvantaged youth.

**Meeting 3: November 6, 2024**

The Committee was provided by the Facilitator with the option of having himself and District staff members provide the summaries of which school sites the Committee was discussing for closure at particular meetings based on each criteria, or whether the Committee would prefer to develop its own summaries. The Committee chose to have the Facilitator and staff prepare any such summaries.

The Committee reviewed data regarding the condition of school facilities (Criteria 3). The Committee was provided with an overview of each site, including its age and the years of most recent modernization. A summary was provided of classrooms at each site per grade level and multipurpose room capacity. It was noted that Meadows has additional portable units that were added when Success Academy was located at that site. The Committee reviewed information regarding each site's Office of Public School Construction Facilities Inspection Tool (FIT) ranking, Proposition 39 and bond allocations per site, availability of state matching funds by site, and possible upcoming bond projects.

The Committee also received the Facilities Management Report, which was specifically prepared for the Committee to assist with this process. The Facilities Management Report provides detailed information about each school, including site layout, campus history, operating costs, enrollment history, classroom counts, multipurpose room capacity, number of restrooms, facility needs, and nearby schools.

The Committee reviewed data regarding operating costs (Criteria 4), including potential positions for elimination or reduction based on school closures. The variability in the cost per student for each site was discussed. Some costs will transfer with the students (e.g., special education). Some schools have higher-paid personnel due to seniority. Negotiated staffing ratios were discussed. There was discussion of CORAL funding being restricted to CORAL programs, and that those funds can transfer to new sites.

Specialized programs (Criteria 5) were reviewed, including special education pre-school, transitional kindergarten, middle school science and athletic programs, and the District's two dual immersion programs (English-Spanish located at Meadows and English-Vietnamese located at Windmill Springs). There was discussion about the dual immersion programs being portable as well as presentation of home school enrollment data. The homeschool enrollment data showed that 30.7% of the dual immersion students at Windmill and 25.8% of the dual immersion students at Meadows attend their respective homeschool.

Newcomer information was provided, which summarizes which schools are receiving the highest number/percentage of newcomers.

The Committee also reviewed dashboard data, which is performance data that includes metrics such as academic performance, chronic absenteeism, suspension rate, mathematics, English learner progress, and English language arts for each school.

#### **Meeting 4: November 20, 2024**

Transportation needs (Criteria 6) were reviewed, including safety, general costs, and other transportation considerations. The highest number of general student bus riders are Shirakawa, Franklin, and Windmill Springs. There was discussion of bus drop off locations at each site, and it was noted that Ramblewood students are dropped off at the bottom of the hill due to the slope.

Each site's capacity for parking was discussed. Shirakawa and Franklin had the most parking capacity and Dahl and Windmill Springs had the least. A summary was provided of some of the safety concerns that have been previously identified in each site's school safety plan, such as vandalism and traffic control.

There was discussion of the map of the District divided by six (6) sections of major roadways (Figure 6), which was helpful for visualizing schools that are nearby one another relative to the major roadways that divide the District.

Aesthetics and community impacts (Criteria 7) were reviewed, with input received from the Committee as to potential community impacts of school closure. The Family Resource Centers were discussed as a community resource. An overview was provided of the future "7-11" advisory committee process that will be used to gather community input on use of closed school sites. There was consideration of the impact on McKinley students, specifically its special education students, should McKinley close.

Environmental factors (Criteria 8) were discussed. A map of smoke shops and cannabis dispensaries was presented, all of which are located within legally permissible distances of schools. A concern was raised about high traffic at Santee and Bridges along McLaughlin Avenue. There was discussion of the safety and vandalism concerns related to unhoused persons in the District.

The impact on feeder school patterns (Criteria 9) was reviewed. There was discussion of the capacity for the three District middle schools to take all 6-8<sup>th</sup> graders of the District. However, since CCA is grades 7-8 only, using CCA for grade 6 would likely require approval by East Side Union High School District of additional classrooms on their site.

#### **Meeting 5: December 4, 2024**

Based on the Committee's request for District staff and the facilitator to synthesize past discussions, the Committee was presented with names of schools that were previously discussed by the Committee as candidates for closure or non-closure under each criteria. The Committee reviewed each criteria and revised the list. The Committee was reminded that it does not need to place equal weight on each criteria.

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Based on the discussion, the updated “tally” for each school based on the criteria was as follows:

**Updated tally of criteria after discussion on December 4, 2024 School Consolidation Advisory Committee meeting**

School	Current Grades	No. Criteria Pro-Closure	No. Criteria Contra-Closure
Dahl	TK-6	3	1
Franklin	TK-6		3
Hellyer	TK-6		
Kennedy	TK-6	1	
Lairon	4-8		2
Los Arboles*	K-3	2	
McKinley	K-6	2	2
Meadows	K-6		3
Ramblewood	K-6	4	
Santee	TK-6	3	1
Shirakawa	TK-8		2
Stonegate	K-8		1
Windmill	TK-8	1	3
CCA	7-8		4
Bridges	7-8		3
Sylvandale	7-8		3

Schools in red (Dahl, Los Arboles, Ramblewood, and Santee) had been identified as having more than two (2) criteria in favor of closure. Schools in green (Franklin, Lairon, Meadows, Shirakawa, Windmill Springs, CCA, Bridges, and Sylvandale) had more than two (2) criteria against closure. McKinley had two (2) criteria in favor of closure, and two (2) against closure, and was therefore split between red and green. The school in yellow (Kennedy) only had one (1) criterion in favor of closure, and there was some discussion indicating a slight leaning toward closure. The schools without a color (Hellyer and Stonegate) had not been extensively discussed, and there was not a particular leaning indicated.

The Committee reviewed data regarding student retention between grades 6 and 7 to see if there could be stronger retention at the TK/K-8 schools versus between elementary and middle school. The data varied year to year, with no strong correlation. The Committee reviewed data regarding enrollment and utilization rates of middle schools reconfigured with 6<sup>th</sup> grade if the District maintained no, one, or some schools at the TK-8 or K-8 grade levels.

Scatter maps were provided as an appendix to the presentation materials to demonstrate where students reside attending each school.

**Meeting 6: January 8, 2025**

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The Committee was presented with additional and updated information regarding enrollment and utilization rates for middle school reconfigurations, which were added to the presentation materials for the December 4, 2024 meeting, as indicated in those materials.

The Committee Chair, Magdalena Moore, presented data for discussion regarding capacity, facilities, and transportation that she prepared for the Committee based on prior data discussed at the Committee meetings. The Committee received a printed copy of that data.

The Committee was divided into four (4) subgroups to address and make recommendations on closure and consolidation scenarios. The breakout groups were provided with a copy of the Criteria and a form on which each group could report out its recommendations. The Committee was reminded to consider all Criteria, and also was reminded that not all Criteria need to be weighed equally. Improvement of education opportunities and programs, geography, cost savings, and equity were identified as general considerations in addition to the specific Criteria.

The breakout groups identified schools for closure and non-closure, which they reported out along with the rationale for those nominations. The breakout groups also identified schools they believed should be maintained as TK- 8 or K-8 schools. The committee had previously indicated that it favors all elementary schools ending at 5th grade, with 6th grade moving to middle schools, and therefore not all breakout groups addressed that issue.

A summary of the breakout group reports is provided below:

**January 8, 2025 SCAC Meeting: Committee Member Breakout Groups (4 Groups)**

<b>Schools Identified for Potential Closure v. Non-Closure</b>			
<b>School</b>	<b>Current Grades</b>	<b>Closure (# of Nominations)</b>	<b>Non-Closure (# of Nominations)</b>
Dahl	TK-6	4	
Franklin	TK-6		4
Hellyer	TK-6		3
Kennedy	TK-6	1	2
Lairon	4-8		3*
Los Arboles	K-3	4	
McKinley	K-6	4	
Meadows	K-6		3
Ramblewood	K-6	4	
Santee	TK-6	4	
Shirakawa	K-8		2
Stonegate	TK-8	1	2
Windmill	TK-8		4**

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CCA	7-8		3
Bridges	7-8	1	2
Sylvandale	7-8		2
<p>* Two groups identified Los Arboles as merging with Lairon.          ** One group recommended Windmill staying open as a dual language TK-5 or TK-6; One group recommended Windmill staying open as a K-6.</p>			

Schools Identified to Maintain as TK-8 or K-8		
School	Current Grades	Tally
Shirakawa	K-8	3***
Stonegate	TK-8	3
Windmill	TK-8	2
<p>*** Two groups recommended Shirakawa become a TK-8</p> <p><i>Note: The committee previously indicated that it favors all elementary schools ending at 5th grade, with 6th grade moving to middle schools, and with certain schools remaining TK-8 or K-8. In the breakout session, one group specifically recommended that Sylvandale and Bridges reconfigure as grades 6-8.</i></p>		

The schools in red (Dahl, Los Arboles, McKinley, Rambleswood, and Santee) were identified by all four groups as schools for closure; some groups indicated that their recommendation was not unanimous among their group members. The schools in green (Franklin, Hellyer, Lairon, Meadows, Shirakawa, Windmill Springs, CCA, and Sylvandale) were each identified by at least two groups as schools for non-closure. The schools without a color (Kennedy, Stonegate, Bridges) had mixed nominations.

Public comment followed.

**Meeting 7: January 22, 2025**

At this meeting, the tallies of the breakout groups were again reviewed, and further Committee discussion was held. The Committee received in an advance a draft copy of this report with the Recommendations section left incomplete pending final recommendations.

Public comment was then received.

Following public comment, the Committee voted to approve this Report and the recommendations included herein. The final vote was [redacted] Committee members voting yes on the Report and recommendations, and [redacted] members voting no.

## **Appendix A – Meeting Agendas, Minutes, Materials**

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The attached Appendix consist of Committee agendas, minutes, and all materials presented to or generated by the Committee.

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