

SOUTH SAN FRANCISCO UNIFIED SCHOOL DISTRICT
Minutes of the Board of Trustees' Special Meeting of March 27, 2025

Baden High School – Gymnasium
825 Southwood Drive, South San Francisco, California

SSFUSD Equity Definition

Equity, in SSFUSD, is defined as giving students what they need, when they need it to fulfill their potential.

OPEN SESSION – 9:21 p.m.

A. CALL TO ORDER

B. ROLL CALL

Board Members:	Ms. Amanda Anthony – Present Mrs. Amy Lam - Present Dr. Chialin Hsieh - Present Mrs. Patricia Murray – Present Mrs. Mina Richardson - Present Ms. Josephine Harsana, Student Board Member - Excused
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Cabinet Members:	Dr. Shawnterra Moore, Superintendent - Present Mr. J. Marwan Hannon, Assistant Superintendent, Human Resources and Student Services - Present Mr. Keith Irish, Assistant Superintendent, Educational Services and Categorical Programs - Absent Mr. Ted O, Assistant Superintendent, Business Services - Present
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C. PUBLIC COMMENTS – None

INFORMATION/DISCUSSION

1. BUSINESS SERVICES

a. Los Cerritos Elementary School Modernization Project

Staff presented to the Board an update on the Los Cerritos Elementary School Modernization Project.

Dr. Moore informed the board and community that during the project assessment phase at Los Cerritos Elementary School, it was discovered that part of the campus, including

the staff parking lot and blacktop, is located on land owned by the San Francisco Public Utilities Commission (PUC). The district's land use permit with the PUC is outdated, and current staff were previously unaware of the restrictions in the permit. As a result, the district has unknowingly been in violation by using the property for staff parking and placing temporary or permanent structures on it, which the permit does not allow.

These limitations have presented challenges for construction and ongoing school operations, prompting the need for further evaluation. Staff have begun researching possible options for the school's modernization and are now bringing this issue to the board to raise awareness and receive feedback. Dr. Moore emphasized that this meeting is intended to present challenges and brainstorm potential directions with the board before pursuing more detailed planning or assessing budget impacts. She then turned the presentation over to Director Shelton to share the agenda and continue the discussion.

Background Introduction

Director Shelton opened her presentation by noting that a [handout outlining the options with pros and cons](#) had been provided to the board. She acknowledged the anticipation surrounding the Los Cerritos modernization project and explained that the purpose of the evening's discussion was to share what has been done to date and present the current challenges and options.

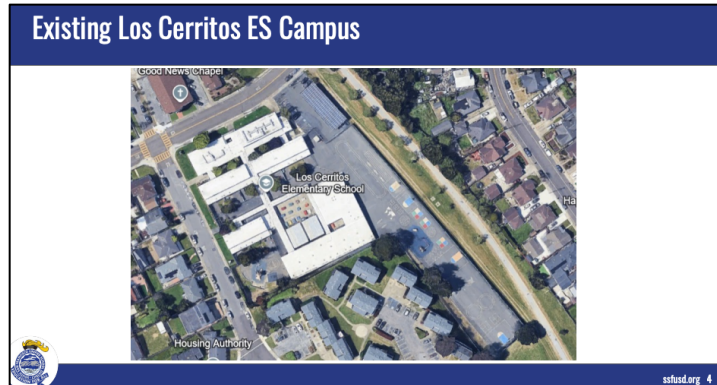
She provided background on the project's timeline, stating that data gathering began in October 2023, and a surveyor was engaged in December 2023 to confirm property boundaries. In February 2024, the board approved the design team agreement, and the project assessment phase ran from late February to October 2024. In August 2024, a meeting was held with the San Francisco Public Utilities Commission (PUC), where district staff learned that the existing land use agreement, dated March 1986, is outdated and that the district has unknowingly been in violation of its terms.

The PUC land use permit only allows use of their property as a playground. Staff parking, solar panels, and possibly the play structure itself are not permitted. Additionally, the PUC informed the district that they plan to begin a construction project within the next five years involving an underground

pipeline, during which time the district will not be allowed to use the playground area. After the PUC project is complete, the area could be used as a playground again, but specific project details remain unclear.

Existing Campus Overview

Director Shelton shared the existing Los Cerritos campus layout.



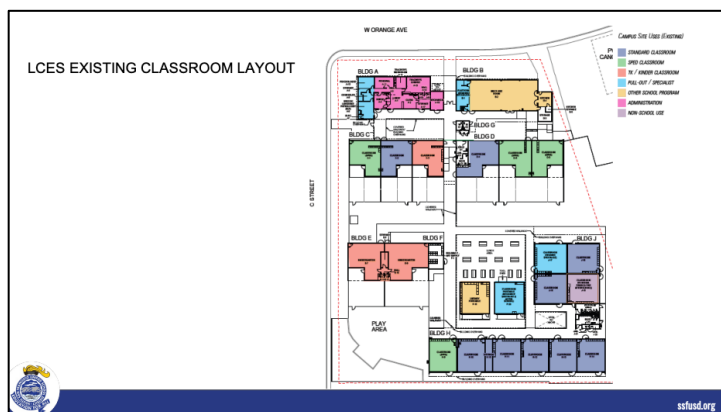
The area outlined in red is the area that is owned by the San Francisco Public Utilities Commission (PUC).



She then shared another image indicating where the staff parking, solar panels, and play structure are located, all situated within the PUC's property.



She explained the layout of the campus buildings for context. Building A, located at the top of the image, serves as the administrative and support services space. Building B is the multi-use building. Building C contains general education classrooms along with a special education classroom. Building D also houses classrooms and includes additional special education spaces. Building E is designated for kindergarten classrooms. On the far-right side of the campus is Building J, which contains classrooms and support spaces. Finally, at the bottom of the map is Building H, which consists of more classrooms, including one special education classroom.



Proposed New Building Location

Director Shelton shared the proposed location for a new building on the Los Cerritos campus. She noted that during the project assessment phase, one of the key priorities identified was addressing the school's lack of an Exploratorium, which was a gap compared to other campuses supported by the Measure T Bond.

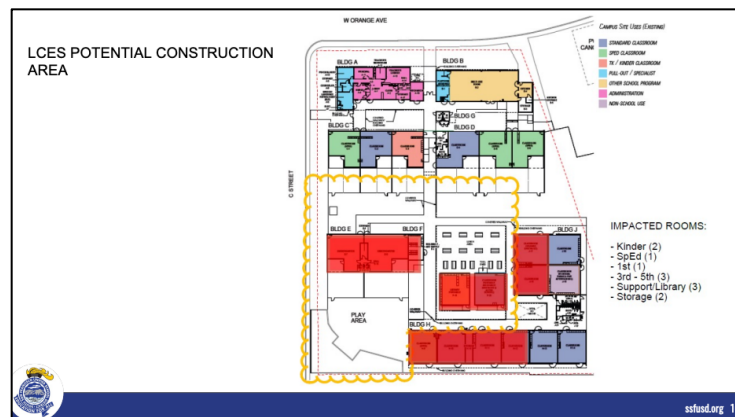
To remedy this, the project team proposed constructing a one-story building that would house a new library, an

Exploratorium, and additional support spaces that the school currently lacks. This new structure would be located in the center of the campus, replacing two aging portable buildings. These portables, highlighted in the diagram she presented, are significantly past their intended lifespan and would be demolished to make space for the new construction.



Potential Construction Area

Director Shelton continued by explaining the construction impact of the proposed new building. Referring to the image provided, she pointed out the area outlined to show the extent of disruption the construction would have on the site. She emphasized that the classrooms marked in red would be directly affected by the project, and there would be no feasible way to proceed with construction without relocating the students currently occupying those spaces at a minimum.



Interim Housing Options

Director Shelton discussed interim housing options, noting an important detail she had not mentioned earlier. In December, she met with the PUC to inform them of the district's plans to modernize the Los Cerritos site and to formally request

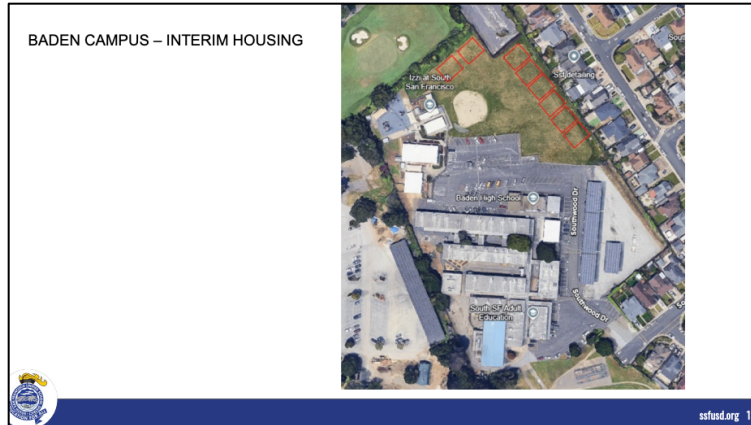
permission to use the PUC property for interim housing and construction vehicle access via the West Orange Street entrance. The PUC informed the district that they would not permit interim housing on their property and also denied access for construction vehicles.

Given these limitations, the district team was tasked with finding alternative solutions to enable construction at the site. As a result, several options were developed, which involve relocating either part or all of the Los Cerritos student population. The first two potential relocation sites are at Baden, a third at Sunshine Gardens, and a fourth at Ponderosa.

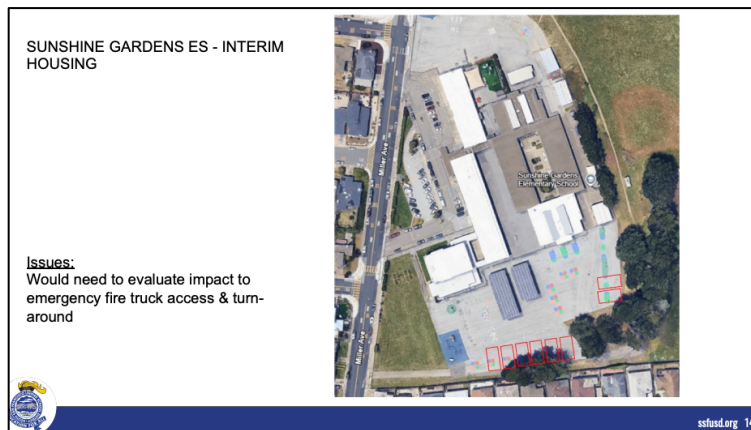
Interim Housing Options	
A)	LCES remains in existing location
A-1)	Temporary relocation to Baden campus (partial campus)
A-2)	Temporary relocation to Baden campus (full campus)
A-3)	Temporary relocation to Sunshine Gardens ES (partial campus)
A-4)	Temporary relocation to Ponderosa ES
B)	LCES permanently relocates to another campus (coexist)
B-1)	Coexist at Sunshine Gardens ES
C)	LCES Special Ed mild/moderate classes (2) permanently relocates
D)	LCES Special Ed moderate/severe classes (2) permanently relocates


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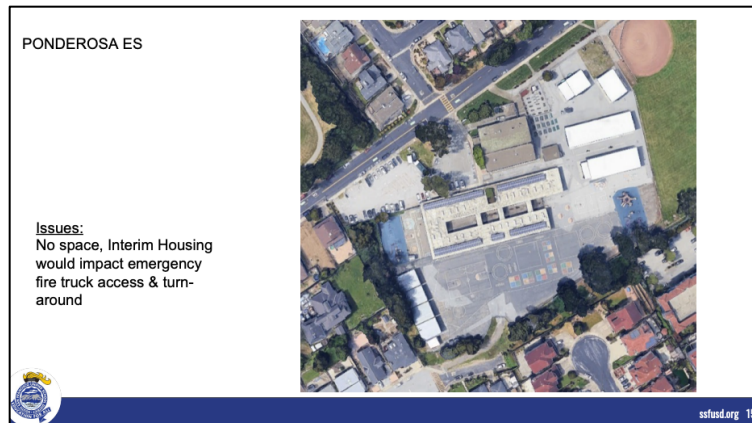
Director Shelton presented an image of the Baden campus, which she noted the board is already very familiar with. She pointed out the building with the blue roof line as the current meeting location. At the upper portion of the image, she identified the softball field at the back of the campus as a potential site for placing interim housing. While emphasizing that the visual provided was not to scale and created using limited software, she explained that the image was meant to illustrate that the area could reasonably accommodate interim housing units. She added that additional units could also be placed in other parts of the campus, making this a viable option for temporarily relocating Los Cerritos students.



Director Shelton continued by presenting the next option, Sunshine Gardens. She explained that the red boxes in the image were intended to illustrate possible locations for interim housing units on the campus. She noted that while the physical space appears sufficient to accommodate some units, there is a potential concern regarding fire truck access, which would require further analysis. Additionally, she mentioned that more classrooms could potentially be placed in the kindergarten yard area located at the top of the image.



Director Shelton then presented the image of the Ponderosa campus, stating that the team does not believe interim housing classrooms could reasonably fit on that site. She pointed out that the bottom of the image shows the fire truck access area, and while there may be space for a couple of classrooms on the right side, overall, it does not appear to be a viable option. As a result, the team does not plan to move forward with Ponderosa as an interim housing location.



The last interim housing option would be an intent to relocate the entire Los Cerritos campus. She noted there is sufficient space available at Sunshine Gardens, as shown in the final housing option illustration. However, she emphasized that the cost of the necessary grading and excavation work would be extremely high, likely amounting to several million dollars. This estimate only includes site preparation and does not account for other construction-related costs. She noted that if this option is ultimately pursued, the team would further evaluate its viability.



Next Steps

Director Shelton outlined the next steps by asking the Board to indicate which potential options they would like staff to further explore. To move forward, the district would engage the architect specifically for this scope of work to assess the viability of one or two selected options. She explained that several key considerations would need to be evaluated, including whether existing utilities at the proposed campuses could support interim housing, whether fire department access for emergency vehicles would be feasible, and what

the power requirements would be. She also emphasized that cost remains a significant factor, and any chosen option would require a thorough analysis. Additionally, Director Shelton noted that the scope of interim housing needed for this project goes beyond what was originally budgeted in the bond program, meaning the district will need to explore potential additional budget sources.

Next Steps

- 1) Determine options to pursue
- 2) Engage architectural firm(s) to help:
 - a) Investigate interim housing needs
 - b) Develop cost estimates for options
- 3) Identify Budget Resources


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Trustee Hsieh asked for clarification on Options C and D from slide 12, which had not been elaborated on as much as Options A and B. Director Shelton explained that Options C and D involve permanently relocating the four special education classrooms currently housed at Los Cerritos to another site. Doing so would free up two to four classrooms along with associated support service spaces, reducing the number of interim housing units needed during construction. This could help limit the impact on the site and potentially reduce the overall cost and scale of interim housing. Trustee Hsieh then suggested a different approach, keeping the four special education classrooms at Los Cerritos and instead exploring whether some general education classrooms could be permanently relocated to other elementary schools. Director Shelton asked whether this would be a permanent change, and Trustee Hsieh confirmed that was the idea. Dr. Moore responded that she couldn't immediately answer how many general education classrooms could be relocated without first reviewing the current classroom count and configuration at Los Cerritos.

Trustee Murray expressed the importance of engaging the community through a survey to better understand their needs and concerns, particularly since many Los Cerritos families walk to school. She emphasized wanting to know how many families currently walk and how far they would be willing to

travel if relocation were necessary. She specifically questioned whether families would be willing to go to Sunshine Gardens or Baden, noting Baden is closer and may be more acceptable to walking families. She also raised a concern about the field at Baden, noting that it's used by the community, and Director Shelton clarified that the proposed interim housing would be located on the field behind the campus, not the one the community commonly uses. Trustee Murray then confirmed that the district has five years to remove the parking, solar structure, and potentially the play structure from the PUC property. She emphasized that if the play structure has to be removed, it would be problematic for the students, as they need that space for play. She also voiced tentative support for keeping the special education classrooms on site and expressed interest in the idea of building a new school, perhaps through a new funding source like a parcel tax. Ultimately, she requested more detailed information, including ballpark cost estimates for each of the proposed options, to better inform future decisions.

Dr. Moore emphasized that due to the extensive steps and complexities involved in even evaluating a single interim housing option, it would be ideal for the board to narrow it down to one or two options for further investigation. This would help make the planning process more efficient and focused.

President Anthony then agreed that Ponderosa should be eliminated from consideration. She raised concerns about the Sunshine Gardens site, specifically regarding two key issues:

1. Parking Limitations – Staff parking is already tight, which could be a significant problem if the campus is expected to absorb more students and staff temporarily.
2. Grading and Excavation Costs – She asked if the high costs were associated with leveling the elevated field at the top of the Sunshine Gardens campus. Director Shelton clarified that even if the elevation were maintained, a significant amount of grading and excavation would still be needed to make it suitable for portable classrooms. In contrast, if the interim housing were placed on the existing grade 1–5 play yard (where the red boxes are shown), the work would be far less extensive.

President Anthony also questioned whether it made sense to relocate TK and kindergarten classes offsite, since temporary setups like portables with add-on bathrooms are generally inadequate for their specific needs. Director Shelton clarified that the TK/K classrooms shown in her image were only highlighted to show the area impacted by construction, not necessarily to indicate that those specific grades would be moved. The actual classroom assignments could be rearranged to minimize disruption, keeping some grades onsite and moving others elsewhere. They discussed the opportunity to reimagine the entire Los Cerritos campus design, especially given the new limitations set by the PUC (which is now prohibiting access through their property). Director Shelton mentioned the possibility of constructing a two-story building, which would create more vertical space for upper grades and potentially free up ground-level space for other needs like a play area or staff parking. This could involve removing current TK/K portables and reshuffling the campus layout, all within District-owned property. Director Shelton emphasized that while the original project assessment didn't account for these constraints, the current situation offers a chance to think creatively and pivot toward a new direction for the project.

Trustee Richardson sought clarification on what exactly was meant by "interim housing," and Director Shelton confirmed that it referred specifically to portable classroom structures temporary setups that would include not just classrooms, but also office space and restroom facilities to accommodate relocated staff. Trustee Richardson then asked whether staff from Los Cerritos would be relocated along with the students to a site like Baden. Director Shelton confirmed that yes, staff would be moved as well, which would require support facilities (like offices and restrooms) in addition to classrooms. However, the exact number of portable units needed for both classrooms and staff facilities are still unknown and would need to be determined. When asked whether the district already owns any of these portable structures, Director Shelton clarified that they would need to rent them, rather than use existing units or purchase new ones. Trustee Richardson expressed her support for the Baden option, noting that now that she better understands which field is being proposed for use, it seems like the most accessible location. She emphasized that Baden is closer for the families currently at Los Cerritos than any of the other sites under consideration.

Trustee Murray suggested the idea of holding a community meeting to discuss the interim housing options and gather feedback directly from families. Dr. Moore responded that they were open to hosting a meeting, but she emphasized the importance of narrowing down the choices first. She explained that presenting eight or nine different possibilities to the community would not be helpful, especially when many of those options might not be financially or logistically viable. Instead, the Board should first decide on one or two preferred directions. Once that happens, the district can bring in an architect, evaluate the costs, determine the number of portables needed, and assess infrastructure requirements. With that information in hand, they can then present the most practical options to the community and gather meaningful input.

Trustee Murray then pointed out that if the district chooses to rebuild on the existing Los Cerritos site, there would still be the problem of not having a play structure for the students, which, in her view, makes the idea less feasible. Director Shelton acknowledged that concern and explained that the concept previously shared was based on a one-story building. However, if the district reimagines the campus with a two-story structure, it opens up new possibilities. This would give them more flexibility in how space is used, potentially allowing for the inclusion of both an upper grade and a TK/K play structure. It might also make room for some staff parking, though the amount is still uncertain. Director Shelton added that these ideas would need to be explored with an architect to create updated concept plans and determine what is actually workable on the site.

President Anthony asked for a general estimate on how long it would take to install interim housing, specifically in a scenario where half of the Los Cerritos students were relocated to Baden and the other half remained at Los Cerritos. She wanted to understand whether the work of placing portables, doing the necessary grading, and preparing the site would take around a year or less. Director Shelton responded that it likely wouldn't take a full year, though the actual timeline would depend on which site is selected. She estimated that it could take approximately six to nine months, depending on various factors. Those include the complexity of utility connections, the timing of contracts, the season when work begins, and the availability of the

interim housing units themselves. She emphasized that all of those elements can influence the overall project schedule.

President Anthony then asked about the timeline for Option B1, which involves co-locating at Sunshine Gardens. She noted that this approach sounds similar to constructing a new building and wondered whether that would make it a longer-term project. Director Shelton confirmed that this option would indeed require more time. Not only would it be more extensive, but it would also interfere with the current modernization project already planned at Sunshine Gardens, adding further complications.

Trustee Lam said she had been really struggling with how to approach the meeting, acknowledging that this was all new information. She said she understood that at this point in the process, they didn't have cost, time, or all the factors they would typically need to make a decision. It was hard to make an informed decision and that it was a little bit of a struggle. Since they didn't have all the information, she was trying to figure out what criteria they should use to work through the options. She said it seemed like they were left with thinking about the impact on the Los Cerritos kids and what they could do to minimize that, including for the parents, and then thinking about what the impact would be on the host site. She mentioned she had written a bunch down, including equity concerns, like whether it was fair to be moving all the special ed away, as one of the options. Trustee Lam noted that maybe they needed to go point by point through every option to kind of chat, discuss, and debate about the impact. As an example, she said maybe numbers-wise, the minimal impact could be moving only half of the Los Cerritos kids to another site, perhaps Baden, because there are fewer other students at Baden. But then she thought if there's all this construction going on, it might not be a good environment for the kids that remain at Los Cerritos. So maybe it's better to move all the kids. She said splitting the campus is affecting the community and all the kids, and she agreed with that.

Trustee Hsieh asked whether they had to make a decision today or if there was room to wait. President Anthony responded that they were giving direction to choose two options to explore further out of the six or seven that had been presented. Trustee Hsieh asked if that decision had to be made today, expressing that it felt like they didn't have enough information and that a lot of it was guessing. She

pointed out that with something like option B1, the coexisting option, they would be impacting Ponderosa's modernization. President Anthony acknowledged that they were in a really lousy situation and that she didn't think there was going to be a solution that was going to feel good.

Trustee Richardson asked Director Shelton, based on all the sites presented, which one she would choose as the fastest option with the least interruption to surrounding schools and students. She wanted to know if he could recommend, at that point, the option he thought might work best. Director Shelton responded that she did not believe construction at Los Cerritos could occur without relocating students, there was no other way to proceed. If she were to choose, she said she would select two options to further study: the first being Baden, and the second being a partial relocation to Sunshine Gardens, not a full relocation.

President Anthony clarified that those were options A1 and A3. She said she really disliked the idea of splitting the campus and having one principal manage two sites. She agreed with Trustee Lam that the idea of isolating special education classrooms was not appropriate, as it went against the principles of least restrictive environment and inclusion. While she was fine with exploring A1 and A3 further, she expressed concern about what the future looked like. She noted that if half the campus was relocated for several years during modernization and a new two-story building was constructed, they would still have to consider the broader picture. She acknowledged that Los Cerritos was the only school that had been growing, but felt that part of the reason for that growth was due to relocating classrooms there to sustain enrollment. President Anthony shared that it made her feel sick to even bring it up, having gone through school closings in Chicago Public Schools, which she described as the worst thing she'd ever done, but said that long-term, if they were looking at a decreasing campus size, they might need to consider a permanent relocation of students. In that case, Los Cerritos could be repurposed as a site like Foxridge or for the district's TK programs, which she noted currently had woefully inadequate space. Director Shelton responded that while she wasn't advocating one way or the other, she agreed that it was a viable option the district needed to consider.

Trustee Murray asked about the enrollment numbers at Sunshine Gardens and Los Cerritos. Dr. Moore responded that Los Cerritos had an enrollment of 304 students, while Sunshine Gardens had 329 students. She thanked Mr. Hannon for providing the numbers.

Trustee Hsieh asked Dr. Moore what her thoughts were on the relocation options. Dr. Moore responded that she had written down her preferences earlier, and they were exactly the same as what Director Shelton had suggested. She clarified that they had not previously discussed their choices because they wanted the board to lead the decision-making process.

Trustee Lam expressed strong frustration with the situation involving the PUC. She asked whether all options with the PUC had truly been exhausted, including legal avenues or the possibility of buying the land from them. She stressed wanting clarity on that point so the board could move forward with other options if necessary. Director Shelton responded that the PUC has indicated they have a future project planned on that site, specifically a water pipeline, which makes the likelihood of selling the land to the district very low. She said the district hasn't explored purchasing the land, and the PUC has made it clear they won't even entertain discussions until the district presents a project. Director Shelton explained that she's currently at a stalemate and that pursuing legal options or further discussions would require involving cabinet leadership. She added that she has no direct influence over the PUC's decisions.

Trustee Hsieh suggested that each board member share their top two options so the group could reach a conclusion and provide direction moving forward.

President Anthony expressed difficulty narrowing the options down to two, acknowledging the cost concerns but still showing interest in what a coexistence model at Sunshine Gardens (B1) would look like if it became a long-term solution rather than a temporary disruption. However, she stated that her vote is for A1 and A3.

Trustee Murray asked at what enrollment level a district typically begins considering the permanent closure of a school. Dr. Moore responded that it usually happens when enrollment falls below 300. Trustee Murray then pointed out

that both Los Cerritos and Sunshine Gardens are currently just above that threshold, with enrollments of 304 and 329 respectively, and noted that enrollment has been declining over the past 20 years. She stated that her first choice is B1, emphasizing the importance of engaging the community and acknowledging the need for transportation from the Los Cerritos area to Sunshine Gardens if that option is pursued. Her second choice is A3.

President Anthony clarified that her preferred options are B1 and A3, noting that A3 feels slightly better to her than Baden.

Director Shelton asked a clarifying question about B1, stating that in its current form, B1 assumes co-location but maintains two separate schools on one campus, each with its own administrative and support staff. She emphasized that this setup does not constitute a school merger. Trustee Murray responded by explaining that her intention with B1 is actually to merge the two schools, relocating Los Cerritos students to become part of the Sunshine Gardens community permanently. Dr. Moore confirmed that this would indeed constitute a school merger, and Trustee Murray affirmed that in light of declining enrollment, combining the two schools into one larger, stable school makes the most sense to her.

Dr. Moore emphasized that for any of the proposed options, the district fully intends to engage the community in the process. She clarified that the reason the board was informed before any public outreach was to ensure transparency and give the board a chance to weigh in first. The district wanted the board to be aware of the situation before beginning conversations with the broader community.

Trustee Hsieh shared that her top two options are A3 and B1. She expressed support for the direction discussed by Trustee Murray, indicating interest in the idea of B1 possibly transitioning into a school merger. She agreed with exploring that possibility further.

Trustee Lam expressed deep frustration with the PUC situation, particularly the potential future project that could negatively impact the Los Cerritos campus. She emphasized her emotional connection to the school, referencing her husband's attendance and the school's longstanding presence in the community. While hesitant to consider permanent relocation or a merger, she acknowledged that

the growing restrictions from the PUC might make the site increasingly unviable. Ultimately, she clarified that she would support further exploration of A1 (temporary relocation) and B1 (coexistence or potential merger).

President Anthony confirmed that there is board consensus, a quorum, for A3, and at least three trustees support B1. After some discussion, she proposed that the board move forward by investigating three options instead of just two: A1 (partial relocation to Baden), A3 (partial relocation to Sunshine Gardens), and B1 (coexistence or possible merger at Sunshine Gardens). Trustee Hsieh agreed exploring all three options.

Trustee Richardson expressed confusion about why funding was a concern, pointing out that there are about \$300 million in Measure T bond funds remaining and suggesting that the cost of the interim housing shouldn't be an issue. In response, Director Shelton clarified that the scale of interim housing now being discussed for Los Cerritos was not originally included in that school's Measure T allocation. While the district does technically have that amount remaining, those funds have not yet been sold and have already been allocated to other campuses. Any shift in how the bond money is distributed would require a larger conversation about reallocation. If the board chooses not to change those allocations, then the district would need to find money from another source.

Dr. Moore emphasized that this discussion was only about providing direction to staff. No final decisions are being made yet. With this direction, the district will now move forward with researching and exploring the three prioritized options: A1, A3, and B1. As part of that process, there will be community meetings, cost assessments, and further analysis, and all of that information will be brought back to the board before any decisions are finalized.

President Anthony closed the discussion by voicing her concern about the potential impact of option A3, specifically regarding the use of classroom space currently occupied by the Leo J. Ryan preschool. She emphasized that it's a subsidized, low or no-cost program that serves the community and should not be displaced lightly. While it may appear as an option in the preliminary materials, she urged staff to take this into account seriously as they investigate

further. After that, she acknowledged that they had gone over time and apologized to the captioner for the extended session without a break. With no further questions or comments from the board, she formally adjourned the meeting, noting that the board had provided clear direction for the next steps.

ADJOURNMENT – 10:16 p.m.