

Date: May 7, 2014

Memo to: Jose Banda, Superintendent, Seattle Public Schools

Cc: Flip Herndon, Assistant Superintendent of Facilities, Capital Planning and Enrollment
Michael Tolley, Assistant Superintendent of Teaching and Learning
Seattle Public School Board of Directors

From: Facilities and Capacity Management Advisory Committee (FACMAC)

Re: BEX IV One-Year Review and Recommendations

Summary: FACMAC Recommends a Mid-Course Correction in the BEX IV Levy

This memo highlights the need to make a significant mid-course correction in BEX IV Levy projects north of the Ship Canal in response to the higher-than-expected enrollment growth and the demand for high school seats. FACMAC recommends re-purposing \$130 million of the levy in the following ways:

- Convert Hamilton to an elementary school (capacity: 1000)
- Convert Lincoln to a middle school (capacity: 1600)
- Build Wilson-Pacific as a state-of-the-art high school (capacity: 2500)

These changes will more effectively utilize available land and levy dollars to produce more seats. It will further address the district's need for additional high school seats north of the Ship Canal.

A One-Year Review of the BEX IV Levy

A little more than one year ago, Seattle taxpayers approved the largest local taxpayer financing ever put forward by a school district in the State of Washington, the BEX IV Capital Levy supporting the construction and renovation of schools in Seattle. Seattle Public Schools (SPS) at that time became the stewards of nearly \$700 million in taxpayer monies. The Facilities and Capacity Management Advisory Committee (FACMAC) offers observations about the levy process to date and makes recommendations going forward.

The Wilson-Pacific and Lincoln projects of the BEX IV levy represent \$130 million or 19% of the levy. This memo will focus on these two projects, with the idea that many of the observations will pertain to other current and future projects of the levy.

The priorities of the BEX IV Levy are: 1) Safety, 2) Capacity, 3) Building Condition and 4) Flexibility for Programs and Services in a resource-constrained economy. Safety and Building Condition were largely addressed in the selection of BEX IV projects: buildings that posed the greatest safety or condition risks were included in the proposed project list. Capacity was a consideration in determining what geographical regions of the district required additional seats. Now that the levy projects are underway, Capacity and Flexibility must be the leading priorities for project design and implementation. Will the levy yield the highest possible number of seats (Capacity) while constructing buildings that will serve educational needs for decades to come (Flexibility)?

This one-year review is informed by two main drivers:

- 1) The BEX IV Levy was based on 2010 Enrollment Projections. 2014 enrollment data and projections are now available. It is essential that levy projects are considered in light of this new information and adjustments are made.
- 2) A number of BEX IV Levy projects have commenced. Both SPS and taxpayers have an opportunity—and an obligation—to evaluate these projects and determine whether they are proceeding on track or whether they require a mid-course correction.

Capacity Cannot Keep Pace with Enrollment Growth

Both SPS staff and the community recognize that the district's student enrollment continues to grow—in recent years, by more than 1000 students per year. Current and future capacity is not keeping pace with this growth. While BEX IV dollars will support the creation of much-needed capacity, it will not produce enough seats to meet the projected enrollment of the district.

Furthermore, considering capacity figures on a district-wide basis masks capacity shortfalls in certain regions of the district. It is essential to analyze capacity needs by region. The New Student Assignment Plan (NSAP) guarantees students and families local educational options. Therefore, capacity must be created where it is needed

Persistent enrollment growth in the context of limited capacity options suggests that:

- More than ever, SPS must optimize its use of space: 1) available acreage must be used as efficiently as possible, 2) new buildings must yield the highest possible capacity (# of seats), 3) limited funds must be spent to produce the highest, most cost effective number of seats;
- SPS is a densely populated urban school district with limited funds and even more limited real estate options. When construction options (any new construction or renovation that adds capacity) are exhausted and non-construction options (placing portables, moving programs) are fully deployed, the district will need to consider different educational models such as larger schools (i.e., higher student populations).

The Data Has Changed--The BEX IV Response Needs to Change

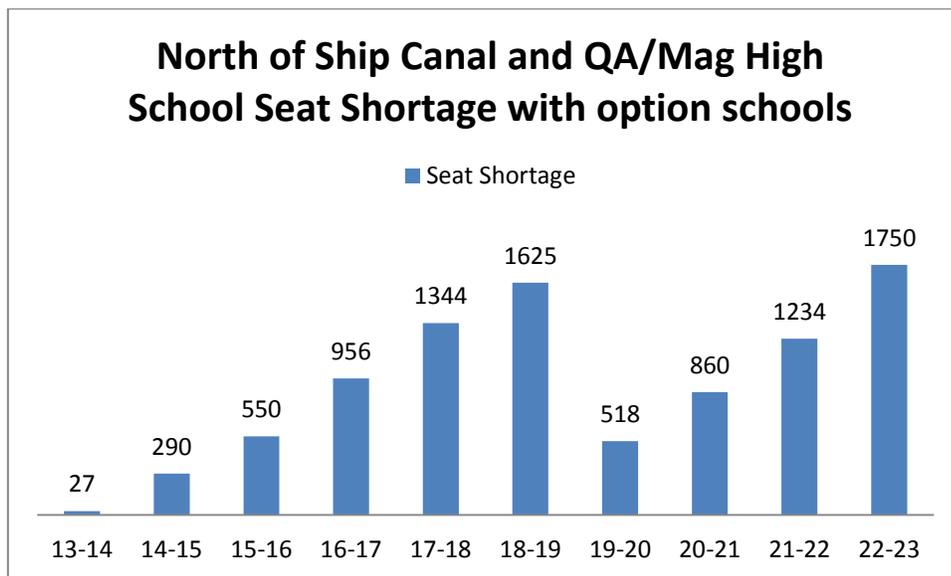
The City of Seattle is poised to experience dramatic population growth over the next 20 years. With this as a backdrop, SPS must be prepared to accommodate continued student enrollment growth.

BEX IV planning was based on 2010 enrollment data. With 2014 enrollment data and projections now available, it is essential that new information be factored into the district's plans going forward. Since 2010, the district's enrollment has increased each year and met or exceeded the highest projections in each period.

BEX IV and the recent Boundary Changes focused primarily on the growth of the K-5 and 6-8 student populations by focusing levy spending on increasing K-5 and 6-8 seats. Meanwhile, little attention has been paid to increasing demands for high school seats.

In the current plan, 1600 permanent HS seats will come online north of the Ship Canal in 2019 when Lincoln is renovated for high school use, but it is not clear that this is sufficient to manage the overcrowding that is anticipated at Ballard HS and Roosevelt HS before 2019. This snapshot of the anticipated shortage of HS

seats North of the Ship Canal and Queen Anne/Magnolia factors in the Lincoln seats and illustrates how severe the capacity shortage will be under the current BEX IV plan.



Under the current BEX IV Levy plan (October 2012), there is a capacity buffer of only 46 HS seats (less than 2 classrooms) district-wide at the end of the levy cycle in 2020. Once again, district-wide figures on the need for high school seats can be misleading. North of the Ship Canal, there will be a severe capacity shortage even after 1600 seats at Lincoln come online.

Observations:

- HS enrollment North of the Ship Canal is outpacing existing capacity and that which will be added through BEX IV projects;
- Current BEX IV Levy projects may not produce enough of the right kind of seats (K-5 and 6-8 vs. 9-12) and may not offer the best value for money in terms of seats produced (capacity yielded).

FACMAC Recommends a K-12 Alternative North of the Ship Canal

Meeting the capacity needs north of the Ship Canal is particularly challenging for the following reasons:

- It is a region with a high density of students;
- Real estate is both expensive and largely unavailable;
- Nearly all existing buildings are at maximum capacity.

This further emphasizes the need to build big (maximum capacity), build smart (most cost-effective use of limited taxpayer dollars), and build for durability (most flexible space for evolving educational purposes).

Current BEX IV Plan:

School	Planned Grades	Seat Yield (Capacity)	Cost	Seat Per Acre
Hamilton	6-8	971	NA	511 seats/acre
Lincoln	9-12	1600	\$ 20,000,000	456 seats/acre
Wilson-Pacific (including space for fields)	K-5 and 6-8	1650	\$ 110,000,000	99 seats/acre (w/ field space) OR 206 seats/acre (w/o field space)

As currently configured, Wilson-Pacific (the district’s largest real estate holding North of the Ship Canal) will have an extremely low seat to acreage yield with a per seat cost of \$66,667.

In addition to these concerns, each site has the following limitations as currently configured:

School	Observations
Hamilton	no room for growth; flex spaces not conducive to use by MS population; current MS school likely to outgrow building before 2017 (this is after NE APP MS students have relocated to Jane Addams MS)
Lincoln	as HS, limited to 1600 seats; fields are 3 miles away; will not be state-of-the-art HS even after \$20 million invested in renovation
Wilson-Pacific	Three years before building is scheduled to open, the ES population assigned to W-P ES is 8% over the planned capacity for the building; building design maximizes northern light, but does not maximize number of seats/capacity nor lot coverage; building/site design very difficult to supervise for limited staff

Recommendation:

- **Convert Hamilton to an elementary school (capacity: 1000)**
- **Convert Lincoln to a middle school (capacity: 1600)**
- **Build Wilson-Pacific as a state-of –the-art high school (capacity: 2500)**

By doing this, prioritize lot coverage, capacity yield and cost-efficiency at Wilson-Pacific.

Recommended Mid-Course Correction:

School	Planned Grades	Seat Yield (Capacity)	Cost	Seat Per Acre
Hamilton	K-5	1000	NA	526 seats/acre
Lincoln	6-8	1600	\$ 20,000,000	456 seats/acre
Wilson-Pacific (including space for fields)	9-12	2500	\$ 110,000,000	150 seats/acre (w/ field space) OR 313 seats/acre (w/o field space)

The benefits of this recommendation are as follows:

School	Benefits of Recommended Reconfiguration
Hamilton	1000 seats would accommodate ES population and make better use of existing capacity (use of flex spaces far more likely with ES cohort);
Lincoln	switching the ES and MS populations between the two sites could be implemented as early as 2015 or 2016 and MS seats could become available earlier than current plan (i.e., before 2017); this would avert a last-minute need to change boundaries or displace a student population or program and would give MS population access to an auditorium
Wilson-Pacific	would utilize BEX IV funds to build a state-of-the-art HS with adjacent fields; a large, straightforward building design would maximize lot usage by increasing the seat/acre ratio to 313 seats/acre (excluding space for fields) and bring down cost per seat to \$44,000

A comparison of the capacity (or seat yield) in the current plan and the recommended alternative is as follows:

	Hamilton		Lincoln		Wilson-Pacific	
	Current BEX IV	Recommended	Current BEX IV	Recommended	Current BEX IV	Recommended
Grades K-5	0	1000	0	0	650	0
Grades 6-8	971	0	0	1600	1000*	0
Grades 9-12	0	0	1600	0	0	2500
Total	971	1000	1600	1600	1650	2500

Current		Recommended	
Grades K-5	650	Grades K-5	1000
Grades 6-8	1971*	Grades 6-8	1600**
Grades 9-12	1600	Grades 9-12	2500
Total	4221	Total	5100

*The 1000 seats planned for Wilson-Pacific MS are currently divided between 850 comprehensive MS seats and 150 K-8 seats.

**This MS figure is in addition to capacity that has been created at Jane Addams MS (where there is some available capacity). Moreover, the addition of these 1600 MS seats will suffice until the district can consider further additions of permanent MS seats in the future (e.g., deploying John Marshall as a permanent MS and/or building additional seats in future BEX levies)

The \$130 Million Question: Why Make a Mid-Course Correction?

This recommendation has far-reaching implications. A review of current enrollment data reveals that the need for HS seats is far greater than originally anticipated. Furthermore, the overall enrollment growth in the district necessitates a new view on how we utilize existing space and funds to accommodate our increasing student population.

By reconfiguring the way in which these three sites are deployed, the district can design a more cost-effective building that yields more seats while ensuring that student populations will be accommodated appropriately while construction is underway.

As stewards of \$130 million in taxpayer dollars, SPS has the trust of the public to make data-driven decisions, to utilize public monies as cost-effectively as possible, and to anticipate the capacity needs of our growing student population. The community has entrusted the district to operate with these objectives in mind and, as such, a thoughtful mid-course correction in the levy plan would be both welcome and expected.