



Clarke County
School District

**Future Facilities Use Report
November 2018**

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Executive Summary

An analysis of the physical facilities in the district indicates that students of the Clarke County School District have barriers that will hamper their outcomes for academic success. Constraints for space for ample early childhood educational programs to meet the needs of all interested residents, an inequitable distribution of student school assignments leading to enrollment imbalance, and scarcity of space for community school services are such barriers that need to be addressed.

Challenges in the district's identified academic discrepancies have been discussed across the past year and half. It is evident there are as many disparities related to facilities as there are to academics. For example:

- 136 four-year-old children were denied access to our high-quality prekindergarten program simply because the district failed to plan for more classroom space. This waitlist count includes the parents who registered themselves for services and does not include numerous other parents whose children did not register and could benefit from services.
- Some schools are overcapacity and are over-reliant on temporary classrooms.
- There is a dearth of progressive community school services offered to students and families.
- The inequitable impact of school assignment choices in select parts of the district has an adverse impact on schools both academically and culturally.

In short, the district is presented with significant needs from a facility perspective. Therefore, we must thoughtfully analyze every district facility to ensure the Clarke County School District has proper spaces to offer optimal teaching, learning and leadership services for every student.

In summer 2018, the district administrative team engaged in a comprehensive review of what will be necessary to meet the needs of our P-12 students. The recommendations in this report outline a greater purpose for what we desire for all district facilities and their alignment with the CCSD strategic plan (see page 5 of the report). The Future Facilities Use Report provides a clear vision for the potential construction, renovation and maintenance of every educational facility in the district. It charts a clear intentional purpose for every building under the care of the school district, ensuring that comprehensive educational service is the central aim of each building's functionality.

The Future Facilities Use Report is a call to action for the Board of Education to carefully consider the well-vetted recommendations from the diverse administrative team. Grounded by the district's strategic plan, this report offers the following recommendations on which the board should act in the next two years:

1. Demolish two buildings at the West Broad campus; rebuild the two-story building to become an Office of Early Learning Center that houses 10 classrooms.
2. Renovate and preserve the historic West Broad building to include:
 - a. School-based health clinic
 - b. Parent information center
 - c. Community meeting rooms
 - d. Historic recognition of education in the Athens-Clarke County community

3. Pursue the purchase of an office space to be repurposed for district offices.
4. Establish permanent boundary lines for the Maxine P. Easom attendance zone area, eliminating the choice option for attendance zones.
5. Redraw boundary lines to reassign a community of students to Howard B. Stroud Elementary School (these students are currently assigned to Gaines).
6. Construct School C within SPLOST V funds; review boundary lines for schools impacted by the construction of School C.
7. Delay the construction or renovation of Clarke Middle School until SPLOST VI.
8. Renovate the Old Gaines School Campus, at the conclusion of its current use of temporarily housing Hilsman Middle School, to become an educational center that includes:
 - a. An Office of Early Learning Center - East Side
 - b. Boys and Girls Club - East Side
 - c. Location for a Junior Achievement BizTown
 - d. Location for community meeting rooms

This report is important for the school district and community at-large because it takes into account the types of programming the district believes are critical to support the academic goals advanced in the strategic plan. The recommendations in this report go beyond suggesting a path for resolving the future of one parcel of land under the care of the district. The recommendations address a more objective, long-range, and multifaceted approach to district leadership and governance.

The children and families of the Clarke County School District stand to benefit greatly from a community committed to educating each student in facilities that offers robust early childhood education options, low class sizes in grades K-12, and ample wraparound services. The two-generational approach of supporting children and their families promotes educational attainment, workforce development, equity, and social justice. The community has an opportunity to transition from a shared heritage of rigorous educational aspirations for all children to a proactive plan of ambitious and comprehensive leadership.

In closing, I would like to respectfully modify the words of Dr. H. Richard Milner IV from his book, *Rac(e)ing to Class* (2015) to fit the perspective of a Superintendent. I deeply believe that high-quality instructional practices can and do make a difference in the lives of students. School systems must also deliberately combat poverty and inequity through a holistic approach to educational change that is transformational and asset-based. The contents of this report start the process of implementing such a bold plan for the children and families of Clarke County.

Sincerely,



Demond A. Means, Ed.D.
Superintendent
Clarke County School District

I. Introduction

Background

Initially, conversations regarding future facilities usage were focused on addressing one community issue pertaining to a district property (West Broad School - an Assessment of this facility can be found in [Appendix B](#)). Quickly, the Future Facilities Planning Committee discovered that it was essential to construct a more comprehensive vision of how the district makes use of its facilities and properties. The main objectives of this report are to:

- Provide factual information about the present and future educational needs of the Clarke County School District;
- Project student population trends to better guide facility needs;
- Share objective appraisals of the quality and capacity of existing school facilities;
- Develop a better informed system of comprehensive educational programming based on the condition of facilities; and
- Develop a preliminary plan for how future funds should be allocated to avoid deferred maintenance or organizational neglect in maintenance of district facilities.

A comprehensive review of a school district's facilities must always focus on the educational programming needs of the students in the community. If there is an educational need that is not being met as a result of the maintenance of the district's facilities, it is imperative that recommendations and plans are enacted to ensure the needs of our students and their families are addressed immediately.

District Strategic Vision

The Future Facilities Use Report is guided by the district's strategic plan. The strategic plan and its intersection with the future facility use are:

Strategic Priority	Alignment to Facility Use
Strategic Priority #1: Academic Growth	Ensure low class sizes Expand access to services from the Office of Early Learning
Strategic Priority #2: Social-Emotional Growth	Ensure physical space to support school-based health clinics and wraparound services Address safety and security needs through a more proactive mental health support infrastructure
Strategic Priority #3: Organizational Effectiveness	Development of clear metrics to guide facility upgrades Development of guidelines to invest for security upgrades Ensure physical space to bring district administrative offices together
Strategic Priority #4: Fiscal Health	Development of guidelines for fiscal investments in district buildings
Strategic Priority #5: Professional Capacity	Establishment of professional learning environments that meet the needs of our adult learners in CCSD
Strategic Priority #6: Educational Equity	Provide facilities to enhance educational programming for all students in CCSD, regardless of zip code.

The contents of this report are intended to meet current needs and prepare the district to support students and their families in the future. The unique needs and challenges of the Clarke County School District are addressed in this report, as well as enrollment growth projections in certain geographical areas of the school district, demographic shifts, changes in educational service delivery, and safety & security needs. Furthermore, an assessment of current district facilities, an analysis of the adequacy of space for all educational programming from early childhood to 12th grade, and educational equity were also important considerations for this report.

The purpose of the 2018 Future Facilities Use Report is to develop a comprehensive solution to optimize district facilities for teaching, learning, and leading. Keeping in mind our primary function as a school district is to provide educational services to children and their families, the district leadership team evaluated our facilities in the context of current and future programming needs.

Grounded in a holistic approach to serving students, the Clarke County School District also provides numerous support services to assist students and their families. Together, the instructional and support services offered in the district require the use of various and dynamic physical facilities. It was our charge to determine the state of our facilities to effectively accomplish our professional obligations of providing educational and support services to students and their families.

II. Current Facilities Overview

District Overview

The Clarke County School District is located in Clarke County, the smallest county by land area in the state of Georgia, encompassing approximately 121 square miles. The district has a total of 20 schools, one credit-recovery alternative high school, an office of early learning and a career academy. Of the twenty schools, fourteen are elementary schools, four are middle schools and two are comprehensive high schools. The district has four major support sites, which provide district administration, financial and support services administration, facility management, and transportation.

In addition, the district owns two elementary school sites that are currently off-line or temporarily in use - West Broad and Old Gaines. The district also owns multiple plots of land near 626 West Vincent Drive. The land was purchased to eventually build a new elementary school, referred to later in the report as "School C."

As one of the highly populated school districts in northeast Georgia, the Clarke County School District is responsible for approximately 2.5 million square feet of facility space covering over 597 acres.

A snapshot of the district's facilities (original date of opening, square footage, past renovation dates, and number of temporary classroom or other building structures) is included in [Appendix C](#). In addition, the district services team has completed a district facility scorecard to analyze the condition of each of the district's buildings ([Appendix D](#)).

Elementary Schools

The Clarke County School District has 14 elementary schools. All of the elementary schools serve students from Pre-Kindergarten to fifth grade. The elementary schools are organized by attendance zones related to their receiving middle school. The following table displays the middle school attendance zone assignment for each of the elementary schools:

<p style="text-align: center;">Clarke Middle Attendance Zone Elementary Schools</p> <p>Alps Road Chase Street Barrow Timothy</p>	<p style="text-align: center;">Burney-Harris-Lyons Attendance Zone Elementary Schools</p> <p>Cleveland Road Oglethorpe Avenue Whitehead Road School "C" - Please Note: Families who reside in this Zone are allowed to select between the other schools in the BHL Zone.</p>
<p style="text-align: center;">Coile Middle School Attendance Zone Elementary Schools</p> <p>Fowler Drive Judia Jackson Harris Howard B. Stroud Winterville</p>	<p style="text-align: center;">Hilsman Middle School Attendance Zone Elementary Schools</p> <p>Barnett Shoals Gaines Whit Davis Maxine P. Easom - Please Note: Families who reside in this Zone are allowed to select between the other schools in the Hilsman Zone</p>

Middle Schools and High Schools

The district has four middle schools serving four regions in the county. The two east-side middle schools (Coile and Hilsman) are in the enrollment zone for Cedar Shoals High School. The two west side middle schools (Burney-Harris-Lyons and Clarke Middle) are in the enrollment zone for Clarke Central High School. Clarke Middle is the next school scheduled for renovation, utilizing SPLOST funds.

Other Education Programs

The district operates an Office of Early Learning at 440-2 Dearing Extension. The Office of Early Learning provides birth to four-year-old comprehensive early care, learning, and special education services to children and their families. The community has a demonstrated need for service expansion for this population, if funding resources and slots were available. As of August 2018, there were a total of 136 students who sought services from the district in four-year-old kindergarten services but were denied due to a lack of available slots. This number does not include a high number of parents who did not avail their families of an intent to register for such services.

The district also operates a Career Academy. The Career Academy is currently developing a strategic plan that will chart a new direction for programming. New programming holds the potential for requiring a new facility. It is also important to note that the Classic City High School Alternative High School and Elizabeth G. King Gym are also located on the 440 Dearing Extension campus.

Support Facilities

District support services include a facilities management building, a transportation building, and two separate facilities that house administration. After the sale of the district administrative building on Mitchell Bridge, the district has been unable to locate a permanent location for District Administrative Services. Currently, District Administration is housed in the building dedicated to the Career Academy. Financial Services and portions of School Support are located in the Whitehead Annex Building. Facilities management and transportation are located on Paradise Boulevard.

Reserve Facilities & Property

The district has two elementary schools that are currently off-line (Old Gaines and West Broad). The Old Gaines Building has been used as a temporary school location while school construction is being completed for other schools. The building is currently being used to house Hilsman Middle School. The building has been deemed to be inadequate to serve in this capacity again for any middle school, hence, this current occupancy shall be the last of its kind for the Old Gaines Building.

West Broad was last occupied when it housed Rutland Academy, a regional educational service agency (RESA) program serving students with special education needs. Since the departure of Rutland Academy, the building has not been used for educational purposes.

The district owns an undeveloped property on and near 626 West Vincent Drive. This property is approximately 40 acres, allowing for potential future development of a new elementary school.

Capacity and Growth

The district currently serves approximately 13,800 students from birth through 12th grade. The district's ability to house our students and educators in learning spaces that are safe, secure, and which provide ample space is critical to effective teaching and learning. In the Clarke County School District, student enrollment capacity is established through a formula established by Georgia's Department of Education. As evidenced in the following table, many of our facilities are over or near their capacities.

Enrollment Forecasting

Enrollment forecasts have been used in the district to project the anticipated seat capacity in the district. The Clarke County School District obtained student enrollment forecasts from the Applied Population Lab at the University of Wisconsin in August 2018. The forecast used state data and local area population information to create a projection related to future student population trends. The full report can be found in [Appendix E](#).

Current enrollment and facility capacity are outlined below:

School	Enrollment - October 2018	Enrollment Capacity
Alps Road	381	500
Barnett Shoals	543	588
Barrow	539	575
Chase Street	580	463
Cleveland Road	305	475
Fowler Drive	483	525
Gaines	534	500
Howard B. Stroud	389	588
Judia Jackson Harris	489	550
Oglethorpe Ave	577	675
Timothy Road	572	575
Whit Davis	521	600
Whitehead Road	809	775
Winterville	437	525
Burney-Harris-Lyons Middle	685	850
Clarke Middle	790	950
Coile Middle	725	850
Hilsman Middle	681	1025
Cedar Shoals	1406	2200
Clarke Central	1754	1775
Classic City	77	125
Office of Early Learning	353	334
Career Academy	216	240

Yellow = Over Capacity

Blue = Within 25 Students of Capacity

III. The Process

In June 2018, Superintendent Demond Means and the Board of Education agreed the proper governance process for evaluating the potential use of the West Broad facility was to allow the administrative team to analyze all facility needs through the lens of educational programming in the Clarke County School District. Months of deliberations with the Board of Education and receipt of ample informal feedback from the community helped inform the administrative team. District leaders leveraged this information to guide the process for making informed decisions on the future use of district facilities.

To that end, on July 12, 2018, a diverse group of administrative staff were convened to answer the following question: What issues/challenges need to be addressed so we can provide optimal facilities for teaching, learning and leading in the Clarke County School District? The process on July 12 resulted in an all-day situational appraisal which allowed the administrative team to develop clarity and a collective understanding of all of the issues before moving forward with a decision making process. The issues that emerged from this appraisal can be found in [Appendix F](#).

Decision Analysis

After the conclusion of the July 12 session, a number of assignments were given to staff in preparation for follow-up meetings on August 22-23. A decision analysis was conducted to choose the best options, considering all of the issues identified on July 12. The criteria established for the decision analysis included the following:

Criteria	Weight
A. Adhere to all legal requirements, policies and constraints pertaining to district - oversight and utilization of property	MUST
B. Maximize operational effectiveness and efficiency of district services	10
C. Maximize opportunities to increase academic growth of pre K-12 students	10
D. Maximize opportunities for professional learning of staff	8
E. Maximize equity and access for students and community	8
F. Maximize safety of students, staff and community	6
G. Maximize opportunities to support social-emotional growth of students	6
H. Maximize opportunities to provide support, resources and optimal teaching and learning for career preparation	5
I. Maximize likelihood that Pre-Kindergarten children are academically and socially prepared for Kindergarten entry	5
J. Maximize opportunities for community involvement and collaboration	3
K. Minimize annual facility operating costs	2

Based on the decision analysis, the following solution options emerged:

1. Re-purpose West Broad School facility
2. Build School C
3. Re-purpose Cleveland Road Elementary School
4. Find a new Central Office location
5. Re-purpose the Old Gaines School facility
6. Restructure attendance zones
7. Construct additions at elementary schools with temporary buildings

After considering the risks associated with the solutions that emerged from the decision analysis, final administrative recommendations were developed (please see page 13).

IV. Recommendations

A number of different combinations for the solutions listed above were evaluated through the decision analysis. The results of the decision analysis can be found in Appendix G. After the decision analysis was completed, the committee considered the risks involved with each decision. Based on the consideration of risks, a final recommendation was determined by the committee. The final recommendations include the following:

1. Demolish two buildings at the West Broad campus, rebuild the two-story building to become an Office of Early Learning Center housing ten (10) classrooms
2. Renovate and preserve the historic West Broad building to include:
 - a. school-based health clinic,
 - b. parent information center,
 - c. community meeting rooms, and
 - d. historic recognition of education in the Athens-Clarke County community
3. Pursue the purchase of an office space to be repurposed for District Office space
4. Establish permanent boundary lines for the Maxine P. Easom attendance zone area; eliminating the choice option for attendance zones
5. Redraw boundary line to reassign a community of students to Howard B. Stroud (these students are currently assigned to Gaines)
6. Construct School C within SPLOST V; review boundary lines for schools impacted by the construction of School C
7. Delay the construction or renovation of Clarke Middle School until SPLOST VI or until 2023
8. Renovate Old Gaines at the conclusion of its current purpose of housing Hilsman Middle School to become an educational center to include:
 - a. An Office of Early Learning - East Side
 - b. Boys and Girls Club - East Side
 - c. Location for a Junior Achievement BizTown
 - d. Community meeting rooms

V. Governance Impact on the Process and Recommendations, Fiscal Impact and Potential Timeline

Per district policy, the Board of Education is charged to act in the affirmative or reject recommendations presented by administration for any expenditure of \$80,000 or more. The scope of the recommendations in this report will result in a series of recommendations that will be presented to the Board of Education. To that end, the table below is offered as a guide of potential actions to come before the Board of Education to move the recommendations in this report forward. The presentation of the recommendations during the board workshop is not subject to approval or rejection by the Board of Education. Enclosed is an opinion letter requested by administration to assist board members in their deliberations of the governance actions that will come before them as a result of this report's recommendations (Appendix H).

As representatives of the community, the Board of Education members are the governance conduit for citizens who desire to express their support or concerns with the administrative recommendations. Board members are to weigh the input from community members in making their final decisions and casting votes along with the evidence and data provided by administration.

The timeline and estimated costs for each of the items that the Board of Education must address from a governance perspective are outlined below.

Proposed Project	Potential Date	Estimated Cost	Funding Source
Action to Approve the Selection of an Architectural Firm	December 2018	\$575,000*	SPLOST V
Submission of the Design of the New Board Office	February 2019	(see above*)	SPLOST V
Submission of the Design for the New West Broad Facility	June 2019	(see above*)	SPLOST V
Action to Approve the Purchase of Property for Board Office	February 2019	\$2,100,000 to \$2,500,000	Fund 101
Action to Approve the Construction Contract for the Proposed New Board Office	March 2019	\$4,000,000	SPLOST V
Move the Board Office from H.T. Edwards to New Facility	July 2019	\$50,000	SPLOST V
Action to Approve the Demolition and Construction Contract for the Renovated West Broad Facility	September 2019	\$6,765,000**	SPLOST V
Action to Approve Architectural Contract to Design School C	September 2019	\$1,000,000	SPLOST V
Demolition of two of the West Broad Facilities (Not the historic building)	October 2019	(see above**)	SPLOST V
Action to Approve the Contract to Demolish the Old Gaines School Facility	November 2019	\$200,000***	SPLOST V
Demolition of the Old Gaines Facility	December 2019	(see above***)	SPLOST V
Action to Approve the Construction Contract for School C	July 2020	\$20,000,000	SPLOST V

The funding source for the purchase of the property that could potentially serve as the new Board Office would come from Fund 101. Currently, the balance in the fund is \$2,800,000. The anticipated purchase price of the property is in the range of \$2,100,000 to \$2,500,000.

All other costs anticipated in this report would be addressed through SPLOST funds.

VI. Community Partnership Considerations

As a result of an existing memorandum of understanding, the district has been engaged in an arrangement with the Athens Land Trust (ALT) to designate approximately .5 acre of land for ALT's use. This land has been designated as a planted area, and is used for gardening.

A collaborative relationship with any community partner that can demonstrate a value-added aspect to the district's strategic plan is always welcomed.

To that end, the district is prepared to engage in discussions with ALT to explore alternative sites on district property, for the continuation of the Young Urban Farmers and/or Young Urban Builders partnership. Alignment to the district's Career, Technical and Agricultural Education programming would be a condition for renewing this partnership. Please see a picture of the current site and the proposed sites for a partnership between ALT and CCSD on page 17. The combined acreage for the proposed sites is 1.97 acres (or - approximately 2 acres). Sample architectural drawings of renovations at the West Broad campus are on page 18.

Photos of Athens Land Trust & CCSD Partnership Sites

Current West Broad Site



Clarke Middle (top) and Howard B. Stroud (bottom)
Proposed Sites



Sample Architectural Drawings for the Potential Use of West Broad Campus



The district has made a significant commitment to agricultural education and seeks to expand course offerings and programming in the area of construction. Therefore, a curricular connection with ALT or any other community agency to advance the work in strategic priority #1 or strategic priority #2 is a prerequisite for any future community partnership that requires the use of district property.

The district would like to expand its positive and collaborative relationship with the Athens High and Industrial School-Burney Harris High School Alumni Association to preserve the history of education in Athens-Clarke County - particularly the education of African Americans in the community. The asset-based approach of highlighting the rich history of people of color in Clarke County can serve as motivation for future generations of CCSD students. By lifting up the past successes of those that came before them, students and families will learn that they come from a community where, regardless of one's current social-economic status, all students have the capacity to achieve their aspirations. The role models currently in the community and those memorialized at the proposed West Broad facility will help students and families realize they stand on the shoulders of great people.

The district remains open to establishing or extending existing partnerships with community agencies that are aligned to our educational or social-emotional strategic priorities. An evaluation of potential partnerships is ongoing.

VII. Community Schools Model

Community schools are public schools that partner with families and community organizations to provide well-rounded educational opportunities and supports for students' school success. Like every good school, ***community schools must be built on a foundation of powerful teaching that includes challenging academic content and supports students' mastery of 21st century skills and competencies.*** There are four key features of a community school. Current efforts to address these features are described below:

Community School Feature	Description	Example of Current Efforts within the Community School Feature
Integrated Student Supports	Such supports foster a “whole-child” approach to promoting students’ educational and life success. Such supports pay explicit attention to students’ social and emotional development as well as their academic learning, recognizing that they are intertwined and mutually reinforcing. Supports provide and coordinate a range of on-site services to address and overcome both academic and nonacademic barriers to students’ educational and life success. The mix of offerings can vary, because they are tailored to meet local needs, but some of the most common services and supports are medical, dental, and mental health care services; tutoring and other academic supports; and resources for families, such as parent education classes, job training and placement services, housing assistance, and nutrition programs. These programs may also provide conflict resolution training, trauma-informed care, and restorative practices to support mental health and lessen conflict, bullying, and punitive disciplinary actions, such as suspensions.	<p>School Based Mental Health Services (APEX clinicians- 11 schools; & Project Family, Social Empowerment, Pathways)</p> <p>Dental Van Services</p> <p>Parent University & various parenting classes Clothing Closets</p> <p>Food Pantries</p> <p>Food2Kids</p> <p>Clarke County Mentor Program</p> <p>Books for Keeps</p> <p>DJJ School Based Probation Officers</p> <p>Elementary Behavior Wrap Around Process</p>
Expanded and enriched learning time and opportunities	In addition to supporting rich, student-focused instruction in classrooms, community schools provide students with as much as one-third more learning time, in which they experience arts, physical activity, small group, or individualized academic support, and hands-on learning activities across a range of subject areas. In high-quality community schools, educators collaborate with community partners to provide well-structured learning activities during out-of-school time and summer, using school facilities and other community spaces. This approach makes	<p>21st Century Community Learning Centers</p> <p>After School Programming</p> <p>Title I and locally funded tutoring programs both after school and on Saturdays (students identified based on Greatest Area of Need).</p>

	clear that enriched learning time is the responsibility of both schools and communities.	
Active family and community engagement	In creating empowered decision-making processes, and leveraging local resources and expertise to address educational inequities, community schools promote active family and community engagement. Community schools establish systems, structures, and supports to ensure this engagement is meaningful.	<p>Family Engagement Specialists</p> <p>Community in Schools Site Coordinators</p> <p>Family Resource Centers</p> <p>Experience UGA</p> <p>Local School Governance Teams (LSGTs)</p> <p>PTA/PTO</p> <p>Parent Volunteers</p> <p>Annual Title I Input meetings for families</p> <p>Curriculum Nights</p> <p>Semi-annual parent conferences</p>
Collaborative leadership and practices	Critical and foundational to the success of a community school strategy is collaborative leadership and practices. By developing a shared vision and goals, professional learning communities are charged with improving school policy and classroom teaching and learning, and teacher development strategies. In community schools, collaboration and opportunities for shared leadership extend beyond staff to include students, families, community members and leaders of community-based organizations, local government agencies, and university partners. Collaborations can take a range of forms, including collective efforts to monitor for continuous improvement, community coordination of social and health services, and development of collective impact partnerships.	<p>Professional Development School District Partnership with the University of Georgia</p> <p>Charter System</p> <p>Local School Governance Teams & Innovation Grants</p> <p>Parent Advisory Board</p>

In alignment with the Envision Athens recommendation to make CCSD schools “community hubs,” community schools are typically accessible to the public from dawn to dusk, year-round, and on weekends. The most comprehensive community schools are academic and social centers where educators, families, and neighbors come together to support innovative learning and to address the impact of out-of-school factors, such as poverty, racism, and violence, which can undermine the effectiveness of in-school opportunities.

Community schools can address systemic barriers that limit opportunities for students and families—often based on race and class—ensuring fair access to the supports that will prepare students for future success. By tapping into a community’s assets and culture, community schools bring powerful learning opportunities to schools that are *under-resourced*, and which may have been forced to narrow the curriculum in response to fiscal constraints. In doing so, community schools help reduce inequalities in students’ performance on test scores, grades, and other observable school outcomes that result in part from a lack of **access**. Although community schools alone cannot compensate for years of disinvestment in low-income communities and communities of color, they hold considerable promise for mitigating the impact of this disinvestment by creating high-quality, equitable schools.

The district has established a record of providing portions of a community school model in the past. A more systemic approach to our community school work is needed to make a lasting impact in the community. To that end, the district is working to expand its bandwidth in the area of implementing a Community Schools model. The recommendations enclosed in this report support a clear vision for this approach.

Developing a Community Schools model in the Clarke County School District will be a multi-phase process. The district intends to proceed with careful thought and analysis to ensure successful implementation and sustainability. In communities where successful Community School models are in place, they have found that it takes about a year to plan and be ready to launch an effective community school. It takes time to do an effective community needs assessment, asset mapping, identify partners, and create integrated services.

The district’s expansion of early childhood education from a Birth to School Readiness model is an asset-based approach to working with our community and families. Research indicates that an investment in early childhood education, starting at birth from a holistic community approach, has significant potential to positively impact children and their families in the long term. Appendices I, J, and K contain three articles which address the importance of investing in early childhood education.

A first step is expanding the number of Pre-Kindergarten classrooms. Students in the District’s Pre-Kindergarten program exceed the state average on measures of Kindergarten readiness indicated by the data in Table 1. School-specific data is shown in Table 2.

Moving forward with the Future Facilities Plan provides additional opportunities to respond to the needs of young children and their families. There are nearly 6,900 children under 5 in Clarke County, according to data compiled by the Georgia Early Education Alliance for Ready Students. Providing high quality early learning experiences to them is critical for these children to reach high levels of learning in school and compete in today’s competitive knowledge-driven economy. Licensed early care and education providers have spaces for about 2,500 young children (GEEARS). While not all families seek early learning care, the gap between the number of young children in the county and the number of available spaces indicate many are not be able to find the early learning options they need.

Table 1
2018 School Readiness Data
CCSD Compared to State

Georgia Kindergarten Inventory of Developing Skills (GKIDS) 2016-2018						
Content Area/Strands	Mean % Students Demonstrating/Exceeding					
	2016 CCSD	2016 State	2017 CCSD	2017 State	2018 CCSD	2018 State
English Language Arts (GSE)						
<i>Reading</i>	83.1	80	82.2	78.9	77.5	78.5
<i>Writing</i>	79	70.2	75.2	69	73	67.8
<i>Speaking & Listening</i>	89.6	84.2	86.4	83.2	84.2	82.8
<i>Language</i>	80.3	76	76.6	74.9	74	74.3
ELA Total	82.2	77.7	79.3	76.6	76.3	76.1
Mathematics (GSE)						
<i>Counting & Cardinality</i>	89.3	86.7	87	85.9	85.7	86.1
<i>Operations & Algebraic Thinking</i>	80.2	77.4	79.2	76.5	76	76.4
<i>Numbers & Operations in Base 10</i>	76.1	73.5	71	72.7	72.3	73
<i>Measurement & Data</i>	91.2	86.5	89.1	85.5	85.2	85.4
<i>Geometry</i>	90.4	86.8	86.8	85.6	85.9	85.3
Math Total	87.4	84.3	85	83.3	83.3	83.3
Non-Academic Area/Strands						
Mean % Students Demonstrating/Exceeding						
	2016 CCSD	2016 State	2017 CCSD	2017 State	2018 CCSD	2018 State
Approaches to Learning						
<i>Curiosity & Initiative</i>	90.3	85.9	83.2	85.7	85.7	85.3
<i>Creativity & Problem Solving</i>	73.9	73.9	72.4	73.8	72.1	73.3
<i>Attention/Engagement</i>	73.2	73	71.4	72.3	73.7	71.8
Approaches Total	78.5	77.1	75.2	76.7	76.9	76.3
Personal/Social Development						
<i>Personal</i>	83.7	82.7	80.5	82.1	78.2	82.3
<i>Social</i>	84	82.6	84.1	82.2	80.8	82.3
P/S Development Total	83.8	82.6	82.8	82.1	79.8	82.3

Table 2
2018 Kindergarten Readiness Data
By School

Georgia Kindergarten Inventory of Developing Skills (GKIDS) 2018															
Content Area/Strands	Mean % Students Demonstrating/Exceeding														
	CCSD	Alps Road	Barnett Shoals	Barrow	Chase St	Cleveland Rd	Fowler Dr	Gaines	HB Stroud	JJ Harris	Oglethorpe Ave	Timothy Rd	Whit Davis	Whitehead Rd	Winterville
English Language Arts (GSE)															
Reading	77.5	58.5	76.4	90.1	83.4	88	88.8	86.8	64.5	65.9	56	86.5	85.9	70.9	77.3
Writing	73	66.9	57.7	85.7	85.5	90.4	93.2	89	60.9	72.2	54.6	72.4	79.9	53.4	75.7
Speaking & Listening	84.2	82.5	82.5	97	89.9	97.4	91.9	88.8	66.7	71.9	75.1	86.5	88.5	72.6	88.7
Language	74	66.2	69.1	89.9	81.9	85.1	92.2	82.3	49.1	64.3	54.5	76.5	80.2	63.8	78
ELA Total	76.3	63.5	72	89.9	83.8	88.2	91.1	86	59.8	66.8	56.8	81.2	83.6	66.8	77.9
Mathematics (GSE)															
Counting & Cardinality	85.7	80.3	86.2	93.8	88.3	87.8	95.9	90.4	72.5	77.2	64.1	88.7	90.5	88.5	86.2
Operations & Algebraic Thinking	76	79	76.7	89	76.2	85.8	83.9	80.3	58.6	80.4	63.3	81.4	86.4	74.7	63.2
Numbers & Operations in Base 10	72.3	55.6	73.8	86.5	82.2	81.6	93.9	87.1	49	73.3	53.6	79.8	82.4	65.7	48.9
Measurement & Data	85.2	93.7	81.7	96.6	92.5	89.5	95.5	93.7	75.5	71.9	62.7	83.3	90.5	78.2	87.9
Geometry	85.9	75.7	87.7	97.3	82	96.5	91.4	92.6	79.3	76.7	78.3	84.8	86	85.6	88.3
Math Total	83.3	79.3	83.6	93.8	84.6	89.4	92.4	89	71	73.1	66.8	85.4	88.3	83.4	81
Non-Academic Area/Strands															
	Mean % Students Demonstrating/Exceeding														
	CCSD	Alps Road	Barnett Shoals	Barrow	Chase St	Cleveland Rd	Fowler Dr	Gaines	HB Stroud	JJ Harris	Oglethorpe Ave	Timothy Rd	Whit Davis	Whitehead Rd	Winterville
Approaches to Learning															
Curiosity & Initiative	85.7	85.2	87.3	97.4	93.1	85.1	89.4	91.7	68	74.8	70.2	88.9	87.5	80.9	92.9
Creativity & Problem Solving	72.1	61.4	59.5	92.7	79.4	78.9	84.3	70.8	51.7	64.4	65.1	66.7	76.6	71.3	80.5
Attention/Engagement	73.7	62.7	74.6	88.8	76.6	76.3	84.8	83.5	43.9	68.3	53.6	82.7	70.9	72.6	82.4
Approaches Total	76.9	69	73.4	92.6	82.4	79.7	86.1	83	53.5	69.1	61.6	79.8	77.7	74.8	85
Personal/Social Development															
Personal	78.2	64.6	82.5	89.3	96.9	84.2	79.8	84.6	46.3	68.1	65.1	93.2	78	78.8	78.7
Social	80.8	71.7	86.4	95.1	87.9	96.8	91.5	88	49.8	74.7	65.5	94.4	79.3	75.1	79.1
P/S Development Total	79.8	69	85	92.9	91.3	92.1	87.1	86.7	48.5	72.2	65.3	93.9	78.8	76.5	79

The tables below indicate the disadvantage that children born in poverty have with regards to developing school readiness skills (Source: Brookings Institute).

Figure 1: Likelihood of Being Ready for School at Age Five, by Poverty Status at Birth

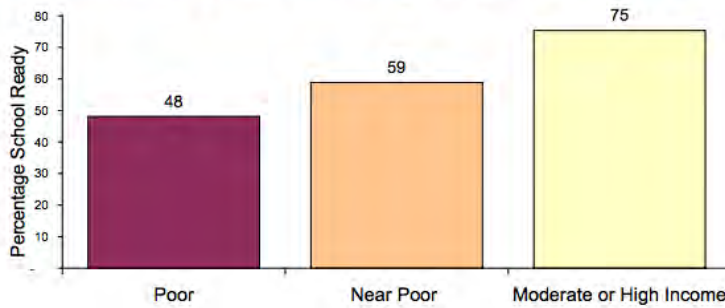


Figure 2: Likelihood of Scoring Very Low (Failing to Be School Ready) on Measures of School Readiness, by Poverty Status

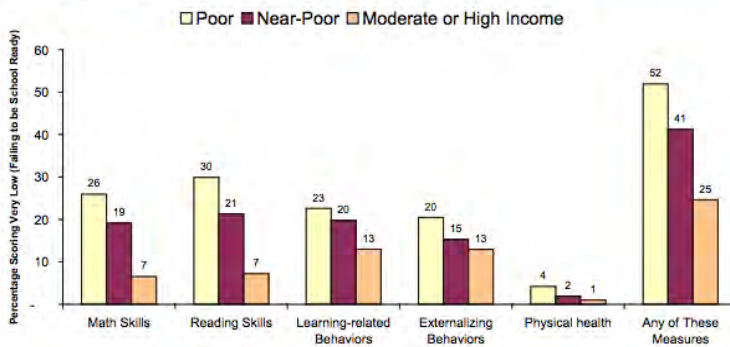
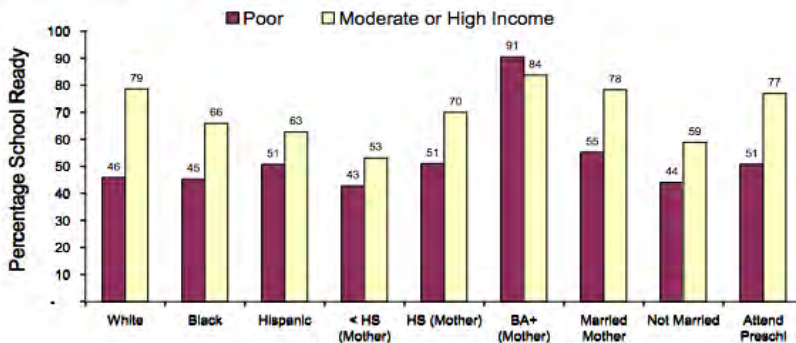


Figure 3: Likelihood of Being Ready for School at Age Five, by Poverty Status at Birth and Selected Child and Family Characteristics



In addition to focusing on early learning opportunities, developing a community meeting place for workforce development opportunities, after-school hours parenting sessions, off-hours social work and mental health offerings, GED courses and post-secondary preparation courses are part of the vision for the historic West Broad School and Old Gaines School facilities. During the school day, the West Broad facility will also serve as a location where an expanded Parent Information Center would be housed.

In short, this Future Facilities Use Report provides a comprehensive approach to the Community Schools model in CCSD.

VIII. Maxine P. Easom Attendance Zone & School C Attendance Zone

The district had plans to build two elementary schools in the early 2000s. The economic downturn of 2008-2009 led the district to delay these plans. However, attendance zones were never altered to adjust to this change. The impact has been on the east side of the county, families have a choice to attend Barnett Shoals, Gaines or Whit Davis. Families select either Barnett Shoals or Whit Davis 90 percent of the time, causing a socio-economic imbalance for Gaines.

As noted, the recommendation is to create definitive attendance zones for those that live in the Maxine P. Easom area, starting in the 2019-20 school year. The proposed zones are presented in [Appendix L](#). The new boundary lines will enable the district to address the overcrowding at certain east side schools, as well as address the previously mentioned socio-economic imbalance. It is important to note, however, that the new attendance zones will have minimal impact on families who are already established in one of the affected schools. The district is committed to a 'grandfathering' plan that honors family connections with school communities as further school assignment policies are developed.

The determination of attendance zones coincides with a recommendation not to proceed with the construction of the Maxine P. Easom School. It is recommended that the Old Gaines School be demolished after Hilsman Middle School moves back into their facility. The geographical footprint of Clarke Middle School allows for space for the construction of a new school, or a significant renovation to take place on the current campus, ending the need for a temporary school building while construction of new buildings occur in the district.

It is recommended that the district construct a new, 70,000 square-foot campus on the parcel of land of the Old Gaines School. The district would create an east-side Office of Early Learning Center at the site, continuing to expand its presence as the leader in early learning educational services in the community and state. Additionally, the district has started conversations with local agencies to partner and bring more services to the residents of this portion of the county. Finally, this facility would continue the theme of workforce development for students and families with unique opportunities provided. (See sample architectural rendering on next page).

Whitehead Road and Oglethorpe Avenue Elementary Schools have been built to absorb a larger number of students, which has resulted in Cleveland Road Elementary School having a smaller school population. While Cleveland Road currently has a smaller student population, we have projections for new home starts in that area which demonstrate that this attendance zone will continue to be an emerging market in Clarke County. A map of new home projections by school zone can be found in [Appendix M](#).

To address growth in the west side of the district, another recommendation is to build School C. The construction of School C would alleviate the space capacity issue at many of our west side schools. It would reduce the school sizes of at least four west side elementary schools and reduce bus travel for students. A school zone map for School C can be found in [Appendix L](#).

The construction of School C is a greater need than renovating or building a new Clarke Middle School. The district is committed to making the Clarke Middle project the first priority on the SPLOST VI agenda. In the interim, the district will also explore the possibility of addressing the physical education instructional area currently in use at Clarke Middle School.

If there is potential to address this facility need while waiting until the proposed implementation of SPLOST VI, options will be explored.

The district is appreciative of the collaboration between Clarke Middle School and Clarke Central. Officials at Clarke Central High School have been accommodating in allowing the Clarke Middle community to use their gym space for athletic events. We are thankful for the positive relationship between the two schools.

Sample Architectural Drawing for the Potential Use of Old Gaines School Land



IX. Board Office and the Career Academy

The sale of the Mitchell Bridge building that served as the Board Office led to district administrative services being split into two locations: H.T. Edwards and Whitehead Annex. The move to two locations was considered to be temporary. Years later, district administrative services still remain disjointed.

More importantly, the presence of district services at H.T. Edwards has limited the Athens Community Career Academy in its efforts to expand workforce readiness development in fields where local employers need our students who are properly prepared and career-ready.

The potential use of the Whitehead Annex, in conjunction with the student population reduction at Whitehead Road School, provides a school property that can be converted into an innovative learning space for students.

The district has located a property that fits our space needs, is priced reasonably and could be ready for occupancy within the next year. A transition out of the H.T. Edwards location for Board Office functions would enable the Career Academy to continue to implement its strategic plan for program expansion and address the parking challenge at the current location.

As noted earlier, one Parent Information Center would be located at the renovated West Broad facility. Parent Information Center services would also be located at the Board Office, creating greater convenience for families, especially during student enrollment periods.

A proposed new location for the Board Office is nearly finalized. An analysis of the necessary renovations is in progress, and a current assessment of the HVAC systems has been completed.

X. The Creation of the Clarke County School District Children Zones

Earlier in this report, the school district described the work of creating the West Broad and Old Gaines School facilities into Office of Early Learning satellite centers. The creation of these OEL satellite facilities supports the district's focus of investing more in the needs of specific communities.

The district is creating two **CCSD Children Zones**. One on the west side and one on the east side. The west side zone will serve the West Broad community and Alps Road Elementary School. The east side zone would serve the Nellie B community, Gaines Elementary School and Howard B. Stroud Elementary School. These zones are modeled after the district's successful award as a Georgia Early Education Empowerment Zone (E3Z) and the community's award of the Athens-Clarke County Family Connection, Inc. Promise Neighborhood planning grant. Similar programs, such as the Harlem Children's Zone, have demonstrated widespread gains for children and families.

The vision of the CCSD Children Zones includes collaboration with youth service agencies like the Boys and Girls Club to offer after-school programming and provide access to physical health opportunities. In addition, the facilities would serve as community meeting places for workforce development courses for community members of all ages. As cited earlier in this report, the CCSD Children Zones would become strategic community school zones serving historically marginalized students and their families. The CCSD Children Zones will focus on the assets that these families bring to the district.

Associated with the creation of the CCSD Children Zones, the school district will provide concrete school turnaround efforts that will include the modification of instructional practices to ensure the academic needs of the students are being met, in conjunction with the University of Virginia-Partnership for Leaders in Education (UVA-PLE). The UVA-PLE Core Partnership is the only research-proven effort in the country focused on establishing **system** conditions ripe for change and building transformative leadership capacity to achieve that change. With the partnership now in its 15th year, UVA-PLE partner schools outgain state averages - almost 50% of the partner schools have experienced double-digit proficiency gains within two years and 20% of those schools achieve over 25-point gains within three years, providing the bright spots we use to inform learning for all participants. The UVA-PLE has been recognized recently by the RAND Corporation and the Wallace Foundation as one of only two leadership development efforts in the country that qualify as 'evidence-based' under the Every Student Succeeds Act (ESSA).

The UVA-PLE has accomplished these gains based on the belief that system- and school-level leaders succeed together when they identify key issues, develop bold strategies and empower leaders at all levels to execute the change. A timeline for their proposed key support actions is below:

- **2018-19: Upfront design focus to enable school-level success:** Help CCSD leadership reexamine school system practices to determine how the district can best enhance support to schools across system conditions for (1) talent management, (2) support and accountability, (3) instructional infrastructure, and (4) leadership. Once schools are selected, the partnership will assist system leaders with understanding schools needs and advancing systems to better support all schools and particular those schools chosen. The recommendation is to choose four schools based on principal readiness, school leadership commitment to instructional leadership, and school leadership willingness to address equity. Where there is equal readiness and willingness, the partnership recommends going with the school that is currently lowest performing or has a leader with competencies to advance the work effectively. Though, ultimately, the district needs proof points and demonstrations of practice. Thus, the partnership recommends choosing schools that with investment from the district and participation in UVA partnership are likely to succeed and whose success will help build allies.
- **2019-20 and 2020-21: Leadership and systems development including intensive work with a cohort of schools:** The partnership will provide world-class leadership development and follow-up consultation to both system-level leaders and the leaders of the four schools chosen; a cohort of schools serves as a “learning lab” for re-examining practices. Through multiple on-site visits to district each year and interactive pedagogy at the University of Virginia, the partnership helps leaders identify and confront their most pressing challenges with stakeholders, guide change agents towards calculated next steps, and nurture continuous improvement.
- **Advancement of learning across the LEA:** The partnership helps all partners identify lessons and systems to spread to other schools. After two years of implementation, where appropriate, UVA-PLE will sustain partnerships that deepen and broaden change efforts.

The timing of a new partnership is ideal now given the sense of urgency and the commitment of the district team. UVA-PLE and the district are intrigued by the possibility of working with four schools in the same feeder pattern to both go deep with a set of schools where student potential is most ripe to be unlocked and to help system leaders have a learning lab to enhance the relevance and quality of their support in targeted areas the district is already prioritizing: instructional coaching, data-driven instruction, advancement of student culture, and equity. This comprehensive, vertical approach will more easily generate lessons that can benefit practice across the district.

The family outreach in the schools within the CCSD Children Zone East and West will enhance deliberate and ongoing parent engagement. The use of district property is essential in the creation of these zones.

XI. Submission of suggested projects for Athens-Clarke County Unified Government SPLOST 2020

The school district intends to submit two proposals by November 9, 2018 to the Athens-Clarke County Unified Government to potentially finance one-time construction projects through their future SPLOST funds.

The first project is to place an artificial turf field on the playing surfaces at both high schools. The turf would allow the high schools to use the surface for greater use during physical education, serve as a playing surface for multiple sports like soccer and football, and provide a convenient outdoor practice area for the marching bands at both comprehensive high schools. Renovated athletic facilities will also benefit youth sports programs.

In addition, the district is working with the athletic directors of both high schools to complete a comprehensive athletic facility long range plan. The plan will be completed by May 2019.

The submitted consideration also seeks a collaboration with the unified government to resurface the track at both high schools. The resurfacing of the tracks will allow for community fitness groups to use the facilities.

The second proposal that will be submitted to the attention of Athens-Clarke County officials is related to the potential construction of (1) a new Youth Center and (2) a facility to teach Clarke County students financial literacy. Please note that the district is working closely with representatives from Junior Achievement to secure private funding to support the interior build out of the financial literacy facility.

XII. Conclusion

The focus of this report and subsequent recommendations is on our students and educational equity. The academic and social-emotional needs of our students were primary in its development. Simply put, these recommendations attempt to address issues and/or decisions that have been deferred by the district for years. In addition to the current needs for facility use in the district, there will certainly be emerging needs that develop over time and also new opportunities for space to meet those needs. The recommendations contained in this report represent the work of district leaders with information available at this point in time.

One of those needs could be to possibly return to the Clarke County School District housing and operating the Alternative School on-site instead of contracting out to a private provider of services who must rent space in the community for alternative education services. This model would allow us to customize programming and other services to meet the specific needs of our students and families and to maintain more oversight over curriculum, hiring and support of staff, and programming. Related to this need in space is the vision to expand the services offered by Classic City High School from a credit recovery only program to one that provides true alternative learning opportunities for students who don't thrive in the traditional high school setting. While there are many areas of consideration for these additions, it is imperative that we consider the facility requirements as we plan long-term for Clarke County building needs.

The placement and level of care provided to CCSD students with disabilities is constantly being reexamined by our Special Education team as part of the district's continuous improvement process. This work is guided by carefully examining the needs of students with guidance from federal laws and state regulations around the education of students with disabilities. Facility space conversations are critical to decision-making around how to best serve students with disabilities. Part of the current model includes placement of students in need of the most specialized service for Emotional-Behavioral Disorders to our local facility through the Georgia Network for Educational and Therapeutic Support (GNETS) - the Rutland Academy. Based on recent statewide concerns for GNETS service provision, the district leadership team would like to explore other options for serving these students, which may require additional facility needs. . This exploration is also needed as state and federal concerns about segregated services for students with disabilities has been called into question.

There will be critical next steps that will include the community to engage in the development of concepts, plans and final administrative recommendations, pending board action. In short, there will be opportunities for the community to influence the process and to have a voice in the construction of ideas and a vision for the final recommendations in this report, if approved by the Board of Education.

The equity component of this report is critical. There are school assignment policies, limitations on academic and workforce development programming, and constraints on our ability to expand early childhood education options that are having an adverse impact on the school district and community. The recommendations enclosed allow the district to take a proactive, asset-based approach which has the potential to better serve all children and families in the district.

The recommendations create two community school hubs, meeting the needs of all students, regardless of their zip code.

Finally, the recommendations are strategic, demonstrate systems-thinking, and are long term. All of the recommendations position the district to proactively anticipate the needs of the future, rather than simply reacting to challenges as they arise.

References

Community Schools Playbook. Partnership for the Future of Learning, Washington, DC, 2018.

Milner, H.R. (2015). *Rac(e)ing to Class: Confronting Poverty and Race in Schools and Classrooms*. Cambridge, MA: Harvard Education Press.

Appendix

Appendix A:	Frequently Asked Questions
Appendix B:	West Broad Assessment
Appendix C:	Clarke County School District Facilities Overview
Appendix D:	Clarke County School District Facilities Scorecard
Appendix E:	Applied Population Lab Report
Appendix F:	Situational Appraisal Table
Appendix G:	Decision Analysis Results
Appendix H:	Opinion Letter on Use and Management of Property & Standards for Effective Governance
Appendix I:	<i>Article: A Multicomponent, Preschool to Third Grade Preventive Intervention and Educational Attainment at 35 Years of Age</i>
Appendix J:	<i>Article: A New Cost-Benefit and Rate of Return Analysis for the Perry Preschool Program: A Summary</i>
Appendix K:	<i>Article: Early Educational Intervention, Early Cumulative Risk, and the Early Home Environment as Predictors of Young Adult Outcomes Within a High-Risk Sample</i>
Appendix L:	CCSD School Zone Proposals
Appendix M:	CCSD School Zones by New Housing Starts