

Issaquah School District  
Executive Limitations Monitoring Report  
January 25, 2017

**EL-10 STRUCTURE OF SCHOOLS – Annual Internal Report**

**The Superintendent certifies that the District is in compliance with EL-10 with no exceptions.**

*The Superintendent shall maintain a K-12 structure of schools that ensures an effective environment that supports challenging and relevant opportunities for all students to achieve at levels defined in the Board's Ends policies.*

Accordingly, the Superintendent may not fail to:

- 1. Prevent the instructional time provided for students during the academic day from being interrupted by unnecessary intrusions, unnecessary teacher time out of the classroom, or the scheduling of activities that can be scheduled during other times.***

**Interpretation:**

I interpret this to mean that District administrative leadership in collaboration with principals will control incidental and situational school activities, field and activity trips, staff professional development and broadcast announcements in order to prevent unnecessary intrusions into the classroom. In this, I interpret unnecessary to mean falling outside the limitations agreed upon by the District and education association, principals and their supervisors, and held in common at the elementary, middle and high school levels.

District release-time for teachers will be offered with appropriate limitations, including prohibitions against scheduling on identified days or dates.

**Evidence of Compliance:**

- We monitor data on usage of substitute certificated staff for District release-time throughout the year for the purpose of minimizing classroom disruptions. We analyze substitute usage from one week in September, February and May breaking out the usage by professional development days and all other authorized leaves which include such things as illness, maternity, bereavement, jury duty etc...

2013-14 29% Prof. Development - 71% Authorized leave  
2014-15 15% Prof. Development – 85% Authorized leave  
2015-16 13% Prof. Development – 87% Authorized leave

As requested by the Board, we have pulled the actual numbers of substitutes used across the District over three different weeks. We pulled one full week at the end of September, one full week in February and one full week in May so we could calculate the daily average occurrences of substitutes used across the District. This data is for all certificated substitutes, which includes, counselors, special education specialist such as; occupational therapists, librarians, as well as classroom teachers. During the 2015-16 school year there was approximately 1175 certificated staff in the ISD.

Average Daily Certificated Substitute Usage for the Week of 9/30/13-10/4/13 = 96.4 (8.8%)  
 Average Daily Certificated Substitute Usage for the Week of 2/10/14-2/14/14 = 112.8 (10.3%)  
 Average Daily Certificated Substitute Usage for the Week of 5/12/14-5/16/14 = 123.2 (11.2%)

Average Daily Certificated Substitute Usage for the Week of 9/29/14-10/3/14 = 82.4 (7.1%)  
 Average Daily Certificated Substitute Usage for the Week of 2/9/15-2/13/15 = 104.4 (9.0%)  
 Average Daily Certificated Substitute Usage for the Week of 5/11/15-5/15/15 = 139.6 (12.0%)

Average Daily Certificated Substitute Usage for the Week of 9/28/15-10/2/15 = 52 (4.4%)  
 Average Daily Certificated Substitute Usage for the Week of 2/8/16-2/21/16 = 80 (6.8%)  
 Average Daily Certificated Substitute Usage for the Week of 5/9/16-5/13/16 = 94 (8.0%)

Average Daily Certificated Substitute Usage						
	2013-14		2014-15		2015-16	
September	96.4	8.8 %	82.4	7.1 %	52	4.4 %
February	112.8	10.3 %	104.4	9.0 %	80	6.8 %
May	123.2	11.2 %	139.6	12.0 %	94	8.0 %

- In accordance with the Issaquah Education Association (IEA)-ISD *Collective Bargaining Agreement* 2014-17 Article 9, Section 1 *Illness, Injury, and Emergency Leave* [commonly known as sick leave] *full-time certificated teachers are provided annually with 12 days of leave with full pay to be used for absences caused by illness or injury or emergency of the employee or employee's household, to care for sick children under age 18, spouse, domestic partner, parent(s), Parent(s)-in-law, grandparent(s), or adult children with disabilities who have a health condition that requires treatment or supervision. Less than full-time Employees will be allotted the proportionate number of days.* In 2015-16 145 teachers, or 12% of teaching staff, were absent from duty for 12 or more days. 22 teachers (2%) who used more than 12 days of sick leave had absences covered under the Family Medical Leave Act (FMLA). such that they were unpaid, but their positions were protected for their return. 457 certificated staff (39%) were absent from work 4 or more days on authorized leave with the predominant reasons being illness, bereavement, and FMLA.
- The IEA-ISD *Collective Bargaining Agreement* 2014-17 Article 9, Section 3.1 begins with the statement: *The Association and ISD both recognize the importance of having building staff in their assignments on a regular basis and encourage staff, when possible, to minimize the use of personal leave* (p 116).

- Article 9, Section 3 *Limitations* establishes “Black Out” days at the start and end of the student school year. We collected data on the number of staff who use paid personal leave, thus District authorized absences, over the 10 days that make up the “Black Out” periods in each school year.

2013-14 had 80 total “Black Out” day occurrences

2014-15 had 72 total “Black Out” day occurrences

2015-16 had 76 total “Black Out” day occurrences

- Article 9, Section 3 (a & b) places restrictions around the use of personal leave around the longer calendared breaks. Section 5 *Alternatives to Personal Leave Use* establishes a cash-out incentive for staff to accrue personal leave days rather than use them. The following data shows how many employees have opted to cash-out personal leave therefore working days they could have taken off:

2013-14: 20

2014-15: 17

2015-16: 10

- *IEA Collective Bargaining Agreement 2014-2017 Article 3, Section 3 Wednesday time for Professional Development and Professional Work* provides the opportunity for Wednesday non-instructional time to be used for selected professional development. This provides opportunities for professional development and collaboration outside of the student day.
- All certificated employee leave requests are reviewed with the expressed purpose of minimizing classroom disruptions as a result of staff absences and meeting the statutory requirements regarding labor law.
- Building administrators annually complete a survey regarding intrusions into instructional time. All building level administrators have verified that: (from 2015-16 Annual Building Survey) with one exception (see below\*).

*In the past year all*

*Intrusions into classroom time are monitored for appropriate educational value and controlled to prevent unnecessary interruptions and limiting duration and frequency such as: morning announcements, field trip, assemblies, performance rehearsals, parties etc... (EL-10 #1)*

\*The former IVE principal shared that she felt some of the PTSA activities that did not have a clear educational purpose extended into the instructional time. We have shared this information with the new principal and assistant principal at IVE to work closely with the PTSA to avoid these disruptions in the future.

- With the expressed purpose of minimizing classroom disruptions, it is a District practice that staff access the optional hours of the District’s technology training in Article 4, Section 2.11 and negotiated professional development pay (PDP) in Article 4 Section 2.9, outside of the student day.

- District Procedure on Access to Resources limits the distribution of “Kid Mail” to reduce classroom disruptions.

**2. *Adopt a District calendar for the school year that best serves the learning needs of students and achieves the Board’s Ends policies.***

**Interpretation:**

The District has an existing contract requiring the annual calendar to be negotiated with IEA. I interpret this policy to require the administration to identify calendar elements that impact student learning and work through the negotiations process toward a calendar that optimally serves student learning needs.

**Evidence of Compliance:**

- The District has been using calendar parameters developed in conjunction with the school board, administrative staff, and community since 2007 in our on-going calendar negotiations with IEA. With the *2014-17 IEA-ISD Collective Bargaining Agreement one additional non-student day was added to the calendar in October for the 2014-15 school year.*
- The District and IEA have negotiated district school year calendars through the 2018-19 school year, pending negotiations that will begin in January 2017. With such notice the ISD provides families and schools advance notice for planning of assessments, field trip experiences, school wide events, family vacation plans and appointments so that families and schools can mitigate the impact of time away from class.

**3. *Select bell times that meet District and state requirements while achieving a reasonable balance between the instructional (academic) needs and the co-curricular and extra-curricular activities of students at a reasonable cost.***

**Interpretation:**

I interpret this to mean that the District has bell times and daily schedules that meet state requirements for instructional minutes as required under the Basic Education Act (BEA). In addition, our bell times minimize interruptions to the academic program while balancing the student needs of co-curricular and extra-curricular activities at a reasonable cost to the system. It is within the Superintendent’s purview to make the case for changes to our bell times pending Board approval for any significant secondary school schedules and provided the changes meet the parameters outlined in EL-10.

**Evidence of Compliance:**

- Required BEA minutes grades 1-8 1000 hours per year, 9-12 1080 hours per year and 450 hours per year for kindergarten. The following links are to the District’s BEA compliance documents.

ISD BEA Compliance 2016-17  
ISD BEA Compliance Detail 2016-17

- Beginning with the 2011-12 school year we modified the elementary Wednesday start times in order to keep all elementary start times consistent all five days of the week. This has helped reduce Wednesday morning tardiness to school decreasing the interruptions of instruction time.

Elementary Wednesday tardy rate first tri 2009-10 = **4.1%** (before common start times)

Elementary Wednesday tardy rate first tri 2010-11 = **3.7%** (before common start times)

Elementary Wednesday tardy rate first tri 2014-15 = **1.5%** (after common start times)

Elementary Wednesday tardy rate first tri 2015-16 = **1.6%** (after common start times)

*Since the change, the Wednesday truancy rates have averages between 1.4 and 1.9% which is in line with the other days of the week.*

- In 2014-15 the District was granted a 3 year waiver allowing us to continue our elementary conference schedule while maintaining compliance with State Board of Education requirements. This reduces the number of half-day interruptions in the elementary schedule.
- *(I am leaving this information in this monitoring report for some historical context)*  
The District convened a comprehensive Bell Time Committee from 2003 to 2005 in order to research potential start and stop times and their impact on students, families and the District operating budget. The District administrative staff has continued to look at our school bell times. We do hear from a few parents each year with concerns about bell times. Mostly these parent concerns have to do with the early start times for our secondary schools. We have recently worked up a document to be used when members of the public voice a concern about early start times. This document essentially summarizes the same issues that the Bell Time Committee addressed back in 2005. The goal of the document is to simply help members of the public better understand the complexity of our multi-tiered bus system and how the District saves hundreds of thousands of dollars each year by using this tiered system of busing. As noted above, the District continues to examine our transportation system from numerous perspectives including school start and end times.
- The idea of pushing back middle and high school start times garnered new attention locally and across the nation as the medical community published new studies and data related to adolescent sleep patterns and as neighboring school districts have made the move to push out middle and high school start times. During the 2015-16 school year the District presented a proposal to change school start and end times. This proposal and the idea of changing school start and end times re-emerged as an important issue in our community.

At about this same time I began to share publicly that I personally believed that the ISD middle and high school start times are too early given my understanding of the research around this topic. Our initial proposal from the fall of 2015 would have essentially inverted our school schedules having our middle and high schools start after our elementary schools. This would have resulted in our middle and high schools starting at approximately 9:00 a.m.

and ending at nearly 4:00 p.m. and have our elementary schools start at 8:00 a.m. Once the proposal was made public we conducted a ThoughtExchange community engagement which asked for thoughts, ideas and concerns related to this proposal. We had over 11,000 staff, students and community members participate in this engagement and we learned quite a lot about our community concerns with this proposal and the general idea of changing our bell times.

The most frequently noted concerns had to do with the late dismissal for middle and high schools and the potential negative impact that might have on after school activities, after school student employment, local traffic impact and staff commute times. We also learned that a large number of elementary families had concerns about the proposed earlier start times for their schools. As a result of this input and the input we received through email and public comments I made the decision to pull this proposal while still committing to investigating other options. Later in the spring of 2016 I announced a second/new bell times proposal. This second proposal was built from the community and staff input we received and did not invert the elementary and secondary schools bell schedules. It simply pushed out most bell times by 35 minutes. Publicly I described this proposal as being more modest and one that accomplished the goal of having no schools start before 8:00 a.m. or getting out after 4:00 p.m. The proposal did however move high school and middle school start times later than the current start times by 35 minutes.

We then held three community input sessions related to bell times and this second proposal. Approximately 150 people attended in total. We also continued to gather public and staff input from the email account and web page set up specifically for this topic. As the school year came to an end I did communicate out to the public and staff that I would be bringing the issue of bell times back for further discussion and review in the fall of 2016.

- <http://www.issaquah.wednet.edu/district/departments/operations/bell-times-study>
- (For 2018 monitoring) After a final public input period in the fall of 2016 I announced that the ISD would be adopting the second proposed bell time schedule for the 2017-18 school year.

**Accordingly, the Superintendent may not:**

1. *Change the basic grade level configuration of schools (K-5 elementary schools, 6-8 middle schools, and 9-12 high schools) used in the District without Board approval.*
2. *Make significant changes to any secondary school building schedule configuration (e.g. block schedule, 6-period day, semester or trimester schedule) without Board approval.*

**Interpretation:**

I interpret this to be reserved as a Board prerogative outside the purview of the Superintendent.

**Evidence of Compliance:**

- No grade level configurations have been changed by the Superintendent since this report was last monitored.
- No significant changes to any secondary school building schedule configuration have been made without Board approval.

*Board Acceptance:*