Board of Education Informational Report

MEMORANDUM

Date: **September 14, 2015**

To: Members of the Board of Education

From: Jon Isaacs, Chief of Communications and Public Affairs
Sarah Singer, Senior Director for System Planning and Performance
Judy Brennan, Enrollment Director

Subject: Report on School Building Capacity and Enrollment Ranges

In preparation for the presentation at this week's board meeting about the work of the District Wide Boundary Review Advisory Committee (DBRAC), and district wide enrollment balancing we are providing you the attached detailed analysis of school building capacities, preferred enrollment ranges, and the accompanying power point. This presentation and the analysis were presented to all school Principals and DBRAC last week. We will be conducting this presentation at the board meeting, but wanted to provide you this information in advance because it is complex and highly detailed.

Please let us know if you have any questions.

This analysis compares classrooms needed for different school types (columns) to rooms in facilities (rows)			K-5 School						K-8 School				Middle	
		Sections	2		3		4		2		3		675 Ed Spec	
		Size	330-360		500-550		670-720		470-540		700-810			
		Poverty level	low	high	low	high	low	high	low	high	low	high	low	high
Facility	**Use**	**Classrooms▼ Needed▶**	**16**	**19**	**23**	**27**	**30**	**35**	**23**	**28**	**33**	**40**	**28**	**33**
BC @ Hollyrood	K	8												
Skyline	K-8	15												
Winterhaven	K-8	15												
Maplewood	K-5	16												
CJ/OG @ Chief Joseph	K-3	19												
Lewis	K-5	19												
Capitol Hill	K-5	19												
Rieke	K-5	19												
Stephenson	K-5	20												
Forest Park	K-5	21												
MLC	K-12	21												
Hayhurst	K-8	22												
Llewellyn	K-5	23												
Woodmere	K-5	23												
Bridger	K-8	23												
Creative Science School	K-8	23												
Abernethy	K-5	24												
Whitman	K-5	24												
Sitton	PK-5	24												
Atkinson	K-5	25												
Astor	K-8	25												
Duniway	K-5	25												
Marysville	K-8	25												
Rose City Park (ACCESS/BC)	1-8	26												
Gray	6-8	26												
Rigler	K-5	26												
Rosa Parks	K-5	26												
Bridlemile	K-5	26												
Markham	K-5	26												
Sunnyside	K-8	26												
Vestal	K-8	26												
James John	K-5	26												
BC @ Fernwood	2,4-8	26												
Grout	K-5	27												
Lee	K-8	27												
Creston	K-8	27												
Glencoe	K-5	27												
Chapman	K-5	28												
Ainsworth	K-5	28												
Peninsula	K-8	28												
Woodstock	K-5	29												
Arleta	K-8	29												
César Chávez	K-8	29												
Sellwood	6-8	30												
George	6-8	30												
Laurelhurst	K-8	30												
Scott	K-8	30												
Irvington	K-8	30												
Richmond	PK-5	30												
Mt. Tabor	6-8	31												
Vernon	K-8	31												
Faubion	PK-8	31												
Woodlawn	PK-8	31												
Sabin	K-8	31												
Buckman	K-5	32												
Beach	K-8	32												
Da Vinci	6-8	32												
CJ/OG @ Ockley Green	4-8	33												
Alameda	K-5	33												
Lent	K-8	33												
Beaumont	6-8	34												
Hosford	6-8	34												
Boise-Eliot/Humboldt	PK-8	36												
Kelly	PK-5	37												
King	PK-8	38												
Lane	6-8	39												
Harrison Park	K-8	39												
Roseway Heights	K-8	39												
West Sylvan	6-8	41												
Jackson	6-8	47												

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Holladay Annex	Admin.	**2**												
Foster	Future PK	**6**												
Clarendon	PK	**7**												
Rice	Admin.	**7**												
Edwards	Leased	**9**												
Wilcox	Admin.	**11**												
Holladay Center	Special Pro.	**11**												
Sacajawea	PK	**12**												
Youngson	Special Pro.	**12**												
East Sylvan		**13**												
Terwilliger	Leased	**14**												
Applegate	PK	**12**												
Meek Pro. Tech.	9-12	**16**	🟡											
Smith		**18**	🟢											
Kenton	Leased	**21**	🟢	🟢										
Humboldt	Special Pro.	**21**	🟢	🟢										
Tubman	Swingsite	**35**	🟢	🟢	🟢	🟢	🟢	🟡	🟢	🟢	🟢		🟢	🟢
Kellogg	Admin.	**37**	🟢	🟢	🟢	🟢	🟢	🟢	🟢	🟢	🟢		🟢	🟢

Key

🟢 Green = Sufficent Rooms

🟡 Yellow = Suffiencent Rooms; close, within 2

Current grade configuration and average number of sections.

Currently operates as a non-standard configuration

PORTLAND PUBLIC SCHOOLS

District-wide Enrollment Balancing:

CONTEXT, TIMELINE AND VALUES FRAMEWORK

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Purpose of Presentation

- Share enrollment balancing values framework recommendation, based on draft provided by the District-wide Boundary Review Advisory Committee
- Provide context and timeline for district-wide enrollment balancing
- Share findings to date regarding right-sized schools

Context

- Declines in enrollment and funding result in a decade of school closures and related changes
  - From 2003-2013:
    - 23 schools are closed or consolidated
    - 35 schools experience grade reconfiguration
    - 44 schools experience boundary change
  - Significant variability in how different actions were decided and implemented

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Context

- Recent years
  - Steady enrollment growth
  - Improved funding from multiple sources
  - Increased focus on equity: process & outcomes
  - Persistent evidence of differential program, especially at K-8 schools
  - Challenges/Frustration with piecemeal approach to enrollment changes

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Context

- Resolution 4718, Jefferson Enrollment Balancing (2013):

  "develop and recommend a process for a comprehensive review of the schools boundaries district-wide and policies related to student assignment and transfer to better align with the Racial Educational Equity Policy and promote strong capture rates and academic programs at every grade level"

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Milestones in District-wide Enrollment Balancing

- March 2013: SACET charged with recommending enrollment & transfer policy changes
- September 2014: PSU Center for Public Service delivers a strategy for district-wide boundary review process
- November 2014: Superintendent recommends policy changes based on SACET report; D-BRAC formed

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Milestones in District-wide Enrollment Balancing

- February 2015: Board of Directors approves transfer policy changes
- April-May 2015: Over 4,000 community members respond to PPS 2025 survey
- September 2015: Superintendent recommends District-wide Enrollment Balancing Values Framework, based on D-BRAC report

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PPS 2025 Survey Highlights

Who took the 2025 survey:

- Former parent – 8%
- Current parent – 68%
- Future parent – 3%
- Former student – 6%
- Current student – 4%
- Teacher/school staff – 14%
- Community Member – 26%
- Other – 3%

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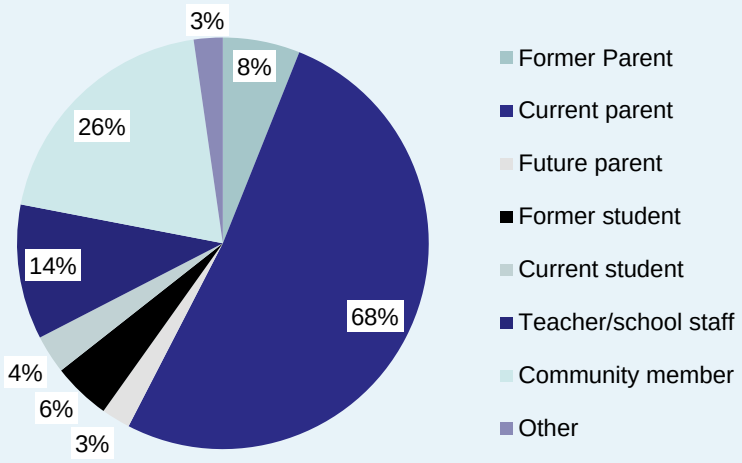
Survey Participants



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PPS 2025 Survey Highlights

When describing what contributes to a high quality neighborhood school, respondents tended to cite *small class size* and *variety of course options* as the top factors.

- When ranking a series of characteristics, respondents said that *small class size* was the most important to a high quality neighborhood school for kindergarten through 5th grade (39%) and 6th through 8th grade (37%).

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PPS 2025 Survey Highlights

Respondents were more agreeable to a typical 6th through 8th grade middle school experience than to that of a K-8 school, largely due to the belief that the former provides a wider variety of course offerings.

•71% agreement with the following statement: *It is important for middle grade students to have the opportunity to attend a 6th through 8th grade middle school that offers a wide variety of classes—including electives—even if that means more transitions between schools for students*.

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PPS 2025 Survey Highlights

- Preference for this statement was strong across racial/ethnic groups (71- 77%) with the slight exception of Hispanic/Latino (59%) respondents, though this group still showed large majority agreement.
- This statement also had majority agreement across students, parents, staff, and community members.

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PPS 2025 Survey Highlights

Respondents were more likely to agree that boundaries should change as infrequently as possible as they were to agree that boundaries should be changed regularly, though there were differences across demographic groups.

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PPS 2025 Survey Highlights

- 55% agreement with the following statement: *Boundaries should change as infrequently as possible so families can more easily predict where their children will go to school, even if it means that some schools are overcrowded and some schools do not have enough students to provide a complete program*.
- Agreement was particularly high among respondents in the Lincoln (72%) and Grant (60%) clusters and current PPS students (69%) and parents (59%).
- This concern about frequency would be reiterated at other points in the survey.

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PPS 2025 Survey Highlights

- Compared to 35% agreement with the following statement: *Portland Public Schools should regularly change school boundaries in order to respond to population growth and school building size, even if students may be affected by change more than once*.
- Agreement with this statement was particularly high among Hispanic/Latino (51%) and African American (42%) respondents, those associated with a Title 1 school (47%), and those in the Roosevelt (50%) and Jefferson (42%) clusters.

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PPS 2025 Survey Highlights

No matter the specifics, boundary changes generated concern among respondents.

•Almost nine in ten (85%) said that they were concerned that *boundary changes might require some communities or families to change schools more often than others,* more so than any of the other concerns presented.

•Notably, respondents were significantly less concerned about the potential changes to property values resulting from boundary changes when compared to students' experiences resulting from boundary changes.

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PPS 2025 Survey Highlights

- **55% agreed that boundary or configuration changes should happen quickly, while 45% said they should be phased in over time.**

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Values Framework Highlights

- In support of D-BRAC recommendation, title revised from “District-wide Boundary Review Values and Policy Framework” to “District-wide Enrollment Balancing Values and Policy Framework”

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Values Framework Highlights

- Guiding Values
  - **Equity** in process and outcomes
  - **Access** to equitable and effective programs
  - Facilities that provide appropriate **environment** for effective programs

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Values Framework Highlights

- Desired Outcomes
  - Strong and stable enrollment in all schools
  - Clear, responsive and transparent process
  - Evidence that the Racial Equity Lens has been incorporated into enrollment balancing process

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Values Framework Highlights

- Should apply values framework to all levers for enrollment balancing :
  - Transfer adjustments
  - Building capacity changes
  - Special program relocation or re-sizing
  - Grade reconfigurations
  - Boundary change
  - Opening or closing schools

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Values Framework Highlights

- Additional guidance
  - Pace of change for near-term decisions
  - Implementation resources
  - Technical components
  - Community input
  - Long-term process
  - Alternative enrollment methods for neighborhood schools

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Values Framework Highlights

- No PPS policy changes recommended at this time
  - Long-term: Establish policies for other enrollment balancing levers
- Suggestions to improve administrative directive 4.10.049-AD

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Next Steps

- Superintendent will bring forward a resolution at October 5th meeting for the Board to affirm the Enrollment Balancing Values Framework
- Will direct Superintendent to explore all levers for enrollment balancing- in particular, grade reconfiguration- not just boundary changes

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Next Steps

- Staff will present multiple scenarios for enrollment changes to D-BRAC in early October looking at all levers
  - Currently developing scenario building blocks:
    - Preferred enrollment ranges
    - Grade configuration “best-fit” by school
    - Plans for special programs, including Early Learners, Dual Language, Focus Options, Multiple Pathways, Special Education and ESL

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Enrollment balancing scenarios

- A scenario is a specific set changes designed to improve current conditions and prepare for future growth
- Each scenario will propose different changes to school boundaries, grade reconfigurations, and special program locations
- Each scenario package will include
  - Brief written description
  - Map showing proposed changes
  - Analysis of changes based on values framework and policy factors

Factors for evaluating scenarios

- Values framework priority: right-sized schools delivering equitable programs
- Additional, non-prioritized policy factors:
  - Feeder pattern continuity
  - Compact boundaries
  - Student body diversity
  - Number of students impacted by change

Next Steps (dates tentative)

- Community input in October-November
  - Two or more meetings in every quadrant of the district
    - Developed and facilitate with community partners
- Use of social media and other technology to continually inform and update community
- Collaborate with D-BRAC to assess and improve scenarios

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Next Steps (dates tentative)

- Early December: D-BRAC recommends 1-2 revised plans to Superintendent
- Early January: Superintendent recommends a single plan to the PPS Board of Directors
  - Includes implementation phasing and timeline, additional resource needs

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Next Steps (dates tentative)

- By mid-February: Board hears additional testimony, votes on enrollment balancing plan
- Implementation begins immediately following Board vote
- Some changes may begin in 2016-17, others may be phased in

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QUESTIONS?

DISCUSSION REGARDING VALUES FRAMEWORK

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Preliminary Analysis

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Building blocks for scenarios

- Three part analysis
- ★ – Preferred enrollment ranges
  - "How many students/sections per grade level does a school need to generate full core program FTE without using equity or non-formula allocations?"
- ★ – Updated classroom counts
  - "Which buildings have enough classroom spaces for the preferred enrollment ranges?"
- – Special program classroom needs
  - "How many classrooms do special programs need and which buildings have space to house them?"

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What you are about to see

- Technical analysis
  - – Preferred enrollment for your school
  - – Capacity of your building
- This is not a list of schools that are about to change or a statement about the quality of any school in the district.

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Preliminary

SUMMARY OF FINDINGS SO FAR

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Findings so far

- K-8s that support 3 sections per grade level are preferred because:
  - Right-sized to deliver the core program to all students without use of equity allocation or non-formula subsidies
  - Also mitigates risks associated with enrollment fluctuations that routinely occur at individual grade levels

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Findings so far

- K-8s that support 2 sections per grade level can work
  - However, may be less likely to absorb enrollment fluctuations across grades
  - More likely to need to support the core program by:
    - tap into other funding sources
    - raising class sizes
    - receiving subsidies

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Findings so far

- Similar to K-8s, larger K-5s (3-4 sections per grade) can more sustainably absorb enrollment fluctuations across grades
- However, 2 section K-5s can also work

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Findings so far

- Many PPS facilities do not support preferred enrollment sizes
- This is especially true for:
  - 3 section K-8s
  - 4 section K-5s

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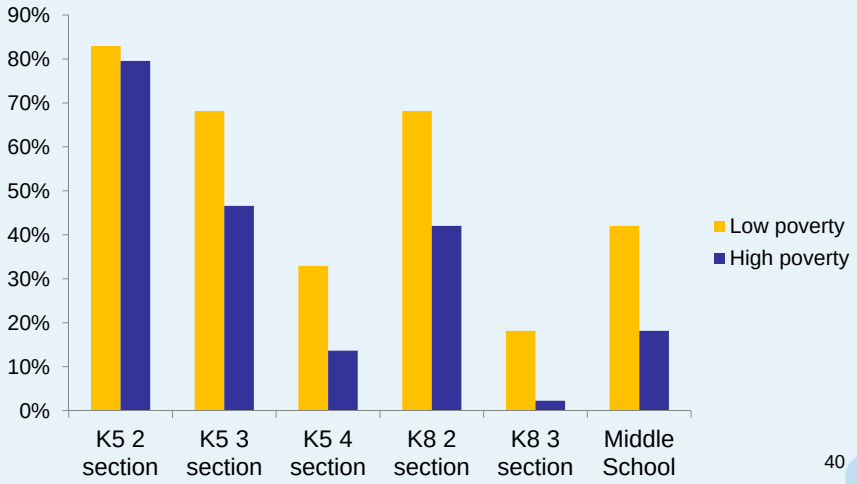
Findings so far - DRAFT

Percentage of buildings that could house preferred enrollment ranges at various configurations



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PORTLAND PUBLIC SCHOOLS

How were enrollment ranges determined?

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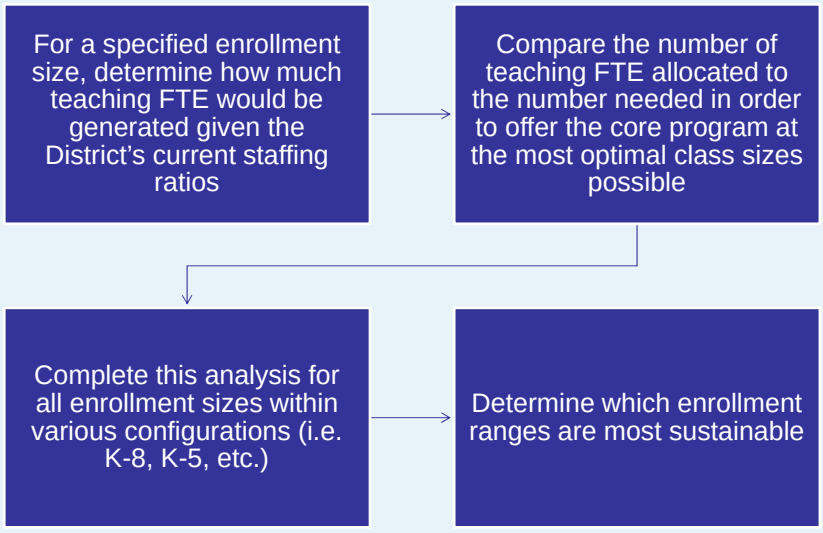
3 Part Analyses

Preferred Enrollment Ranges	1. Which enrollment ranges can provide core program for K-5s, K-8s and Middle Schools?
Preferred Enrollment Ranges vs. Facility Infrastructure	2. Which buildings have enough classroom spaces for the preferred enrollment ranges? 3. How many classrooms do special programs need and which buildings have space to house them?

Methodology (K-5s and K-8s)



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Critical assumption regarding preferred enrollment ranges

Within a preferred enrollment range, the following occurs:

- The currently defined core program can be offered to every student
- The core program can be offered at class sizes at 30 students or less
- The core program is offered in a way that allows teachers adequate planning time (as defined by meeting all contractual obligations with our teachers contract)

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Critical assumption regarding preferred enrollment ranges

- In this analysis, equity remains central by assuming that ALL schools offer the core program without using “equity allocation” or “focus and priority school/non-formula” resources.
- Purpose of the equity allocation is to provide additional support to schools who need it, not to provide the core program
- Analysis does not show class size impact from other funding sources (SPED, ESL, Foundation, Title-I or other Grants). In actuality, class sizes will likely be lower than what is shown.

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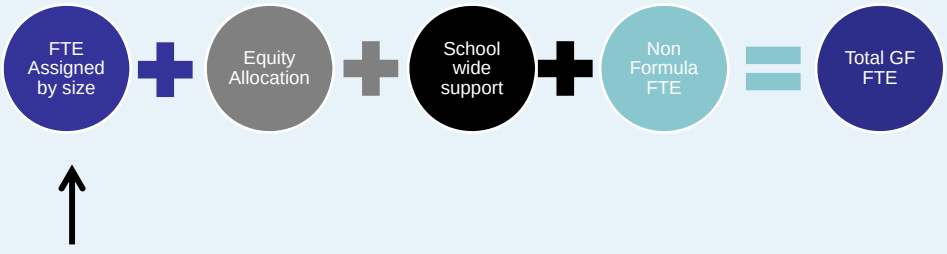
Existing Staffing Formula



Purpose of analysis was to identify enrollment ranges using this resource

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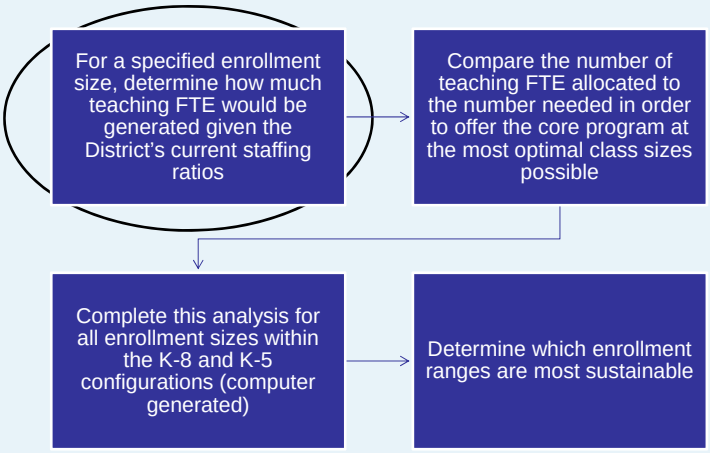
Working through an example

- Is a K-8 school at 500 students sustainable?



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K-8 School at 500 Students

- Based on our existing K-8 staffing ratios, this school would receive 22.25 teaching FTE.

Notes:

- *This does not include FTE this school may receive from the equity allocation, grants, Title I or foundations.*
- *Middle school and K-5 schools of the same size have different staffing ratios and would receive less teaching FTE as a result*

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K-8 School at 500

For a specified enrollment size, determine how much teaching FTE would be generated given the District's current existing staffing ratios

→ Compare the number of teaching FTE allocated to the number needed in order to offer the core program at the most optimal class sizes possible

↓

Complete this analysis for all enrollment sizes within the K-8 and K-5 configurations (computer generated)

→ Determine which enrollment ranges are most sustainable

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K-8 School at 500

	K	1	2	3	4	5	6	7	8
Enrollment	62	55	55	50	60	57	55	54	52
Sections	3	2	2	2	2	2	2	2	2
Class Size*	21	28	28	25	30	29	28	27	28
Core subject teachers	3	2	2	2	2	2	2	2	2
Core enrichments/ Planning time Teacher	1.3 FTE *(0.1x13 FTE)*						1.2 FTE *(0.2*6 FTE)*		

TOTAL TEACHING FTE REQUIRED = 21.5

Class size for middle grades calculated differently than for K-5 grades. For middle grades, teachers get one planning period per day, so they teach 5 out of 6 periods. However, students must be taught for 6 periods.

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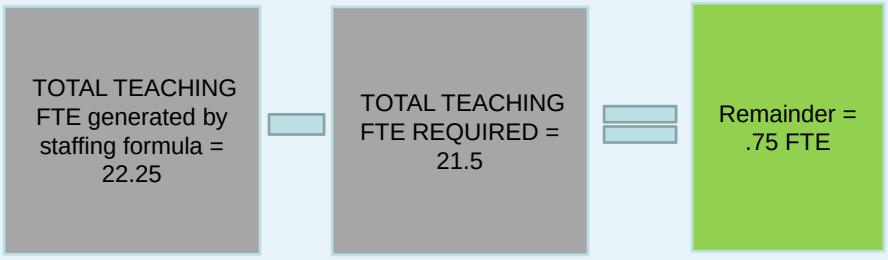
Is this school sustainable?



YES

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Analysis

- What if we removed 5 students per grade level at this school, so total enrollment was not 500 students but 455 students?
- Would it still be sustainable?

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K-8 School at 455

	K	1	2	3	4	5	6	7	8
Enrollment	57	50	50	45	55	52	50	49	47
Sections	3	2	2	2	2	2	2	2	2
Class Size*	19	25	25	22.5	27.5	26	25	25	26
Core subject teachers	3	2	2	2	2	2	2	2	2
Core enrichments/ Planning time Teacher	1.3 FTE *(0.1x13 FTE)*						1.2 FTE *(0.2*6 FTE)*		

TOTAL TEACHING FTE REQUIRED = 21.5

Class size for middle grades calculated differently than for K-5 grades. For middle grades, teachers get one planning period per day, so they teach 5 out of 6 periods. However, students must be taught for 6 periods.

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Is this K-8 (455 enrollment) school sustainable?

TOTAL TEACHING FTE generated by staffing formula = 20.58

−

TOTAL TEACHING FTE REQUIRED = 21.5

=

Remainder = -0.92 FTE

NO

School either 1) receives subsidy FTE , 2) uses equity allocation, grant funding or foundation funding to fill in the gap 3) relies on other creative scheduling strategies, such as blending grades.

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Next step

For a specified enrollment size, determine how much teaching FTE would be generated given the District's current existing staffing ratios

→

Compare the number of teaching FTE allocated to the number needed in order to offer the core program at the most optimal class sizes possible

↓

Complete this analysis for all enrollment sizes within the K-8 and K-5 configurations (computer generated)

→

Determine which enrollment ranges are most sustainable

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Analysis

- Repeat this analysis for all enrollment ranges
- Determined that certain enrollment ranges are not as able to offer core program without either receiving subsidy or increasing some classes to above 30
- We did find that certain enrollment ranges are more likely to provide core program at smaller class sizes

Findings so far

- K-8s that support 3 sections per grade level are preferred because:
  - Right-sized to deliver the core program to all students without use of equity allocation or non-formula subsidies
  - Also mitigates risks associated with enrollment fluctuations that routinely occur at individual grade levels

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Findings so far

- K-8s that support 2 sections per grade level can work
  - However, may be less likely to absorb enrollment fluctuations across grades
  - More likely to need to support the core program by:
    - tap into other funding sources
    - raising class sizes
    - receiving subsidies

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Findings so far

- Similar to K-8s, larger K-5s (3-4 sections per grade) can more sustainably absorb enrollment fluctuations across grades
- However, 2 section K-5s can also work

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Middle schools

- Assume that middle schools have 2-4 feeder K-5 schools
- Enrollment fluctuates based upon feeder school population
- Relied on educational specification
  - 675 students

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Preferred enrollment ranges vs. facility infrastructure

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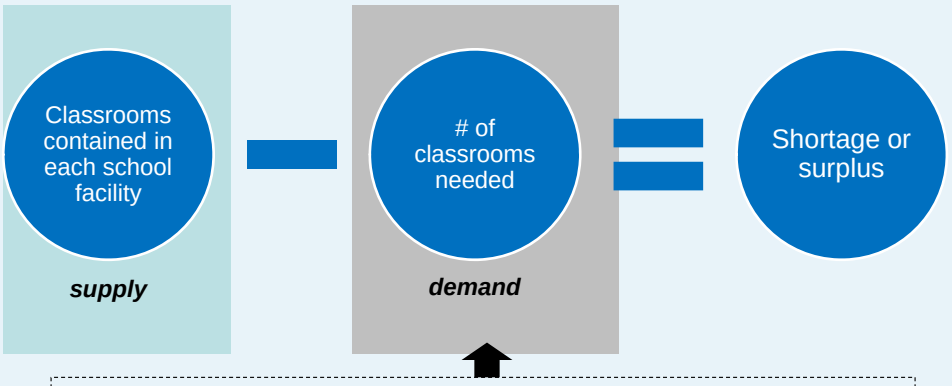
3 Part Analyses

Preferred Enrollment Ranges	1. Which enrollment ranges can provide core program for K-5s, K-8s and Middle Schools?
Preferred Enrollment Ranges vs. Facility Infrastructure	2. Which buildings have enough classroom spaces for the preferred enrollment ranges? 3. How many classrooms do special programs need and which buildings have space to house them?

Modeling Basics



- # of teaching staff allocated by staffing ratio
- # of teachers generated by equity allocation in staffing ratio
- # of estimated teachers needed for Special Education and ESL

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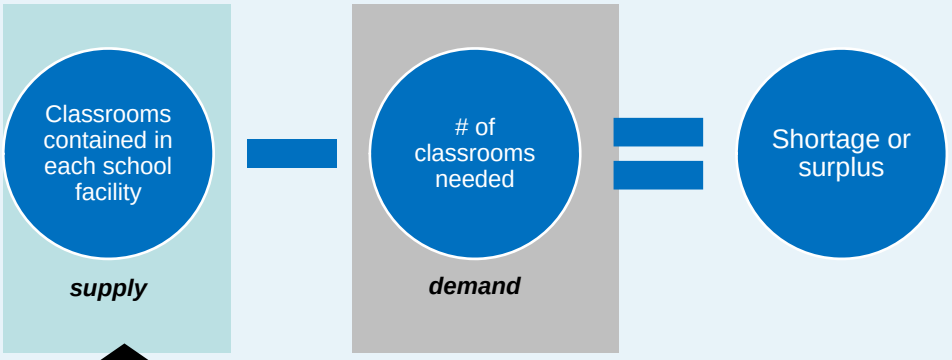
Modeling Basics



- Considered a classroom if room is over 500 square feet and it was clearly built as a classroom
- Counts reflect how a classroom *could be* used, not actual use this year

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Classroom count assumptions

- Each 1.0 teacher needs a full classroom
  - Includes art & music but not P.E.
  - Special Education learning centers and ESL classrooms allocated based on school configuration and poverty level
- Positions such as counselors, school psychologists, instructional specialists are assumed to be housed in offices, not classrooms

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Scenario – does this building have enough classrooms?

	School Type	% Poverty (DC)	Classrooms in school building	Enroll-ment	Sections per grade	Estimated rooms needed	Diff
School Building A	K-5	0% (low)	24	350	2	16	+8
School Building A	K-8	40% (high)	24	500	2	28	-4

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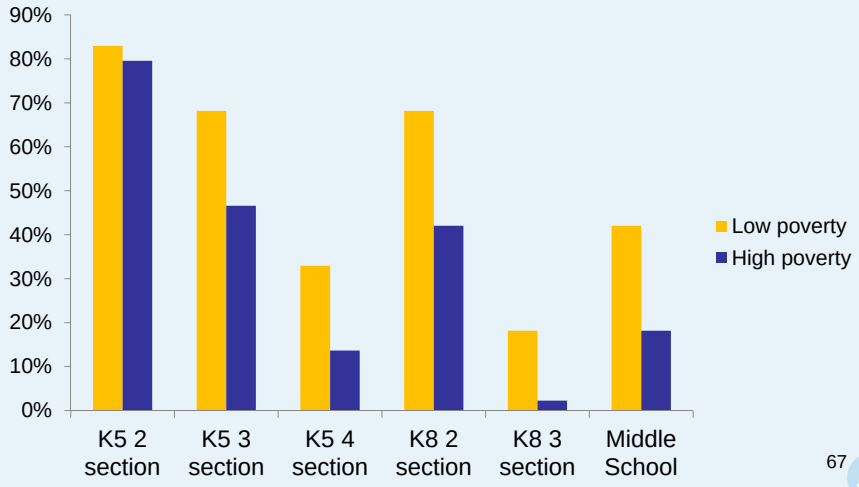
Findings so far

Percentage of buildings that could house preferred enrollment ranges at various configurations



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Reviewing the Report

Preferred enrollment ranges for given configuration

Possible or theoretical configuration

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Facility	Use	Classrooms ▼ Needed ▶	16	19	23	27	30	35	23	28	33	40	28	33
Glencoe	K-5	27	●	●	●	●			●					

Facility name

Facility's current configuration

# of classrooms in facility

High or low level of poverty

# of sections within that theoretical configuration

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Reviewing the Report

According to this analysis, does Glencoe's facility support a 2 section K-5 configuration?

This analysis compares classrooms needed for different school types (columns) to rooms in facilities (rows)			K-5 School						K-8 School				Middle	
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		Poverty level	low	high	low	high	low	high	low	high	low	high	low	high
Facility	Use	Classrooms▼ Needed▶	16	19	23	27	30	35	23	28	33	40	28	33
Glencoe	K-5	27	●	●	●	●			●					

- **Glencoe has 27 classrooms**

- **A 2 section K5 requires between 16-19 classrooms depending on poverty level of school**
- **Therefore, Glencoe is configured in a way to house K-5 schools**
- **The green circle indicates that Glencoe can house K-5 schools**

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Website

- Here's the website to go to for updated information - http://www.pps.k12.or.us/departments/enrollment-transfer/9522.htm

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