

TO: Superintendent Carole Smith

FROM: DBRAC

RE: 2017 Enrollment Balancing in the Jefferson, Madison, Grant Cluster

DATE 6/16/16

Executive Summary:

This memorandum serves as our status update to you on progress toward recommending school boundaries and feeder patterns associated with Ockley Green, Tubman, Beaumont and Roseway Heights middle schools.

This spring, DBRAC prioritized hearing from the community, with special attention paid to creating appropriate listening environments that allow historically underserved families and students to be heard. Priorities gleaned from these feedback sessions became major drivers for our work this spring.

DBRAC held seven community workshops and met five times as a committee, including a day-long Saturday working session.

DBRAC received a “starting point” scenario to assess this spring. During committee deliberations, however, we recognized two primary questions that needed to be resolved in order to right-size schools and increase program access: Define appropriate enrollment size of K-5 schools and structure of dual language immersion programs. Additionally, we recognize that we need further guidance from staff regarding plans for ACCESS Academy, and the siting of Special Education Classrooms to ensure that both neighborhood schools have strong enrollment and these programs are positively impacted by this process.

DBRAC has developed a set of follow-up requests for staff that are embedded in our guidance below, and attached in the appendix that we believe will enable the committee to forward recommendations regarding boundary changes, program locations, and feeder patterns to the Superintendent in December 2016.

Superintendent's Charge:

Phase 2.1 of the Enrollment Balancing Process focused DBRAC on the N/NE section of Portland. On April 26, 2016, Superintendent delivered the following directions to the committee:

- Using the guidelines provided in March 2016 as the starting point for a detailed scenario, assess the scenario based on the enrollment balancing values framework.
- Work with staff and community members to develop a detailed enrollment balancing scenario for 2017 implementation.
- Provide an initial report to the Superintendent in June 2016, and a final report in November 2016.

Historical Context

This phase of the boundary review process focuses on communities in North and Northeast Portland, including feeder schools, program locations and boundary lines related to Ockley Green, Tubman, Beaumont and Roseway Heights middle schools. These communities have experienced decades worth of program and system change in many schools.

This area of the city has a rich and diverse, complex history. It is home to a historically strong African American community and tradition, strong Latino and Asian communities, and an emerging immigrant community. However, the area has been significantly impacted by housing segregation, school closure and re-configuration, and gentrification. Given this complexity, DBRAC recognizes that the committee needs to be candid, collaborative, and constructive, thoughtful, methodical, and transparent about our work going forward. We will strive to demonstrate ultimately how our work both sustains and improves access to programs and services for all students.

DBRAC acknowledges up front a fundamental tension in communities: calling for rapid change to bring enrollment relief and increased program access to underserved communities and creating more change in areas that have experienced significant change and are trying to heal from past changes. While we do not have an answer to this apparent paradox, DBRAC recognizes this tension and that the committee must apply the Racial Equity Lens thoughtfully and thoroughly as we engage in our work in Fall 2016.

DBRAC understands that the current enrollment balancing process has the opportunity to rebuild trust with communities that lived through past changes and implementation, which led to program inequities in multiple communities. It is the

committee's responsibility to fully grasp the impact any change may have on a community, and pay close attention to causing some communities to experience more impacts than others, particularly if these communities have previously experienced multiple changes or impacts.

Community Listening

DBRAC held seven listening session over two weeks in May, 2016. The starting point for gathering feedback was based upon the recommendations you provided to the PPS School Board in March, 2016.

Two of these sessions were organized by PPS and held at Jefferson and Madison high schools. These meetings were open to the public, and were structured as working sessions where participants organized into small groups to discuss issues focused on specific middle school feeder patterns. The remaining five listening sessions were organized by culturally specific organizations in coordination with PPS and DBRAC members were invited to attend. These sessions were held at the organization's headquarters in the language of participants (where appropriate), except the Latino Network which was held at Madison High School.

A brief summary of common themes heard at meeting is attached to this memo. Detailed input received at each meeting can be found on the DBRAC page at pps.net.

Community Feedback Identifies Systemic Issues

In direct response to community listening, DBRAC elevated its focus from street level boundary decisions to analyzing the impact of the shift to K5/middle school would have systemic inequities in the PPS system. Two issues that emerged were:

- The impact of opening middle school on K5 school size and consequently on programmatic offerings at K5 schools across N/NE, and
- The impact of co-located immersion schools and the resulting single strand neighborhood schools.

Staff Analysis Identifies Options for and Constraints to Systemic Issues

DBRAC directed staff to model options for increasing the number of K-5s with enrollment sufficient to fill three strands¹ per grade level and to create either balanced co-located immersion programs with at least two strands of neighborhood (English only) programs, or creating stand alone immersion and stand alone neighborhood schools.

¹ Meaning three classrooms with approximately 25 students

A complete summary of staff analysis is included in the appendix.

Guidance

In response to by community feedback, staff analysis, and committee discussion, DBRAC has developed the following preliminary findings, and follow-up information requests for response next fall.

The Committee recognizes that the possible configurations described below are, at this point, the outcome of discussion and have NOT been subject to rigorous data analysis or further community dialog which will be undertaken as part of the continued DBRAC process in Fall 2016. The following findings and guidance represents a preliminary attempt to synthesize community feedback and staff guidance to create possible configurations that improve district-wide equity in educational opportunity. It also provides direction for staff regarding information need to make formal recommendations to the Superintendent in December 2016.

1: Prioritize 3-strand configurations at K-5 schools serving higher concentrations of historically underserved students

Schools that offer 3-strands at each grade level have more flexibility to withstand enrollment and budgetary fluctuations than schools that offer 2-strands at each grade level. While staff analysis shows that the difference between 2-strand and 3-strand programs is not as acute at K-5 schools as at K-8 schools, input from educators on the DBRAC committee regarding the non-programmatic difficulties of smaller K5's such as scheduling conflicts, lack of flexibility, the difficulty of having blended grades if student numbers are between 2-3 strands,

While DBRAC concludes that three-strand campuses are preferred for K-5 configurations, PPS enrollment forecasts suggest that there are not enough students to house 3-strand K-5s across the system, and not all building can accommodate 3 strands due to building size constraints. DBRAC proposed the configuration above in order to prioritize additional programs and support services for the district's most vulnerable students and to provide stronger, more flexible and sustainable programs to high poverty and historically underserved student populations.

2: Develop stand-alone or balanced co-located sites for Dual Language Immersion to resolve issues that exist at imbalanced neighborhood/immersion schools

Almost all Dual Language Immersion (DLI) programs in PPS share a building with a neighborhood school. DBRAC has learned that many co-located programs have two

strands of immersion programs, and one strand of neighborhood program which have, according to staff, "created inequities between the two programs that are not easy to mitigate." Additionally, "Single strand neighborhood programs are required to accept all neighborhood students making their enrollment unstable. Students are locked in to the same cohort and sometimes have higher needs than the immersion strands."

Staff analysis shows that there are few simple solutions to this issue, as most K-5 buildings are not large enough to hold equally sized co-located programs of at least two-strands per grade level. Furthermore, larger buildings are not always close to concentrations of students who speak a partner DLI language at home. However, DBRAC sees strong potential to increase equitable program access for all students through major reconfiguration of DLI programs.

Of the options DBRAC reviewed during a day-long work session June 4, DBRAC is seeking further modeling of the following:

A. *Relocation of Vietnamese Immersion:*

Based on information provided by the DLI department regarding the prioritization of locating programs close to concentrations of native speakers, as well as community feedback from the APANO community workshop that any school with proximity to the 82nd street corridor provides an acceptable permanent location for the program, DBRAC considers that the three sites below may each constitute an appropriate location for the Vietnamese Program.

Vestal, the initial proposal for location of the Vietnamese immersion program is not proposed due to its small building size (26 classrooms) and limited land on which to place portables. These physical constraints prevent the building from being a co-located four strand school, and the Vietnamese Immersion program, which currently serves grades K-1, is not yet large enough to support being located in a stand-alone location and provide robust programming for enrolled students..

- *Relocate the program to Lee K-5.* Benefits include proximity to concentration of Vietnamese-speaking students, feeder pattern to Madison HS and ability to implement beginning in 2017. Risks include lack of space for long-term program growth, so the possibility of needing 1-2 modulars in future years, and extra travel distance for Vietnamese speakers who live in SE Portland.
- *Relocate the program to Harrison Park.* Benefits include the even travel distance for most Vietnamese-speaking students and the preferred feeder pattern to Madison HS. Risks include the lack of space at Harrison Park and, thus, the need for further boundary and grade reconfiguration, as well as the timing gap that would be created because Roseway Heights will convert to a

middle school in 2017 but Harrison Park would not have space for the DLI program until at least 2018.

- Relocate the program to Lent. This option arose from committee members' understanding that the Lent area has the highest concentration of native Vietnamese speakers in PPS. However, a Spanish Immersion program already exists at Lent so this option would require movement of a total of three DLI programs: Vietnamese DLI to Lent, Spanish DLI from Lent to Kelly and Kelly Russian DLI to a location likely in a different district as most Russian DLI students do not live within the PPS boundary.

B. *Reconfiguration of Spanish Immersion programs currently co-located at Rigler, Scott and Beach Schools*

Based on proximity to the native Spanish speaking community and community feedback regarding the difficulty of co-located programs, DBRAC discussed the potential of converting Spanish DLI and neighborhood programs at Rigler, Scott and Beach to a combination of all immersion/all neighborhood schools, or, where building size permitted, a four strand program with two strands of immersion and two strands of English-only.

Areas for further analysis and impact include the following :

A. *Conversions for Rigler and Scott:*

- Both Rigler and Scott convert to stand-alone Spanish Immersion schools with neighborhood students shifting to surrounding schools.
 - It appears there is enough interest and native Spanish-language speakers to support two immersion programs at these schools, and the change could help create right sized neighborhood schools in other locations. However, students from these neighborhood who do not enroll in DLI will be sent to schools that may be further from their homes.
- Staff's initial analysis showed that other configurations would not produced balanced results. However, the committee remains interested in solutions that would allow as many neighborhood students as possible to attend closer schools and to access Spanish DLI.

B. *Conversion of Spanish DLI at Beach*

- There are enough classrooms at Beach to be a balanced co-located school. However, to accomplish this objective, the Beach boundary would have to

- grow, thereby making other nearby neighborhood schools smaller, and moving further from the goal of three strand K5 schools.
- The committee also considered Beach converting to an all neighborhood program with the Spanish Immersion program moving to Chief Joseph, which is the smallest K-5 building in the region. Moving the program to Chief Joseph may help alleviate under-enrollment at surrounding schools. However, moving the program would substantially impact a community that has experienced significant change over many years, including the recent Board changes to convert Chief Joseph and Beach K-8's to K-5's for Fall 2016.

The group discussed that we did not have sufficient information to give strong guidance regarding configuration, but rather that DBRAC would like staff to analyze.

Furthermore DBRAC recognizes that we are operating in an area where communities have undergone a disproportionate amount of change in their school community, therefore these discussions are preliminary and will require additional conversations with community in addition to analysis mentioned above.

DBRAC Request for Follow-up Analysis regarding Preliminary Guidance 1 & 2
DBRAC requests that staff analyze the impact of:

- A. The ability to site three-strand neighborhood programs, prioritizing high poverty and historically underserved communities.
- B. The reconfiguration of DLI programs as described above
Response can come in the form of written reports or detailed scenarios, including maps and data charts.
- C. Conversion implications for both immersion and non-immersion students
- D. Potential unintended consequences of various configurations of buildings and programs
- E. Building Size analysis: Clarify assumptions for building size analysis for K5 sites to help the committee better understand where three strand programs can be sited in a manner consistent with DBRAC values statement of Environment
- F. Describe program differences, include staffing threshold, for two section & three section K5 schools.

3. *Address Additional Program Placement Issues*

A. *Configuration and Location ACCESS*

ACCESS Academy is a program for PPS students who score in the top 1 percentile of nationally normed assessments and whose academic and social/emotional needs cannot be met in neighborhood schools as determined by their neighborhood school teachers and counselor/principal. The program currently serves 360 students in grades 1-8 and has a waiting list of 170+ qualified students. Discussion of the configuration of ACCESS Academy is underway in both the District's Education Options Committee and the School Board's Teaching and Learning Committee.

The program is currently located at Rose City Park School which is proposed to be opened as a neighborhood K-5 in September 2017 and assuming that this scenario occurs, a new, and hopefully permanent site for the program needs to be found as part of this segment of the Boundary Review Process.

While ACCESS is shown in the Superintendent's current recommendations as moving to Humboldt, a request has come from ACCESS community to remain at Rose City Park to allow more students to enroll in the program. Clarity around the program size and location options is needed before DBRAC can proceed with evaluating enrollment balancing scenarios.

DBRAC Request for Follow-up Analysis regarding ACCESS Academy

In order to evaluate potential sites for ACCESS Academy, DBRAC requests that the District provide the Committee with a report that includes the following:

- Recommendation for configuration of the ACCESS program;
- Based on that configuration, an assessment of what buildings in the PPS portfolio can appropriately house ACCESS.

B. *Students Receiving Special Education Services*

DBRAC recognizes that special education students are among the most vulnerable students in the district, many of whom are placed in schools outside of their neighborhood in order to receive specialized services. Understanding that the Special Education department may have educational reasons to move self-contained special education classrooms, DBRAC wishes to avoid the unintended consequence of causing self-contained special education classrooms to be moved as a result of the enrollment balancing scenario. DBRAC would like to better understand any planned moves for SPED classrooms and ensure that these plans, as currently conceived are incorporated into the DBRAC process.

DBRAC Request for Follow-up Analysis regarding Special Education Placement

DBRAC requests information for PPS Special Education staff to better understand the process and rationale for locating programs for students receiving Special Education Services.

4. *Communication*

A. *Communication with Community*

1. *Continuing the Dialog by leveraging existing points of communication*

- Throughout the fall, Committee members should plan to be present at events happening within school communities, so this process is not just dropped on them.
- District should leverage established opportunities for communications with families, including back to school events, parent teacher conference days, etc.

2. *Broaden the Message*

- *DBRAC members suggest that communication of scenarios be broadened. In addition to maps, communication should focus on:*
 - *Programmatic improvements that result from grade configuration and boundary change*
 - *Articulation of program coherence throughout the K12 experience, including Immersion, IB, STEAM and Elective options (band, dance, etc.)*
 - *The importance of program continuity and its impact on successful high school completion.*
 - *Availability of safe routes to schools*
 - *Provision of transportation if needed, etc.*

Next steps/Goal for fall:

1. Summer 2016: Analysis of Implications as outlined previously

Analysis should include, at a minimum,

- Middle School and High School feeder patterns
- Analysis of Key Performance Indicators
- Disaggregated enrollment data by income and race
- Financial impact of any location where portables may be required now or in the next 5 years.
- Impact on Special Education Classrooms
- For any non-neighborhood program, the neighborhood school from which the students have transferred.

2. September 2016: Re-establish a complete committee.

Complete membership, including multiple parents, students, educators and community members, as well as District staff should be in place by September 30 to ensure that the group can begin its work as a cohesive committee in October.

Since DBRAC's work has lasted several years to date, and will continue for several more years as the committee finishes its work on the Eastside, continued commitment of current volunteers should not be assumed. This is not a reflection of members' passion for a more equitable PPS environment, but rather an acknowledgement that personal and professional commitments of volunteer committee members evolve over time.

3. Early October 2016: Reconvene the Committee; re-engage the community

A. DBRAC recommends that the committee reconvene in early October, beginning with an orientation for new members and as a committee of the whole towards the middle of the month.

We recognize that this is earlier than initially proposed, however, given that DBRAC chose to focus on systemic issues elucidated by district analysis and voiced by the community, much work remains to be done before a final recommendation to the Superintendent can be developed in the Fall. Furthermore, the committee has learned that convening every other week vs. every week not only helps committee members with balancing DBRAC with other commitments,, but also allows staff sufficient time to address concerns and questions raised by DBRAC.

B. Analysis and information requested above should be completed and made available to DBRAC by October 1 so that the full committee can begin work based on the requests outlined above.

C. Leverage existing events such as parent- teacher conferences to communicate enrollment balancing information

4. Mid-October- November 2016:DBRAC Process of developing recommendation

Iterative process of analysis and community feedback for enrollment balancing scenarios that address the systemic issues identified above.

5. December: DBRAC makes recommendations to the Superintendent

Recommendations delivered to the Superintendent for consideration.

APPENDIX 1.

1. Community Workshops: What DBRAC Heard

Workshop location	Boundary review feedback (ie, boundaries, program locations, school configurations)	Additional feedback
Jefferson and Madison General Sessions	<ul style="list-style-type: none"> -Concern about program loss at small K-5 schools (ie, Irvington, Peninsula) -Concern that there will be more concentrations of poverty in small K-5s than in larger schools (ie, Lee, Scott, Vestal vs. Rose City Park) -Schools with co-located neighborhood and immersion programs do not offer balanced class sizes and programs to all students (ie, Scott, Beach) -Split HS feeder pattern could work for Rose City Park students -Belief that Beverly Cleary and Laurelhurst are allowed to remain K-8 schools because of their affluence and influence -Avoid separating small groups of students from their current cohorts -Keep ACCESS at Rose City Park -Avoid student having to cross 57th Ave. and Sandy Blvd -Use MLK, Peninsula Park and Lombard as natural boundaries for nearby K-5s 	<p>Middle School Vision:</p> <ul style="list-style-type: none"> -Make equity and inclusion the core principles of Tubman MS. -Bring a school-within-a-school approach (ie, Mt. Tabor’s former model) so all students are known -Offer music, arts, dance, band, choir, languages—important for middle schools and needed to build strong HS programs -Ensure bilingual staff on site to support students -Coordinate bell schedules with feeder schools to help families with children at multiple campuses. <p>Other Topics:</p> <ul style="list-style-type: none"> -Open a new middle school on the Whitaker site -Instead of separate school foundations have a central district-wide foundation

<p>Latino Network</p>	<ul style="list-style-type: none"> -Bringing youth from Vernon into Beaumont: would put population in 2020 at 104% -History of families having to transition to Vernon and back -Strong support for Spanish immersion -Wanted their kids to walk on main streets; don't want their kids to have to walk through unpopulated areas without sidewalks. Want their children to be in sight of other adults and lots of people -Neighborhood and Spanish Immersion programs felt like separate schools and separate programs 	<ul style="list-style-type: none"> -Want all aspects of program to be supported
<p>SuperSac</p>		<ul style="list-style-type: none"> -Described their personal experiences with transitions and the importance of resilience -examples: a number have already shifted schools between grades -If you're recently successful academically, future success and transitions are made easier
<p>SEI</p>	<ul style="list-style-type: none"> -Commitment to special programs like IB need to be long term -Include immersion in all middle schools -Damage control: acknowledge history of bad transitions and pledge to make better transition and also lay out HOW transitions will be made 	<p>Middle School Vision:</p> <ul style="list-style-type: none"> -Need a strong, safe place for African American students. Importance of African American students seeing themselves represented in the schools through the leaders and educators around them. -We want 100% of kids to be ready for high school -Importance of equity in funding, special programs

		<p>Other Topics:</p> <ul style="list-style-type: none"> -Displaced students need to be able to be assured of right of return to neighborhood schools
<p>Vernon Families for Black Students</p>	<ul style="list-style-type: none"> -Desire for a strong IB articulation; Question about location of MYP (grade 6-10) -Would love to have Jefferson be the neighborhood school, rather than the split feeder (Jefferson or Madison). Jefferson is the historic neighborhood school: should be able to go there and expect a rigorous program -Strong theme: Staying together as a cohort, including transfer students. If we do convert Vernon to K-5, then we need to include students who transfer into Vernon: if one community gets a particular standard, then all other schools should have the same. -Question raised about making King a Middle School, rather than Tubman -Families feel tension at having to choose between known and unknown/ undeveloped. Beaumont is known, but Tubman is still being planned. 	<ul style="list-style-type: none"> -Boundaries and buildings don't matter as much as livability (feeling of safety and comfort with a learning environment) -How do people know that Tubman will be a quality program? -DBRAC needs to clearly articulate what the middle school programs will be (no false dichotomies) -If you're going to move a strong IB program, the superintendent should make sure that the hiring strategy includes teachers who are IB trained or have enough time to get certified who will be at that program (all-level support) -If we're not putting students at the front of this, we're not doing this work appropriately or effectively
<p>APANO</p>	<ul style="list-style-type: none"> -Concern about future location of Vietnamese immersion program -Any location along the 82nd Ave corridor can work. (transit corridor) 	<ul style="list-style-type: none"> -"50/50" program was a selling point for concerned families

	<ul style="list-style-type: none">-Next location needs to last. Hard for community to support a moving program.-Some friction due to some families wanting their children to go to a neighborhood school instead of an immersion program-Tension tends to arise from space allocation issues-Questions arose around transportation	
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2. Staff Analysis: K-5 Enrollment and Dual Language Configurations

Two primary conclusions emerged in response to the direction to model 3 strand K-5 schools:

- A programmatic understanding about the value of two vs. three strand programs at the K-5 level, and
- A mathematical reality about the viability of raising enrollment this substantially.

Program

Programmatically, it is the opinion of PPS staff, that while three-strand K-5s may offer a larger slate of elective courses, the system inequities that drive this target are much more pronounced in middle grades. A focus on increasing the numbers of sections per grade in the middle grades of K-8s, and in 6-8 buildings may provide a more robust set of options for students at the age where their educational needs begin to diverge, and need to be staffed and taught accordingly.

Student Enrollment

Mathematically, there are physically not enough residents in North and Northeast Portland to support 23 buildings with K-5 enrollment of at least 450 students. In order to account for the neighborhood students that would be needed to have enrollments of 450+ students, these schools would need to have capture rates well over 90%, 25-30 percentage points higher than their current rates. Implementing this enrollment threshold would require changes from district policy and from recent board decisions, as well as necessitating cascading boundary change, and a large increase in the number of split feeder patterns.

Immersion Programs

Staff modeled multiple options for Spanish Immersion at Beach, Rigler, and Scott; Chinese Immersion at King, and Vietnamese Immersion at Roseway Heights. These models were developed in collaboration with the Dual Language Immersion Department, based on the following their guidance:

- Priorities for siting Immersion programs:
 - Proximity to concentration of native speakers of the partner language
 - Sufficient classroom capacity
- Additional siting considerations:
 - Feeder pattern preferences
 - Balanced co-location (if applicable)

- o Fit with additional programs/services in a school

Staff found that King and Beach, due to the size of building and surrounding population density of students, could become right-sized, co-located schools with boundary change. However, this configuration at Beach would make it harder for nearby neighborhood schools to achieve the 3-strand target described above. Re-siting DLI programs—such as co-locating Spanish and Chinese DLI at Beach, or siting the program as a standalone school—were also options.

For Rigler and Scott, grade level reconfigurations and conversion of Rigler to a stand-alone program were developed as options.

Potential sites for Vietnamese DLI include Vestal or Lee, which are close to some native speakers but would be overcrowded in the future, as neither school has enough classrooms to house two 2-strand programs (neighborhood and immersion). Another option would be to site Vietnamese DLI in Franklin cluster; however, the program would need a temporary location for the 2017-18 school year.