

Enrollment & Program Balancing Southeast Guiding Coalition Phase 1 Recommendation

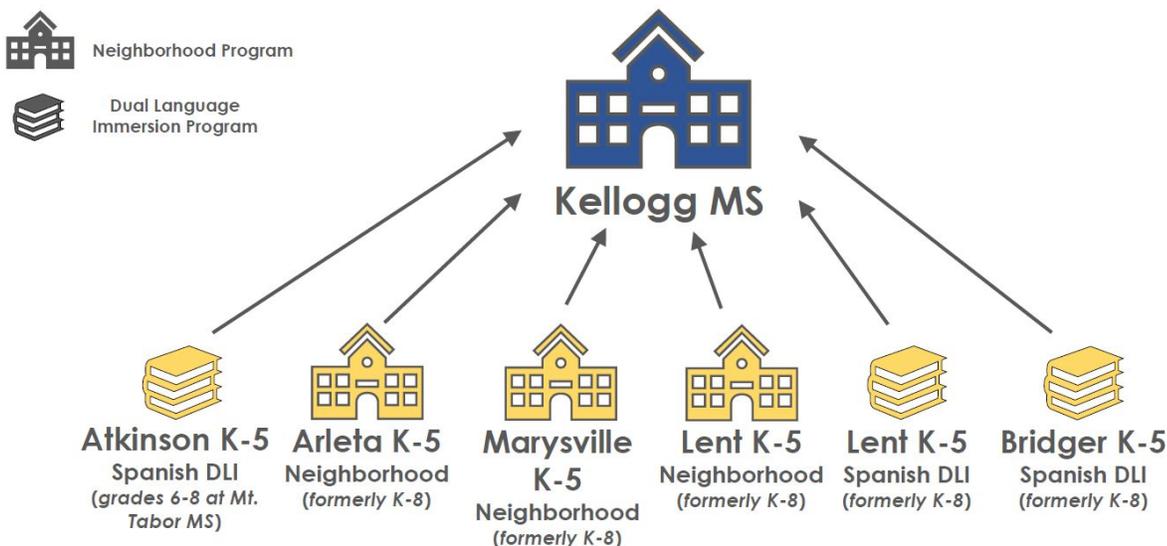
Guiding Principles

Based on feedback from the community and guidance from the Board, the Southeast Guiding Coalition narrowed its work in Phase 1 to assigning schools and programs for Kellogg Middle School when it opens in Fall 2021. We worked toward a plan that could achieve several priorities:

- Converting as many K-8 schools as possible to K-5 schools in Fall 2021, in line with the district’s vision for comprehensive middle schools.
- Limiting Kellogg’s initial projected enrollment to 640 students (an 80% building utilization rate), to position it for a strong start and leave room for the enrollment spikes many new schools experience.
- Ensuring robust middle school programming, with an emphasis on the district’s Racial Equity and Social Justice (RESJ) Lens and prioritizing K-8 schools that serve the most Black students, Latinx students, and students from low-income families.
- Addressing the immediate space shortage at Bridger and allowing the kindergarten to return to the school (in its current configuration, the school is one classroom short for Fall 2021 even with the kindergarten offsite).
- Maintaining flexibility to consider Phase 2 options that enroll enough students at Harrison Park Middle School (in Fall 2022), reduce overcrowding at Franklin High School, and meet the Board’s other goals.

The recommendation below earned the most support through the coalition’s consensus process not because it is perfect, but because it meets our priorities better than any other option we considered. We believe PPS can address the main challenges it presents through targeted follow up in the coming weeks.

Figure 1: Proposed Fall 2021 Kellogg Middle School Feeder Pattern



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Recommendation Summary and Rationale

We recommend that the Arleta, Lent, and Marysville neighborhood programs feed to Kellogg, along with the Spanish DLI programs at Atkinson, Bridger, and Lent (see Figure 1 above). Arleta, Bridger, Lent, and Marysville would convert to K-5 schools in Fall 2021, and the single strand of grades 6-8 Spanish DLI at Mt. Tabor Middle School would relocate to Kellogg at the same time. We do not recommend long-term feeder paths for Bridger's neighborhood program or Creston at this time, but we recommend that PPS work with those communities to ensure the strongest possible experience for their middle school students next school year. We will recommend permanent feeder paths for both schools during Phase 2 of our work.

To arrive at this recommendation, we started with Arleta, Atkinson, Bridger, Creston, Lent and Marysville as possible Kellogg feeders based on proximity. We ruled out Atkinson's neighborhood program based on our charge to focus on K-8 students who don't already have access to a middle school. Next, we wanted to prioritize K-8 communities that serve the largest numbers of BIPOC students and students from low-income families. Lent and Marysville stood out in that regard.

Feeding Lent's neighborhood program to Kellogg also required us to feed its Spanish DLI strand, because Lent's middle school wouldn't work logistically or from a program equity standpoint with that one strand alone. We quickly realized that if we feed Lent's Spanish DLI strand to Kellogg, we need to feed others, because having just one Spanish DLI strand at Kellogg raises similar staffing and equity concerns. Bridger's two Spanish DLI strands became an obvious priority at this point, given the looming space shortage there.

Having assigned three of Southeast's four middle school Spanish DLI strands to Kellogg, we next had to consider whether to leave an isolated strand at Mt. Tabor Middle School. The consensus was that this strand should relocate to Kellogg (creating a split feeder for Atkinson), for several reasons. PPS DLI experts advised us that a unified program at Kellogg would be the better option for students. Additionally, Mt. Tabor Middle School is overcrowded, and while balancing its enrollment wasn't a focus of Phase 1, relocating a strand takes a small step toward addressing the problem.

We also saw a positive case for creating a consolidated Spanish DLI program at Kellogg. Of all the middle schools in Southeast, Kellogg is the most centrally located to the highest concentrations of native Spanish speakers, in line with one of the Board's goals for this process. Pooling all the middle school Spanish DLI resources into one school also comes with many potential benefits for the students and teachers who are part of the program. While creating this consolidated program was not our top priority, we felt it was the right choice after higher priorities pushed us most of the way toward that result.

These decisions left Arleta and Creston as the remaining potential Kellogg feeders, with space for only one of the two to fit within the 80% utilization target for Fall 2021. We recommend feeding Arleta for two reasons. First, while there's not a huge difference between the two schools' demographics, Arleta has recently served a higher percentage of BIPOC and low-income students. Second, Creston's long-term feeder path has significant implications for issues we'll consider during Phase 2 of this process—especially reducing overcrowding at Franklin High School. Of all the Kellogg feeder schools we considered, Creston is the only one that could plausibly shift to the Cleveland cluster, which could be an important part of a Phase 2 solution and is an option we wanted to keep on the table for further discussion.

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Recommendation Details and Summary Statistics

What **would change** in 2021-22:

- **Arlita** neighborhood program converts from K-8 to K-5 elementary. Grade 6-8 students transfer to Kellogg Middle School starting in the 2021-22 school year. The K-5 program feeds to Kellogg Middle School.
- **Marysville** neighborhood program converts from K-8 to K-5 elementary. Grade 6-8 students transfer to Kellogg Middle School starting in the 2021-22 school year. The K-5 program feeds to Kellogg Middle School.
- **Lent** neighborhood program converts from K-8 to K-5 elementary. Grade 6-8 students transfer to Kellogg Middle School starting in the 2021-22 school year. The K-5 program feeds to Kellogg Middle School.
- **Lent** Spanish dual language immersion program converts from K-8 to K-5 elementary. Grade 6-8 students transfer to Kellogg Middle School starting in the 2021-22 school year. The K-5 program feeds to Kellogg Middle School.
- **Bridger** Spanish dual language immersion program converts from K-8 to K-5 elementary. Grade 6-8 students transfer to Kellogg Middle School starting in the 2021-22 school year. The K-5 program feeds to Kellogg Middle School.
- Students in **Bridger's neighborhood program** will need a new school assignment, although the program's long-term feeder path won't be decided until Phase 2 of the coalition's work. (See "Challenges and Alternatives Considered" below for more details.)
- **Mt. Tabor** Middle School Spanish dual language immersion program transfers to Kellogg Middle School in the 2021-22 school year; Kellogg becomes the new feeder for the Spanish dual language immersion program at **Atkinson**.

What **would not change** in 2021-22:

- **Creston** remains a K-8 school in 2021-22, with its MS/HS feeder path to be confirmed in Phase 2 of the SEGC work. It will convert to a K-5 school in Fall 2022.
- **Harrison Park** remains a K-8 school in 2021-22, to be converted to a middle school in Fall 2022 as previously scheduled (with its feeder schools to be decided in Phase 2 of the guiding coalition's work).
- **Atkinson neighborhood program** remains assigned to Mt. Tabor MS for the 2021-22 school year. The guiding coalition will consider Atkinson's long-term feeder path during Phase 2 of its work.
- **All K-5 DLI program locations and configurations** remain unchanged for 2021-22. The coalition will consider any changes to these programs during Phase 2 of its work.
- **All K-5 attendance boundaries** remain unchanged for 2021-22. The coalition will recommend boundary changes, which would take effect in Fall 2022, during Phase 2 of its work.

Table 1 and Table 2 below provide detailed estimates for enrollment and student demographics under this recommendation.

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Table 1: Enrollment and Utilization Estimates for Grade 6-8

School	Programs	2019-20 Enrollment for Grade 6-8	2019-20 Building Utilization	2024-25 Forecast Enrollment for Grade 6-8	2024-25 Forecast Building Utilization
Arleta	Neighborhood	163	N/A	▲ 172	N/A
Bridger	Neighborhood	74	N/A	▼ 56	N/A
	Spanish Immersion	51		▲ 78	
Lent	Neighborhood	104	N/A	▼ 74	N/A
	Spanish Immersion	64		■ 64	
Marysville	Neighborhood	118	N/A	▲ 120	N/A
Mt Tabor	Atkinson Neighborhood Only	106	N/A	▼ 99	N/A
	Spanish Immersion	69		▼ 66	
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Kellogg	Neighborhood, Spanish Immersion	569	70.9%	▲ 574	71.5%

School/program included in Phase 1 recommendation

Utilization within 60-80% target range

Enrollment estimates are based on actual October 1, 2019 enrollment and include all transfers. Forecast enrollment is based on the Portland State University Population Research Center study published in 2020.

Table 2: Socioeconomic Indicators for Grade 6-8 Enrollment Estimates

School	Programs	Race & Ethnicity								Percent Free Meals	Percent Special Education	Percent English Language Learners
		Asian	Asian-White	Black	Latino	Native Amer.	Multi-Racial	Pacific Islander	White			
Arleta	Neighborhood	9.2%	3.7%	1.8%	22.1%	0.6%	8.0%	0.6%	54.0%	28.8%	19.6%	6.1%
Bridger	Neighborhood	16.2%	2.7%	12.2%	17.6%	1.4%	6.8%	2.7%	40.5%	50.0%	12.2%	14.8%
	Spanish Immersion	2.0%	3.9%	2.0%	70.6%	0.0%	2.0%	0.0%	19.6%	7.8%	13.7%	15.7%
Lent	Neighborhood	20.2%	1.9%	10.6%	36.5%	2.9%	8.7%	2.9%	16.3%	42.3%	24.0%	10.6%
	Spanish Immersion	1.6%	0.0%	3.1%	85.9%	0.0%	0.0%	0.0%	9.4%	31.3%	7.8%	17.2%
Marysville	Neighborhood	28.8%	4.2%	12.7%	14.4%	1.7%	10.2%	4.2%	23.7%	37.3%	17.8%	6.8%
Mt Tabor	Atkinson Neighborhood Only	14.2%	6.6%	1.9%	2.8%	0.0%	1.9%	0.0%	72.6%	3.8%	15.1%	3.8%
	Spanish Immersion	1.4%	0.0%	1.4%	58.0%	0.0%	2.9%	0.0%	36.2%	20.3%	8.7%	17.4%
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Kellogg	Neighborhood, Spanish Immersion	12.8%	2.6%	5.8%	39.0%	1.1%	6.5%	1.6%	30.6%	30.4%	16.9%	10.5%

School/program included in Phase 1 recommendation

Enrollment estimates are based on actual October 1, 2019 enrollment and include all transfers.

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Table 3: Enrollment and Utilization Estimates for Affected Schools

School	Building Capacity	Grades Serviced	Programs	Enrollment Estimate (Based on 2019)	Building Utilization	Building Utilization (w/o Modulars)	2024 Forecast Enrollment	2024 Building Utilization	2024 Building Utilization (w/o Modulars)
Arleta	642	K-5	Neighborhood	363	56.5%		▼ 344	53.6%	
Bridger	510	K-8	Neighborhood, Spanish Immersion	465	91.2%	128.8%	▼ 408	80.0%	113.0%
Kellogg	803	6-8	Neighborhood, Spanish Immersion	569	70.9%		▲ 574	71.5%	
Lent	658	K-5	Neighborhood, Spanish Immersion	307	46.7%	52.7%	▼ 246	37.4%	42.2%
Marysville	481	K-5	Neighborhood	265	55.1%		▲ 266	55.3%	
Mt Tabor	681	6-8	Neighborhood, Japanese Immersion	655	96.2%		▼ 630	92.5%	

Enrollment estimates are based on October 1, 2019 enrollment and include transfers.

Table 4: Socioeconomic Indicators for Affected Schools

School	Grades Serviced	Race & Ethnicity								Percent Free Meals	Percent Special Education	Percent English Language Learners
		Asian	Asian-White	Black	Latino	Native Amer.	Multi-Racial	Pacific Islander	White			
Arleta	K-5	9.1%	2.2%	2.8%	13.2%	0.0%	8.0%	0.0%	63.6%	26.7%	19.0%	7.7%
Bridger	K-5	5.6%	3.4%	7.1%	35.5%	0.0%	3.9%	1.5%	42.6%	27.3%	14.4%	16.1%
Kellogg	6-8	12.8%	2.6%	5.8%	39.0%	1.1%	6.5%	1.6%	30.6%	30.4%	16.9%	10.5%
Lent	K-5	11.4%	0.0%	9.8%	48.2%	0.0%	2.9%	0.0%	24.1%	43.0%	16.6%	32.9%
Marysville	K-5	12.5%	5.3%	9.4%	20.8%	0.0%	7.5%	3.0%	41.1%	38.9%	25.3%	16.2%
Mt Tabor	6-8	7.8%	15.7%	1.8%	5.8%	0.0%	4.3%	0.0%	64.3%	5.8%	12.7%	3.2%

Enrollment estimates are based on October 1, 2019 enrollment and include transfers.

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Challenges and Alternatives Considered

The recommendation above earned overwhelming consensus from the coalition, with more than 90 percent of 41 coalition members rating it a 3 or higher in a “fist-to-five” vote at our last Phase 1 meeting on December 17. Coalition members also identified potential challenges for PPS to address during implementation, and considered several possible solutions:

- **Middle school assignment for Bridger neighborhood students:** Moving Bridger’s middle school Spanish DLI program to Kellogg in Fall 2021 would require a new assignment for its neighborhood middle school students, because the neighborhood program is too small to exist by itself. Coalition members suggested Harrison Park K-8 and Kellogg as possibilities, but ultimately recommended that PPS engage with Bridger’s neighborhood middle school families to identify the best solution—with the understanding that the long-term feeder path for the neighborhood program will be decided during Phase 2 of the coalition’s work.
- **Delayed K-5 conversion for Creston:** Coalition members expressed concerns about Creston not converting to a K-5 school in Fall 2021 as many in the school community expected. The coalition considered and rejected an alternative that would have added Creston to the feeder schools in the recommendation, because it would have resulted in a utilization rate of more than 90 percent at Kellogg. We also considered and rejected a proposal to feed Creston to Kellogg instead of the Spanish DLI strand at Mt. Tabor Middle School: there is not room for both at Kellogg over the long run, and we feel the Mt. Tabor strand would need to relocate eventually (as explained in the “Recommendation Summary and Rationale” above). The coalition then overwhelmingly voted to recommend that PPS provide additional support to ensure the strongest possible middle school experience for Creston students next year. Another option would be assigning Creston’s middle school students to a combination of Hosford and Kellogg next year (since there isn’t space for all students at either school), allowing the school to convert to K-5 in Fall 2021. PPS should engage with the Creston community to identify the best solution for next year, with the understanding that Creston’s long-term feeder path will be decided during Phase 2 of the coalition’s work.
- **Split feeder for Atkinson:** Some coalition members expressed concern about introducing a split feeder for Atkinson, with Atkinson’s neighborhood program still feeding to Mt. Tabor Middle School after its Spanish DLI program begins feeding Kellogg. But the coalition considered and rejected an alternative that would keep the single Spanish DLI strand at Mt. Tabor, for the reasons discussed in the “Recommendation Summary and Rationale” section above. If this recommendation moves forward, PPS should engage with families and students enrolled in the Spanish DLI program at Mt. Tabor Middle School to ensure a smooth transition to Kellogg. During Phase 2 of its work, the coalition will take a closer look at the impact and desirability of split feeders under various circumstances.
- **Implications for middle school Chinese DLI programs:** Some coalition members expressed concern about not locating Chinese DLI programs at Kellogg—and in particular, the transportation implications if the coalition decides to relocate the Chinese DLI program at Hosford to another school in the future. The coalition considered but did not advance a scenario that would have fed middle school Chinese DLI to Kellogg (and Spanish DLI to the future Harrison Park Middle School), feeling that it would delay access to a middle school for too many K-8 students. The coalition will factor transportation considerations into any discussions about DLI program locations during Phase 2 of its work.

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Additional Implementation Considerations

PPS staff have identified several additional implementation considerations, should this recommendation move forward.

- **Special Education Services:** The Special Education department indicated there will be at least one Special Education focus classroom at Kellogg MS in 2021-22, in addition to learning center supports. In future years, the department will need space for three focus classrooms at Kellogg, to offer a full continuum for services for students in the region. Leaving space for this was an additional consideration in initial limits on Kellogg's enrollment.
- **Transportation:** Students who live more than 1.5 miles from Kellogg will be eligible for PPS transportation, along with designated bus service as required for Spanish Immersion students, students with transportation included in their Individualized Education Plan and safety hardships. The table below shows which parts of the attendance areas of the proposed Kellogg feeder schools would be eligible for transportation. A full review of transportation factors for potential Kellogg feeder schools is located [here](#).

Phase 1 Neighborhood Feeder	Transportation Eligibility
Arleta	None - All of the attendance area is within 1.5 mile of Kellogg MS
Lent	All
Marysville	Southeast corner of the attendance area and area east of 82nd Ave.

- **Transfer students at Kellogg feeder schools:** PPS will review the number of transfer students currently enrolled in grades 5-7 at the proposed Kellogg feeder schools, and determine whether to recommend that they attend Kellogg or the middle school assigned to their residence.
- **Right to remain at Kellogg:** PPS recommends that the Board allow students who begin at Kellogg in Fall 2021 to remain there through eighth grade, regardless of any additional changes to feeder paths or attendance boundaries the coalition makes during Phase 2 of its work.

Priorities for Phase 2

Ensuring that Kellogg Middle School can open in Fall 2021 is an important milestone in the coalition's work, but there's much more work to be done in Phase 2 this Spring to ensure schools across Southeast are set up for success over the long run. Some of the coalition's most important priorities for Phase 2 are below. (Some of the Phase 1 ideas the coalition discussed most frequently to address these priorities are included in the [appendix](#).)

- **K-5 conversion and middle school feeder assignment for Creston:** Creston's feeder pattern is a key decision with many ripple effects for addressing high school overcrowding and balancing middle school enrollment.

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- **Establishing feeder patterns that support robust enrollment across middle schools:** Lane and Harrison Park (converting to a middle school in 2022-23) will both need a boost in enrollment through feeder pattern changes, boundary changes, DLI program placement, or a combination of all three.
- **Addressing overcrowding at Franklin High School:** Franklin needs relief from serious overcrowding as soon as possible, to the tune of hundreds fewer students than it currently enrolls. Because many schools that could plausibly feed to Franklin won't be able to, determining priorities for Franklin feeders will be a top early priority in Phase 2. To develop solutions, the coalition will need a clear maximum enrollment target from PPS, and will need to think strategically about using available capacity in the Madison cluster through feeder pattern changes, boundary changes, or a combination.
- **Providing a neighborhood school for Harrison Park K-5 students:** With the conversion of Harrison Park K-8 to a middle school, its K-5 students will need to relocate. A nearby option is the Clark building, which currently houses the Creative Science K-8 focus program. To consider this option, the coalition will need clear guidance from PPS on viable alternate locations for Creative Science (or clear guidance that Creative Science cannot relocate at this time). Alternatively, the coalition could distribute Harrison Park K-5 students among other nearby elementary schools through boundary changes.
- **Considering DLI placement to strengthen programs, serve native speakers more equitably, and complement neighborhood programs:** This Phase 1 recommendation addressed placement of middle school Spanish DLI, but the coalition needs to consider the location and configuration of Spanish DLI programs at the K-5 and high school level; and Chinese, Japanese and Russian programs at all grade levels. PPS will need to provide clear guidance on preferred program configurations from an instructional and operational standpoint for the coalition to complete this work.
- **Addressing low enrollment at schools that have been converted from K-8 to K-5:** Low enrollment at Arleta, Marysville, and Lent could be addressed through boundary changes, DLI program placement, pre-K classroom assignment, or a combination of the above. The coalition will need clear guidance from PPS on the target enrollment for these schools in the short/medium term.
- **Determining boundary changes that support Phase 1 and Phase 2 recommendations:** Taking program placements, feeder patterns, enrollment targets, transportation considerations, and regional geography into account, the coalition will recommend boundary changes to support appropriate enrollment in SE schools.

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Dissent Statements

While the recommendation above earned consensus from a large majority of the coalition, some coalition members did not agree with it. The statements below have been provided by members of the coalition who strongly disagree with some aspects of the recommendation. .

- **Beth Brett:** On behalf of the Creston community, I do not agree with this recommended feeder pattern as it puts our middle school students at a distinct disadvantage. The academic, social, and emotional impacts of being the only remaining K-8 neighborhood school south of Powell Boulevard would negatively impact all of our students, especially those identifying as BIPOC and those with a lower socioeconomic status. Our students would receive fewer academic opportunities, receive a non-typical middle school social experience, and remain in a building that is not appropriate for a middle school. In addition, there is no identified solution for Creston in 2022, as Hosford is currently enrolled above 90% and the majority of the coalition has stated that there is no room at Kellogg. If this is the case in 2021, what will change for these middle schools in 2022 and what will happen to Creston? Is Creston to remain a K-8 indefinitely? Are other school feeder patterns to be disrupted to allow Creston middle schoolers a home? The coalition was unwilling to address these issues and assume they will be “considered” in Phase 2. It is unacceptable for the coalition to provide a recommendation that does not include all schools that were to be modified. The Creston community asks PPS to require the coalition to provide a solution for Creston middle schoolers prior to the end of Phase 1.
- **Min Cai:** I do not agree with the current recommendation on Kellogg feeders. It was rushed and not well vetted, fails to provide a comprehensive middle-school experience to as many students as possible in the 2021–22 school year, and does not leave the flexibility required for long-term enrollment balancing across the middle schools using the RESJ lens. Therefore, changes to some of the feeder schools in this recommendation should be allowed in Phase 2 to balance enrollment in all middle schools in SE. Min Cai

- **The recommendation was rushed and not well vetted.**

The coalition had only three meetings in December to determine Kellogg’s feeders, and was asked to vote on the recommendation in the second meeting. Due to the limited time for discussion, the recommendation was not well vetted, and the coalition still had questions—many of which remain unaddressed and unanswered.

- **The recommendation inequitably defers the conversion of Creston’ K–8 when there is space for Creston’s small 6–8 program at Kellogg in 2021.**

One deal breaker for Creston’s conversion to K-5 school in fall 2021 is that Creston could become a potential feeder to Cleveland to alleviate the overcrowding at Franklin. Under the coalition’s self-imposed restricting “rule” to feed an entire middle school to one high school, the coalition reasoned that if Creston’s 6–8 is assigned to Kellogg, then these students would have to feed to Franklin, not Cleveland, thereby automatically disqualifying Creston as a feeder to Kellogg. But this restricting “rule” has not been proven to be necessary nor feasible. Creston’s middle school placement should not be a deciding factor for its high school placement, and vice versa.

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The other main reason for deferring Creston's conversion is to cap Kellogg's enrollment at 80% in 2021. The pressing reason for opening Kellogg in 2021 is to provide comprehensive middle-school experience for students currently in K–8 schools. Yet the recommendation leaves Kellogg at 76% utilization and deprives those in Creston's small 6–8 program of the opportunity for a comprehensive middle-school experience for another year despite the fact that Kellogg could house these students with 92% utilization in 2021. Using the RESJ lens, this is unfair and inequitable for the Creston community.

- **The recommendation limits viable options for enrollment balancing across SE middle schools.**

The recommendation leaves inadequate flexibility in Phase 2. Flexibility in Phase 2 is critical to ensuring balanced and robust enrollment across all SE middle schools in the long term. Instead, the recommendation locks some potential Harrison Park feeders into Kellogg, which limits feeder options for Harrison Park and potentially leads to low utilization when it converts to a middle school in 2022.

As a potential solution to increase Harrison Park's enrollment, the recommendation suggests relocating the robust and successful Chinese DLI program in Hosford in inner SE to Harrison Park in outer SE in 2022—ignoring the fact that Kellogg is the central location for both Woodstock and Harrison Park's Chinese DLI programs, and that, if relocation of Chinese DLI is necessary at all, relocation to Harrison Park rather than Kellogg, puts a tremendous transportation burden on families in the Woodstock's DLI program, who account for over two thirds of the families in Chinese DLI program in SE. This would increase the number of Chinese-speaking students to be bussed and the distance Chinese-speaking families would have to commute. Using the RESJ lens, this is unfair and inequitable for the Chinese-speaking community in the Chinese DLI program.