



**PORTLAND PUBLIC SCHOOLS**  
**OFFICE OF DEPUTY SUPERINTENDENT**  
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**Date:** January 5, 2021

**To:** School Board

**From:** Claire Hertz, Deputy Superintendent  
Esther Omogbehin, Regional Superintendent  
Dani Ledezma, Senior Advisor Racial Equity & Social Justice  
Judy Brennan, Director of Enrollment & Transfer  
Shanice Clarke, Director of Community Engagement

**Subject:** Southeast Enrollment and Program Balancing Phase One Recommendation

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## **BACKGROUND**

In June of 2019, the Portland Public Schools (PPS) Board of Education adopted an ambitious vision, *PPS reimagined*, co-constructed by a broad coalition of students, staff and community stakeholders, that provides an aspirational North Star, core values, and direction to guide the transformation of our school system. While PPS engages in multi-pronged efforts to improve student outcomes through the implementation of academic strategies and social-emotional support for our students, the district also has several system issues related to the use of its physical facilities that impact student success. To address these issues, the Board of Education and the Superintendent launched an enrollment and program balancing process, contracting with FLO Analytics to lead data analysis and modeling, and co-develop community engagement strategies.

In February 2020 the Board adopted in Resolution 6059 a scope of work for a multi-phased process intended to address systemic issues of overcrowding, under-enrollment and program inequities. The first phase would begin with schools in the southeast quadrant of the district, due to a high number of small K-8 neighborhood schools and the imminent opening of Kellogg Middle School. Additional challenges in this area include overcrowding at Franklin High School and several schools housing imbalances of co-located language immersion and neighborhood programs.

Drawn from our community-created vision, Partnerships and Collaboration is a core value that shaped the overall design and roles for the Phase 1 process. In 2011, the Board voted to adopt the Racial Educational Equity Policy, 2.10.010-P, which links partnerships with stakeholders through district decision-making as a key strategy to eliminate the achievement gap between White students and students of color. Therefore, a Southeast Guiding Coalition (SEGC) comprised of parents, guardians, principals, students and teachers was established to create a recommendation for the Phase 1 process. The SEGC was set to convene in mid-March 2020, but stay-at-home orders delayed the start until September 10, and transitioned to a virtual

meeting platform. The Coalition met twelve times in Fall 2020, gaining shared understanding of district-wide enrollment and program data and racial equity and social justice tools before launching into an iterative review of more than a dozen boundary change and program relocation scenarios. The insight and foresight the Southeast Guiding Coalition provided through Phase 1 has helped strengthen a multi-year process to resolve complex enrollment issues that impact students. The SEGC considered feedback from hundreds of community stakeholders gathered through surveys, focus groups and individual submissions and hosted a virtual open house attended by more than 800 community members. The pandemic's impact on the process goals illustrated multiple perspectives regarding each aspect of the recommendation. The SEGC recommendation was developed with the experiences learned from stakeholders,

On December 17, the SEGC submitted their recommendation for Kellogg Middle School feeder schools and programs. The plan assigns grades 6, 7 and 8 of the Arleta, Lent and Marysville neighborhoods to Kellogg, along with the same grades of Spanish Immersion programs currently located at Bridger K-8, Lent K-8 and Mt. Tabor Middle School.

The coalition will reconvene with an expanded membership in February 2020 to address additional enrollment and program balancing needs in southeast schools, including the conversion of Harrison Park K-8 to a comprehensive middle school beginning in August 2022.

## **RELATED POLICIES/BEST PRACTICES**

[4.10.045-P Student Assignment to Neighborhood Schools](#)

[4.10.049-AD Student Assignment Review and School Boundary Changes](#)

## **ANALYSIS OF SITUATION**

The outcome goals set out in the Board's enrollment and program balancing scope of work include:

- Optimize the use of facilities to enhance PK-12 learning environments for all students. PPS wants to be a good steward of public assets and phase out portable classrooms when possible to create connected, safer schools.
- Support equitable programming to improve the student experience across all grade levels, and particularly in middle grades. This process will support continued educational program redesign at the middle grade levels, to include reconfiguration of identified K-8 neighborhood schools to K-5 elementary schools and creating new comprehensive middle schools while maintaining some regional K-8 school options to support pathway continuity (e.g., Dual Language Immersion).
- Minimize program co-locations to reduce isolation and program inequities by creating fewer shared facilities and co-located programs at K-5, K-8, and 6-8 schools.

The SEGC's recommendation achieves these goals by converting three of six SE neighborhood K-8s to K-5 feeder schools, creating a feeder pattern for Kellogg and consolidating middle grade Spanish Immersion programs from three locations to one. As described below, PPS staff will engage community members from the remaining three SE K-8 neighborhood schools, Bridger, Creston and Harrison Park, to address immediate needs for the 2021-22 school year and long-term changes beginning in 2022.

The estimated demographic make-up of the Kellogg student population is shown below.

	Race & Ethnicity									Percent English Language Learners	
	Asian	Asian-White	Black	Latino	Native American	Multi-racial	Pacific Islander	White	Percent Free Meals		Percent Special Education
Kellogg MS	12.8%	2.6%	5.8%	39.0%	1.1%	6.5%	1.6%	30.6%	30.4%	16.9%	10.5%

Demographic, enrollment and building utilization estimates for Kellogg and feeder schools are available on page five of the SEGC’s Phase I recommendation. Based on the estimated rate of students eligible for free meals through direct certification, it is likely that Kellogg will qualify for Title I services next year.

The recommendation preserves a portion of Kellogg’s capacity to absorb additional students likely to enroll next year, but who are not currently attending PPS schools. This “new school effect” has been observed at other modernized or converted schools and is discussed further in the attached analysis.

**FISCAL IMPACT**

The SE Enrollment and Program Balancing process will be completed in two phases beginning in Fall 2020 for implementation in 2021-22 and Phase 2 continuing in Spring 2021 for implementation in 2022-23.

Phase 1 implementation will include the opening of Kellogg Middle School and relieving the overcrowding of Bridger Elementary allowing the return of kindergarten students to the main campus. Staffing allocations will be adjusted based on the number of students enrolled in each school. There will be some additional staffing costs for opening a new school including administrative, counseling and custodial staff for Kellogg and some savings from closing the Bridger Kindergarten annex.

In addition, PPS is prepared to support schools converting from K-8s to K-5s in Phase 1 that may need boundary shifts to balance enrollment in Phase 2. The staffing model for 2021-22 will make sure students receive a similar number of electives including PE, Library, and Arts (Art, Music, Theater, Dance) offerings as K-5 students currently experience at their K-8 schools.

**COMMUNITY ENGAGEMENT**

Using a model provided by FLO Analytics, PPS established a community stakeholder group to consider enrollment and program changes, gather and consider feedback from the broader community, and provide a recommendation to the Deputy Superintendent. The Phase I SE Guiding Coalition was composed of 42 parents, guardians, students, teachers and principals representing 18 southeast schools.

In response to the Coalition’s inquiries about the lived experiences of PPS families, including historically underserved communities, online surveys were released in 6 languages and garnered more than 1,200 responses. To enact on our commitment to partnerships and collaboration, particularly with Black, Native, and people of color, roughly 200 students from Phase 1 schools were surveyed, and focus groups were held for additional feedback. Over 500

members of the PPS community participated in targeted opportunities facilitated in Russian, Vietnamese, Chinese, Somali, Spanish, and English for Black, Indigenous, and People of Color.

Additionally, 293 phone surveys of middle grade families were conducted and more than 500 letters and comments were submitted to the enrollment and program balancing website. All input was shared with the SEGC and posted on the Enrollment and Program Balancing [webpage](#).

Throughout the fall, PPS families received regular updates in the district's six supported languages on the SEGC process via email and through the district's social media sites. Messages and open house invitations were also available in the six languages, and interpreters were present at the November 17 open house and available for all coalition meetings. Given the impact of the pandemic on student and family participation, additional engagement opportunities will contribute to additional representation in future phases of the process.

### **TIMELINE FOR IMPLEMENTATION / EVALUATION**

The Board of Education is scheduled to adopt a recommendation for Kellogg and feeder schools and programs on January 26, 2021. This decision will trigger updates to enrollment forecasts that will be used in the upcoming budgeting and staffing procedures. A Kellogg principal will be named in the coming weeks, and tasked with reaching out to feeder school communities to begin transition planning in preparation for the school opening next August.

Enrollment in the Kellogg attendance area and Spanish Immersion program will begin in the 2021-22 school year as follows:

- Students enrolled at the end of this school year in grades 5, 6 and 7 at Arleta, Lent and Marysville K-8 schools will be assigned to Kellogg Middle School beginning next school year. These students will have the right to remain at Kellogg through 8th grade.
  - This includes 67 students who live in other neighborhoods but have approved transfers into Arleta, Lent and Marysville schools.
- Students enrolled at the end of this school year in grades 5, 6, and 7 of the Bridger and Lent Spanish Immersion programs will be assigned to Kellogg Middle School beginning next school year.
- Students enrolled at the end of this school year in grade 5 of the Atkinson Spanish Immersion program will be assigned to Kellogg Middle School beginning next school year.
- Students enrolled at the end of this school year in grades 6 and 7 of the Mt. Tabor Spanish Immersion program will be assigned to Kellogg Middle School beginning next school year.
- All students assigned to Kellogg MS or residing in the Arleta, Lent and Marysville attendance areas retain rights to request transfers to other schools, per PPS policies. Final placements of students in the Arleta focus classroom will be reviewed by the Special Education department to ensure students receive a Fair and Appropriate Public Education.

Should the Board of Education approve this recommendation, staff will work with the remaining SE K-8 neighborhood school communities at Bridger, Creston and Harrison Park, to plan for the best possible middle school experiences for students next year.

The next round of SEGC work will commence in February 2021 to address additional enrollment and program balancing issues, including:

- Boundary changes for K-5, middle and high schools
- Additional language immersion program consolidations and relocations, where appropriate
- Designating space for Pre-K and Special Education continuums

The coalition's composition will be expanded to include additional SE schools who were not part of the fall process, as well as include more members of color.

### **BOARD OPTIONS WITH ANALYSIS**

The January 12, 2021 Board meeting will be an opportunity for the Board to ask questions, get clarifications, and suggest improvements to the SEGC recommendation. The Board will vote to approve the Phase 1 recommendation at the January 26, 2021 Board meeting.

### **CONNECTION TO BOARD GOALS**

The SEGC Enrollment and Program Balancing has followed the charge outlined in Resolution 6059 for a multi-phased process intended to address systemic issues of overcrowding, under-enrollment and program inequities.

### **STAFF RECOMMENDATION**

Accept SEGC recommendation as submitted.

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*As a member of the PPS Executive Leadership Team, I have reviewed this staff report.*

\_\_\_\_\_ (Initials)

### **ATTACHMENTS**

- A. SEGC Phase 1 Recommendation
- B. Open house and focus group feedback summary
- C. New school effect analysis
- D. Kellogg capacity
- E. Kellogg feeder pattern map
- F. Resolution 6059 and Scope of Work