

V-B. Results of the Supply Issues Subcommittee

1. *Scope of Assignment*

The Supply Subcommittee was charged with examining the current space characteristics and facility utilization and evaluating potential future space and overall facility utilization in consideration of the quality of education provided. The committee developed the following sub-objectives:

1. Assess the efficiency of current space use within the existing facility.
2. Model the impact of different enrollment scenarios on the existing school facility.
3. Identify the trade-offs inherent in using the facility in different ways to meet enrollment needs.
4. Make a recommendation to the OUSD on Hillcrest's enrollment capacity.

2. *Methodology*

We developed a methodology that included the following steps:

1. Collect data on Hillcrest's outdoor and indoor space, including the playground, classrooms, and breakout rooms (such as the multipurpose room, library, computer room, and science lab).
2. Review space use plan created by Hillcrest staff for 2007-2008 school year.
3. Collect federal, state, and other guidelines defining adequate space and space characteristics per student. These included:
 - **Teacher Contract Limit guidelines.** Defined in the current OAE/OUSD Agreement, Article 15: Class Size and Caseloads.¹
 - **Class Size Reduction (CSR) provisions.** Defined in the California Code of Regulations (CCR), Title 5: Class Size Reduction Program.²
 - **School construction requirements.** Defined in the CCR, Title 5: School Facilities Construction.³
 - **Recommendations for designing ecologically and pedagogically sound schools.** Developed by the Collaborative for High Performance Schools (CHPS). In May 2007, OUSD pledged to meet CHPS recommendations.⁴
 - **Toilet requirements.** Defined in the California Department of Education (CDE) K-12 Toilet Requirement Summary.⁵

1 "OAE/OUSD Agreement for the Period July 1 2005-June 30 2008," webportal.ousd.k12.ca.us/docs/OEA%20Contract%2005-08%20-%20COMPLETE%20Contract.pdf

2 California Department of Education, "California Code of Regulations, Title 5," www.cde.ca.gov/ls/cs/k3/title5.asp

3 California Department of Education, "California Code of Regulations, Title 5," www.cde.ca.gov/ls/fa/sf/title5regs.asp

4 Collaborative for High Performance Schools, www.chps.net

5 California Department of Education, "K-12 Toilet Requirement Summary," www.cde.ca.gov/ls/fa/sf/toiletrequire.asp

- **Playground guidelines.** Defined in the CCR, Title 5: School Facility, Small School Site Guidelines.⁶
 - **Earthquake egress requirements.** Defined by the Federal Emergency Management Agency (FEMA).⁷
 - **Fire egress requirements.** Defined in the California Education Code, Sections 32020, Article 2: Gates to School Grounds.⁸
4. Create an adjustable flow model tracking the impact of various enrollment scenarios.
 5. Compare collected data defining required square footage and other space characteristics per student with existing facility use.

3. *Data and Analysis*

a. Number of Classrooms

Currently, Hillcrest School has 14 classrooms measuring an approximate total of 12,750 square feet.

- Six of these were added in 2006 (in the form of a new building, which replaced three portables).
- One of these is a 1940s-era portable updated by the OUSD just prior to fall 2007 in order to serve as a classroom. (In 2006-2007, this portable served as a space for enrichment programs; prior to that, it had served as the school library; now it is a K-1 classroom.)
- One of these is currently used as a science lab rather than as a dedicated, class-specific classroom. It is likely to be transformed into a dedicated classroom in 2008-2009 to accommodate the burgeoning middle school.
- Prior to 2006, the school had 11 classrooms, three of which were portables that were replaced by the new building.

b. School Area and Density

Key factors in evaluating the capacity of a school are the area (square footage) and the density (space per student) for the variety of activities that must take place during the day. This includes classroom instruction, physical activities (such as recess and physical education), art and music instruction, lunch, the use of bathroom facilities, and the like. Because there have been significant concerns raised about the overall ability of the school to accommodate the students who currently attend and who may attend in the future, the Supply Subcommittee examined the availability of all currently usable spaces at Hillcrest as well as the density of the classrooms and outdoor space (*i.e.*, how does Hillcrest's density compare with various density standards on a square-foot-per-child basis?). Tables S-1 through S-3, below, show the results of our investigation of these issues. Section c., which follows these tables, models possible future enrollment patterns.

6 California Department of Education, "California Code of Regulations, Title 5," www.cde.ca.gov/ls/fa/sf/smallschoolsite.asp

7 Federal Emergency Management Agency, www.fema.gov/plan/prevent/earthquake/buildingcodes.shtm

8 California Education Code, law.justia.com/california/codes/edc.html

Table S-1. Overview of Hillcrest’s Current Space Use ⁹

FEATURE	AREA (SQ. FT. approx.)
Usable indoor space (excludes bathrooms, administrative offices, maintenance closets, etc.)	
Fourteen classrooms (including current science lab)	12,750
Library	1,380
Multipurpose room	1,800
Computer lab	413
Total Area for Teaching	16,344
Usable outdoor space (excludes front garden)	
Playground	6,000
Upper courtyard	1,500
Total Outdoor Area	7,500

Table S-2. Hillcrest Classroom Space and Density

		A	B	C	D	E	F	G
	2007 Grade Level	Floor Area (Ft.²)	No. of Students in 2007	Current Ft.²/Child (Col. A/B)	Optimal No. of Students	Ft.²/Child (Col A/D)	Min. Ft.²/ Child Rec'd by CSR	Min. Ft.²/ Child Rec'd by CSR
Portable	K-1	781	20	39	Breakout Space		68	68
Main Building								
Room 1	2-3	900	20	45	20	45	48	48
Room 2	3-4	900	26	35	20	45	48	48
Room 3	K	900	20	45	20	45	68	68
Room 4	K	1187	21	57	20	59	68	68
Room 5	1	900	20	45	20	45	48	48
Room 6	2-3	900	20	45	20	45	48	48
Room 7	1	900	20	45	20	45	48	48
New Building								
Room 8	2-3	897	20	45	20	45	48	48
Room 9	Middle	897	33	27	30	30	32	32
Room 10	Middle	897	Science		30	30	32	32

⁹ During the summer 2007 research period, the Supply Subcommittee did not have sufficient time or resources to determine whether additional spaces at Hillcrest, such as the front yard or the “nature area” behind the playground, could be converted into usable indoor or outdoor space.

		A	B	C	D	E	F	G
	2007 Grade Level	Floor Area (Ft. ²)	No. of Students in 2007	Current Ft. ² /Child (Col. A/B)	Optimal No. of Students	Ft. ² /Child (Col A/D)	Min. Ft. ² /Child Rec'd by CSR	Min. Ft. ² /Child Rec'd by CSR
			Lab					
Room 11	Middle	897	34	26	30	30	32	32
Room 12	4	897	30	30	30	30	32	32
Room 13	5	897	34	26	30	30	32	32
				Average Total		Average Total		
	Totals	12,750	318	40	310	41		

Table S-2 lists each of Hillcrest’s fourteen classrooms by room number and current grade-level use. (Grade level assignments to specific rooms shift from year to year based on changing combination classes and other factors.)

- **Column A** is the floor area estimate for each classroom. The school has approximately 12,750 square feet of classroom space.
- **Column B** is the number of children in each grade for 2007-2008.
- **Column C** shows the area per student in 2007-2008 based on Columns A and B.
- **Column D** is an estimate of school enrollment if each class is optimally enrolled (full, but not substantially overcrowded). These estimates are based on OAE/OUSD teacher contract limits and CSR student-per-class limits.
- **Column E** shows the area per student if an optimal number of students is enrolled in each class, based on Columns A and D. The higher-level grade rooms are at maximum capacity with 30 students, meeting the CCR-mandated minimum of 30 square feet per student.
- **Column F** shows the minimum square footage per child recommended by CSR guidelines.

Conclusions:

- As demonstrated in Column C, only one of Hillcrest’s three current kindergarten classrooms fully meets CCR square footage and space characteristic requirements.¹⁰ Hillcrest’s two current higher-level grade rooms are over capacity with 33 and 34 students respectively, allotting 27 and 26 square feet per student.
- CSR guidelines recommend even larger square-footage-per-child ratios than does the CCR, with different recommendations for kindergarten, grades 1 to 3, and grades 4 to 6 (see Column F). Under CSR guidelines, every classroom at Hillcrest is currently over capacity.

10 The CCR, Title 5, Section 14030(g)(1)(A) mandates that classrooms measure a minimum of 960 square feet or be in “an equivalent space” that provides no less than 30 square feet per student in grades 1 through 12.

www.cde.ca.gov/ls/cs/k3/recommend.asp

CCR, Title 5 Section 14030(2)(A) states that a permanent kindergarten classroom should not be less than 1,350 square feet and should include self-contained restrooms and storage, teacher preparation, and wet and dry areas.

www.cde.ca.gov/ls/fa/sf/title5regs.asp, www.cde.ca.gov/ls/cs/k3/title5.asp,

www.cde.ca.gov/ls/fa/sf/toiletrequire.asp

- The school administration and faculty have the final decision on the overall school enrollment number and how best to accommodate grade levels where the number of students exceeds optimal grade-level enrollment numbers.
- It had been hoped that in 2008-2009, the portable which due to the overenrollment of the K class in 2007-2008 was converted from a multi-purpose space to a K-1 classroom could again be used as a multipurpose breakout room, which was its purpose prior to the overenrollment of 2007-2008. This is unlikely, however, given the need to maintain a complement of 14 dedicated classrooms to accommodate the total school population – even if the incoming K classes are substantially curtailed.
- It will be necessary in 2008-2009 to convert the Science Lab into a classroom to accommodate a third middle school class. Currently, there are 67 middle school students divided into two sixth-seventh-eighth multi-grade classes, using two classrooms. In 2008-2009, the expectation is that there will be 75 or more middle school students, more than can be accommodated in two rooms.

In addition to primary classroom teaching, there are numerous other activities that require space at Hillcrest. Examples of these included, but are not limited to:

- **Adventure Time:** On-site before- and after-school child care. Currently housed in the multipurpose room.
- **Arts and Music:** There is currently no dedicated space for art and music. (These activities had previously utilized the portable now being used as a K-1 classroom.)
- **Computers:** There is a computer lab in the new building, but there has been discussion about repurposing this breakout room as a dedicated classroom. Computers would be replaced with portables that could be pushed in and out of classrooms and rotated throughout the school as needed.
- **Drama:** A before- or after-school activity that usually utilizes the multipurpose room.
- **Language School:** A before-school (and, formerly, after-school) activity that takes place in classrooms.
- **Lunch:** Takes place in the multipurpose room in shifts.
- **Other Extracurricular Activities:** Weekly classes are offered on site during minimum-day afternoons. Some classes take place in classrooms, others use the stage of the multipurpose room (while AT is in session).
- **Pull-outs:** Special Education and small learning groups currently use any available breakout space, mainly the multipurpose room.
- **Sports/Physical Education:** Usually takes place on the playground, but also takes place offsite at Temescal Park. This activity requires storage space within the school facility.

Table S-3. Current use of non-classroom and miscellaneous space

	A	B	C	D
Computer Lab	No. of hours	Percent of total hours	Sq. ft.	Student Capacity
Total hours in school week	24.5		413	14
Total Hours in Use	16.25	66.3%		
Total Hours Free	8.25	33.7%		
Science Lab	No. of hours	Percent of total hours	Sq. ft.	Student Capacity
Total hours in school week	26		897	30
Total Hours in Use	26	100.0%		
Total Hours Free	0	0.0%		
Library	No. of hours	Percent of total hours	Sq. ft.	Student Capacity
Total hours in school week	26		1381	40
Total Hours in Use	18.3	70.4%		
Total Hours Free	7.7	29.6%		
Multi-Purpose Room	No. of hours	Percent of total hours	Sq. ft.	Student Capacity
Total hours in school week	29		1800	60
Total Hours in Use	22.5	77.6%		
Total Hours Free	6.5	22.4%		

Table S-3 lists Hillcrest’s current breakout spaces.

- **Column A** is the number of hours that each space is available during a standard school week.
- **Column B** is the percent of the available hours that each space is currently used.
- **Column C** shows the square footage of each space.
- **Column D** is the student capacity of the space, based on requirements allotting a minimum of 30 square feet per student.

c. School Population Model

As part of the process of evaluating how space is utilized at Hillcrest and how it might be used in the future, the Supply Subcommittee developed a spreadsheet model of the student population by grade for current and future years. The model is designed to help assess the ideal and maximum number of students that can occupy the current physical plant if it is used in the

same or similar manner as it is currently being used.

Before going into the details of the model, it is instructive to consider the school's enrollment dilemma. There is a fundamental challenge in reconciling Hillcrest's current physical plant with ideal class size targets. In other words, it is impossible to simultaneously take advantage of the school's full theoretical capacity *and* guarantee that no grade will be enrolled beyond certain pre-defined limits.

For example, given the class-size limit of 20 for grades K through 3 and 30 for grades 4 through 8, the smallest physical plant that could simultaneously guarantee use of all of the available classroom capacity *and* respect the class-size limits would be a school with 22 classrooms. That represents three classes each for grades K-3 and two classrooms each for grades 4-8, with a total incoming enrollment of 60 students annually, and no attrition. Given that this is distant from the current reality, any path forward that includes neither expansion of Hillcrest's physical capacity nor switching to a time-shifted schedule must involve at least one and possibly more of the following:

1. A reliance on at least some degree of attrition. The danger is that attrition is under the control of enrollees, not the school or the district. To whatever extent actual attrition deviates from what is assumed, certain grades end up either under capacity or overcrowded.
2. Lack of use of full theoretical capacity of the school
3. Overenrollment in some grades relative to the desired per-grade limits.

Consider the most conservative scenario: Assume zero attrition in the future (*i.e.*, no risky reliance on attrition are assumed, and to whatever extent attrition actually occurs, Hillcrest has the benefit of allowing in new neighborhood arrivals or intradistrict transfers). Given recent trends outlined in the Demand Subcommittee's report, this may be a reality. In that case, we have a spectrum of bad options to choose from.

- At the "no overcrowding" end of the spectrum, the incoming kindergarten could be permanently limited to 30, guaranteeing that no class is over-subscribed, but dramatically underutilizing the school's capacity (school size would be 270 rather than the "ideal" of 310).
- At the "no under-utilization" end of the spectrum, we could target the ideal size for grades K-3 by accepting 40, but end up with over-subscription by 10 students (33%) in each grade from 4-8.

Obviously both ends of the spectrum have untenable drawbacks, and the practical reality would be to aim for an approach that strikes a balance between use of available capacity in K-3 and control of over-subscription in grades 4-8. It is also a reality that, in practice, adherence to desired class sizes will be somewhat "lumpy," complicated significantly by the fact that currently grades K-2 currently comprise about half of the total population of the school. With these significant challenges noted, we proceed with an explanation of a model for how the existing and future students might flow through the school.

Since 2001, Hillcrest has consistently had more than enough kindergarten applicants to fill two kindergarten classes. (In the most recently past three years, it has had enough applicants to fill two and a half classes or more under CSR limits.) As students matriculated through the grades over successive years, the population was divided into two first grades, two second grades, and two third grades. These sets of grade bands, which tended to decrease in numbers from year to year through a fairly steady five percent attrition rate, then combined to form a single fourth grade class and a single fifth grade class. In the years prior to 2006, when a new building was added to the Hillcrest campus primarily to accommodate the middle school, there was significant attrition as students matriculated from fifth to sixth grade. The resulting small middle school population was accommodated in two combination classes of mixed sixth, seventh, and eighth graders. As a result of the addition of the new building and the introduction of numerous program improvements (many of which were made possible by the new building), the number of students staying at Hillcrest for middle school rose substantially in 2006. The model inputs and estimates reflect this shift.

It is important to recognize that the model is a tool that can be used to evaluate the effect that student enrollment, including kindergarten enrollment, has in any year and on future years. It does not predict, however, what parents will actually decide in terms of retention or initial enrollment, nor does it predict what classroom or space allocation will be configured by the school administration and faculty during any given school year. *The school administration and faculty always have the final decision on enrollment size and how best to accommodate grades with an excess number of students.* This model does not reflect any additional students entering Hillcrest after kindergarten. The tool can be run with different assumptions, including zero attrition, to evaluate a set of enrollment scenarios.

Key aspects of the model are as follows.

1. **Initial Year of 2008-2009** – The model starts with an initial set of assumptions for the 2008-2009 school year and estimates the number of students per year as they move through the grade levels. It assumes the following:
 - A fixed number of 40 students incoming in each kindergarten class going forward.
 - No additional students enrolling in grades other than kindergarten.
 - Stable middle school population of 90 or fewer students divided into three equally-sized classes. (Currently there are two combined-grade middle school classes.)
 - Several combined-grade classes in grades other than K and middle school in order to meet CSR limits.
2. **Space Assumptions** – Uses 14 classrooms.
3. **Attrition** - The attrition assumption plays a critical role, and there is no way to accurately predict what future attrition will be. We present here two possible scenarios based on historical data and acknowledge that the reality may well differ significantly from what we estimate here. (For two more scenarios, one of which uses attrition rates based on the Demand Subcommittee's retention survey result and another of which curtails incoming kindergarten enrollment in order to reach an ideal steady-state school population, please see Appendix D.)
 - Table [S-4](#): Uses long-term historical attrition, based on attrition data going back to 1993
 - 4.8% attrition per year for grades K-4.

- 20.7% attrition in grade 5. That is, 20.7% of the fifth graders do not stay for middle school.
- No attrition once students enter middle school in 6th grade.
- | • Table S-5: Uses actual attrition estimates from the most recent year available: the attrition from 2006-07 to 2007-08.
 - 1.3% attrition per year for grades K-4.
 - 6.9% attrition per year in grade 5.
 - No attrition once students enter middle school in 6th grade.

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Table S-4. Hillcrest enrollment projection model – scenario 1.

- Assumes 40 kindergarteners enrolling annually from 2008 onwards
- Assumes the average rate of attrition observed since earliest available records, which go back to 1993 (4.8% for grades K-4, 20.7% for grade 5, 0% for grades 6-7).

Fall 2007				Fall 2008			Fall 2009		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	52	2.50	21	40	2.00	20	40	2.00	20
1	49	2.50	20	50	2.50	20	39	1.95	20
2	47	2.00	24	47	2.35	20	48	2.40	20
3	32	1.50	21	45	1.50	30	45	1.50	30
4	36	1.50	24	31	1.03	30	43	1.43	30
5	34	1.00	34	35	1.17	30	30	1.00	30
MS	68	2.00	34	72	2.32	31	83	2.68	31
6	28			27			28		
7	17			28			27		
8	23			17			28		
Total	318	13.00		320	12.87		328	12.96	

Fall 2010				Fall 2011			Fall 2012		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	38	1.90	20	39	1.95	20	39	1.95	20
2	37	1.86	20	37	1.85	20	38	1.90	20
3	46	1.52	30	36	1.20	30	36	1.20	30
4	43	1.43	30	44	1.47	30	35	1.17	30
5	41	1.36	30	41	1.37	30	42	1.40	30
MS	79	2.55	31	85	2.74	31	90	2.90	31
6	24			33			33		
7	28			24			33		
8	27			28			24		
Total	324	12.62		322	12.58		320	12.52	

Fall 2013				Fall 2014			Fall 2015		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	38	1.90	20	38	1.90	20	38	1.90	20
2	37	1.86	20	36	1.81	20	36	1.81	20
3	36	1.21	30	35	1.18	30	35	1.15	30
4	34	1.14	30	34	1.15	30	34	1.12	30
5	33	1.11	30	33	1.09	30	33	1.09	30
MS	100	3.23	31	94	3.03	31	87	2.81	31
6	34			27			26		
7	33			34			27		
8	33			33			34		
Total	319	12.45		311	12.16		302	11.89	

Fall 2016				Fall 2017			Fall 2018		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	38	1.90	20	38	1.90	20	38	1.90	20
2	36	1.81	20	36	1.81	20	36	1.81	20
3	35	1.15	30	35	1.15	30	35	1.15	30
4	33	1.10	30	33	1.10	30	33	1.10	30
5	32	1.07	30	31	1.04	30	31	1.04	30
MS	79	2.55	31	78	2.52	31	77	2.48	31
6	26			26			25		
7	26			26			26		
8	27			26			26		
Total	293	11.58		291	11.52		290	11.49	

Fall 2019				Fall 2020			Fall 2021		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	38	1.90	20	38	1.90	20	38	1.90	20
2	36	1.81	20	36	1.81	20	36	1.81	20
3	35	1.15	30	35	1.15	30	35	1.15	30
4	33	1.10	30	33	1.10	30	33	1.10	30
5	31	1.04	30	31	1.04	30	31	1.04	30
MS	76	2.45	31	75	2.42	31	75	2.42	31
6	25			25			25		
7	25			25			25		
8	26			25			25		
Total	289	11.46		288	11.42		288	11.42	

Table S-5. Hillcrest enrollment projection model – scenario 2.

- Assumes 40 kindergarteners enrolling annually from 2008 onwards.
- Assumes same rate of attrition as was observed most recently in the transition from 2006-07 to 2007-08 (1.3% for grades K-4, 6.9% for grade 5, 0% for grades 6-7).

Fall 2007				Fall 2008			Fall 2009		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	52	2.50	21	40	2.00	20	40	2.00	20
1	49	2.50	20	52	2.60	20	40	2.00	20
2	47	2.00	24	49	2.45	20	52	2.60	20
3	32	1.50	21	47	1.57	30	49	1.63	30
4	36	1.50	24	32	1.07	30	47	1.57	30
5	34	1.00	34	36	1.20	30	32	1.07	30
MS	68	2.00	34	77	2.48	31	94	3.03	31
6	28			32			34		
7	17			28			32		
8	23			17			28		
Total	318	13.00		333	13.37		354	13.90	

Fall 2010				Fall 2011			Fall 2012		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	39	1.97	20	40	2.00	20	40	2.00	20
2	39	1.97	20	39	1.95	20	40	2.00	20
3	51	1.71	30	39	1.30	30	39	1.30	30
4	48	1.61	30	51	1.70	30	39	1.30	30
5	46	1.55	30	48	1.60	30	51	1.70	30
MS	96	3.10	31	108	3.48	31	119	3.84	31
6	30			44			45		
7	34			30			44		
8	32			34			30		
Total	361	13.91		365	14.03		368	14.14	

Fall 2013				Fall 2014			Fall 2015		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	39	1.97	20	39	1.97	20	39	1.97	20
2	39	1.97	20	39	1.95	20	39	1.95	20
3	39	1.32	30	39	1.30	30	38	1.28	30
4	38	1.28	30	39	1.30	30	38	1.28	30
5	38	1.28	30	38	1.27	30	38	1.28	30
MS	137	4.42	31	129	4.16	31	120	3.87	31
6	48			36			36		
7	45			48			36		
8	44			45			48		
Total	372	14.25		363	13.95		354	13.64	

Fall 2016				Fall 2017			Fall 2018		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	39	1.97	20	39	1.97	20	39	1.97	20
2	39	1.95	20	39	1.95	20	39	1.95	20
3	38	1.28	30	38	1.28	30	38	1.28	30
4	38	1.27	30	38	1.27	30	38	1.27	30
5	38	1.27	30	37	1.25	30	37	1.25	30
MS	108	3.48	31	108	3.48	31	107	3.45	31
6	36			36			35		
7	36			36			36		
8	36			36			36		
Total	341	13.22		340	13.20		339	13.17	

Fall 2019				Fall 2020			Fall 2021		
Grade	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size	Total Enrollment	Number of Classrooms @ Hillcrest	Average Class Size
K	40	2.00	20	40	2.00	20	40	2.00	20
1	39	1.97	20	39	1.97	20	39	1.97	20
2	39	1.95	20	39	1.95	20	39	1.95	20
3	38	1.28	30	38	1.28	30	38	1.28	30
4	38	1.27	30	38	1.27	30	38	1.27	30
5	37	1.25	30	37	1.25	30	37	1.25	30
MS	106	3.42	31	105	3.39	31	105	3.39	31
6	35			35			35		
7	35			35			35		
8	36			35			35		
Total	338	13.14		337	13.11		337	13.11	

- Teacher contract limits state the following class-size maximums under CSR: 20 students in grades K-3, and 31 in grades 4-6. Limits are expressed less simply for grades 7 and 8, as it is assumed by the OEA/OUSD agreement that the format for secondary school education is different from that of primary school. (In essence, primary school students have one teacher for all subject matters whereas students in grades above 6 are more likely to have “periods” in which they pursue specialized areas of study with different teachers.) Therefore, teacher contract limits for grades 7 and 8 are expressed in the OEA/OUSD agreement in terms of the maximum “pupil contact” per period by different subjects. The upper limit for English, for instance, is 32 students at one time; but the upper limit for lab science is 31, and for fine arts, 30.
- For approximately ten years up until 2005-2006, Hillcrest operated with two half-day K classes sharing space in one classroom. In order to meet a state-mandated full-day K requirement, in 2006 an existing classroom on the campus was designated as a second K classroom.
- In 2006-2007, Hillcrest operated with two K classrooms, two first grade classrooms, two second grade classrooms, two third grade classrooms, one fourth grade, one fifth grade, and two combination classes of sixth, seventh, and eighth graders. Planned attrition, without any fill-in enrollment in grades 1-3, is a necessity in achieving a manageable class size for fourth and fifth grades.
- In order to meet the demand for classroom space created by overenrollment of kindergarteners in 2007-2008, a third kindergarten classroom was created by overhauling an existing portable on the campus. This classroom is substantially smaller than any other Hillcrest classroom and does not meet the size requirements for any K-9 grade as stated by the CCR and the CSR. (It is also inadequate by other measurements, such as self-contained restrooms and wet area.) The kindergarten classroom is actually utilized as a K/1 classroom, with 11 kindergarteners and 9 first graders.
- In 2008-2009, it is assumed that the existing science lab will have to be converted to a classroom to accommodate the growing middle school. This will allow for three separate middle school classes rather than two combined-grade classes. With the move to three classes, some spaces might be available for fill-in in the eighth grade to maximize school utilization.
- In 2008-2009, Hillcrest’s principal and staff will be tasked with designing combination classes to accommodate oversubscribed first, second, and fifth grades. The school will, overall, be substantially over the maximum optimal student population as measured by a student to square-foot ratio. The undersized portable currently serving as a K-1 class will not revert to a multipurpose enrichment space, but will have to serve as classroom for a grade or grades higher than K.
- By fall 2011, the school population will exceed the number of students that can be accommodated in any configuration in the existing 14 classrooms.

4. *Findings of the Supply Issues Subcommittee*

Finding S1: The maximum total number of students at Hillcrest should not exceed 310, plus or minus five percent. This is the maximum number of students that can be accommodated within the 14 classrooms provided by the existing building configuration, taking into account the

minimum square footage requirement per student as expressed by CCR, Title 5 (footnote each Section 14030(2)(a). It is noted that the current total population is already in excess of this ideal value and that if nothing is changed other than to limit the size of the incoming kindergarten class this value could be exceeded significantly. For example, if the incoming K were limited to 40 and if the attrition seen last year continued (1.3% for grades K-4 and 6.9% for grade 5) the school size would peak at 373 in Fall 2013.

Finding S2: Estimates for attrition in grades K-4 range from 1.3% (value based on the most recent year) to 4.8% (value based on all historical data). Estimates for attrition in grade 5 range from 6.9% (value based on the most recent year) to 20.7% (value based on historical data). Attrition in grades 6 and 7 were assumed to be zero, though historically actual attrition in grades 6 and 7 have closely mirrored attrition in grades K-4. These estimates will, naturally, vary over time

Finding S3: Should the attrition estimates expressed above prove substantially understated, the committee offers the following recommendations for allowing entry of children to the school after kindergarten:

- Create and maintain a waiting list or “second-chance” enrollment program for families within the attendance area whose children were not originally admitted to Hillcrest when applying for K spots or who have moved into the attendance area after kindergarten.
- Create a systematic alert to the OUSD announcing available spots within grades higher than K that might be filled with students wishing to transfer from OUSD Program Improvement schools.

5. Recommendations of the Supply Issues Subcommittee

- **Recommendation S1: Kindergarten Enrollment** – In order to have even a chance of maintaining a steady-state school population not exceeding 310 students, the maximum enrollment for kindergarten each year should be capped at 40 or fewer students. It is noted that even this cap will not guarantee that the school population will remain within this limit - in fact if attrition were the same in future as it was last year the school size would reach 373 by 2013.
- **Recommendation S2: Long Term Planning** - The School Site Council or another body (potentially the LRPC, if it becomes institutionalized) should rerun the Hillcrest Enrollment Projection model each spring following the enrollment period for the coming fall to facilitate ongoing short- and long-range planning.

References/Appendices

Need full citations, urls, etc.

- California Code of Regulations - Title 5 (www.cde.ca.gov/ls/fa/sf/title5regs.asp)

Section 14030(g)(1)(A) - 30 sq. ft per student grades 1 - 12

Section 14030(2)(A) - 1350 sq. ft per student grades K based on 20 students in a class

California Department of Education, School Facility Recommendations for Class Size Reduction (www.cde.ca.gov/ls/cs/k3/recommend.asp?)

Encl: Title Five Summary for Elementary Schools
School Facilities Planning Division - County Assignments

Title 5 Summary for Elementary Schools*

Grade	Required Area	Other Considerations	Title 5 Reference
Kindergarten	1,350 Square Feet Area includes restrooms, storage, and preparation and wet and dry areas.	Designed to allow easy supervision of classroom and play areas Toilets within complex	14030(g)(2)(A) ; 14030(g)(2)(B); and 14030(g)(2)(A)
Grades 1-6.	960 Square Feet.	Some classroom should be easily alterable in size and shape. Conduit/cabling and outlets are available for technology.	14030(g)(1)(A); 14030(g)(1)(3) ; and 14030(g)(1)(4)
Special Education	Equal to a standard classroom at the site and appropriate to serve the needs of the students assigned to the classroom.	Distributed throughout the campus	14030(g)(3)(D); and 14030(g)(3)(F)

*The above summary should be used for reference only. Please refer to Title 5 to ensure compliance with all regulations. A copy of Title 5 may be requested by calling the School Facilities Planning Division consultant assigned to your county or on the School Facilities Planning Division Web site: www.cde.ca.gov/ls/fa/index.asp

Section 14030(2)(G) - Restrooms must be self-contained within the kindergarten classroom

Title 5 - UBC Section 805: (www.cde.ca.gov/ls/fa/sf/toiletrequire.asp)

Grades 1-8

Male Students: 1 urinal / 30 students & 1/toilet / 100 students

Female Students: 1 toilet / 35 students

K-12 Toilet Requirement Summary

Prior to 1994

Code Reference UBC Section 805

Grade/Staff	Male	Female
Kindergarten	No reference	No reference
Elementary	1 urinal per 30 1 toilet per 100	1 toilet per 35
Secondary	1 urinal per 30 1 toilet per 100	1 toilet per 45
Staff	No reference	No reference

After 1994

Grade/Staff	Male	Female
Kindergarten (toilets to be within kindergarten complex)	1 toilet serves 1-20 2 toilets serve 21-50 over 50, add 1 toilet for every 50	same as for boys

Elementary	1 urinal per 75 1 toilet per 30	1 toilet per 25
Secondary	1 urinal per 35 1 toilet per 40	1 toilet per 30
Staff	1 toilet serves 1-15 2 toilets serve 16-35 3 toilets serve 36-55 over 55, add 1 toilet for every 40 men provide 1 urinal	1 toilet serves 1-15 2 toilets serve 16-35 3 toilets serve 36-55 over 55, add 1 toilet for every 40 women

Please be aware these are minimum requirements; more fixtures or toilet rooms may be required to adequately serve students and staff in some facility layouts.

Toilets are to be provided based on the population of each gender at each school site. As new facilities (with additional students and staff) are added, including portables, additional toilet facilities should be added to meet building code requirements.

Acreage standards- Small School Site Guidelines, (www.cde.ca.gov/ls/fa/sf/smallschoolsite.asp)

1. Density maximums of the Small School Site Policy

Master plan capacity shall not exceed the maximum number of students as determined on the worksheet. The maximum number of students per acre based is noted below.

Number of Students Per Acre

School Type	Single Track	Multi-track Year-Round Education (Four-Track)
High School	150	185
Middle School (06-08 or 07-08)	150	185

School Type	Single Track	Multi-track Year-Round Education (Four-Track)
Elementary School (K-05)	185	230
Span School K-08	175	215
Span School 07-12	150	185
Span School K-12	165	205

DRAFT

V-C. Results of the Best Practices Subcommittee

1. Scope of Assignment

The Best Practices Subcommittee was charged by the LRPC with examining other districts' approach to communication, managing enrollment, and education quality when demand exceeds supply at any particular school. Specifically, this subcommittee was asked to look at and report on how other districts have handled communications to incoming K families about enrollment processes and the possibility that they may be diverted to other schools. It was also asked to look at how schools have managed enrollment issues at impacted schools. The group also was asked to examine and report on best practices for learning environments in K-8 schools.

2. Methodology

The Best Practices Subcommittee investigated a number of solutions adopted by other school systems faced with a situation similar to Hillcrest and other nearby hills schools. We surveyed both larger and smaller school districts within and outside of California. We spoke directly with school representatives, administrators, and parents. Ultimately, the subcommittee investigated the following approaches to dealing with overenrolled schools: Redirection/Diversion; Redrawing Boundary Lines of Attendance Area; Multi-Track Year Round Schooling; Increased Hillcrest Physical Capacity Off-Site.

The subcommittee discussed ways that other districts have communicated limited enrollment capacity to potential incoming kindergarten families and how redirection was accomplished. LRPC members conducted research on the Internet and conducted interviews and conversations with relevant OUSD administrators regarding how other school districts allocate space. Information on the following district policies and communications are included below: Oakland approach (enrollment and redirection information currently provided by OUSD (policies of OUSD)); San Ramon Valley Unified School District; Clarkston School District; San Jose School District; Irvine School District; Alameda Unified School District.

3. Data and Analysis

a. Approaches to dealing with overenrolled schools

There are three basic approaches for addressing excess demand in school districts. These are redirection/diversion, redrawing boundary lines of attendance areas, and adoption of a year-round schedule. The particular approach adopted in any given situation appears to be based on the local situation.

(1) Redirection/Diversion

The most common approach seen during web research is adoption of space limits and redirection policies, consistent with the examples above. Some districts will maintain lists of

schools that are closed to intra-district transfers as well as lists of schools that may require redirection. The manner in which this is done is discussed in more detail in Section B, below.

(2) Redrawing boundary lines of attendance area

Most school districts include on their websites a copy of their policies and regulations. In virtually every one of these, there is a statement that the district will adjust the geographic areas of school attendance areas from time to time, and many say boundaries are continually under review. Where there is a long term/permanent increase in demand within a particular area of a district, this seems to be the most commonly utilized solution when there is capacity within other district schools.

Adjusting boundary lines brings its own controversy since it may change whether a group of houses remains in their current attendance area or is shifted to another one. In addition, the process needs to address whether siblings of students already in a school will be allowed to attend the school of their sibling even though the house may have been assigned to a new attendance area in order to keep families together.

In conducting its research, the Best Practices Subcommittee learned that OUSD will in fact be investigating boundary adjustments prior to the open enrollment period for the 2008-2009 school year. While the scope of the anticipated adjustments is not known to the LRPC, this seems like a reasonable opportunity to at least consider boundary adjustments for Hillcrest, given the past 3 years of overenrollment and the survey results showing that this trend will continue or increase. Redrawing the lines of the Hillcrest attendance area will clearly impact other schools in the North Oakland region. For example, if the Hillcrest attendance area is drawn smaller and the houses that are shifted out of the Hillcrest attendance area are shifted into Chabot, Kaiser, Montclair or Thornhill, that may affect those schools ability to accept intra-district transfers or place them in the situation of experiencing excess demand based on their newly defined attendance area. For this reason, redrawing the boundary lines of Hillcrest will necessarily need to consider the impact on nearby schools and may require redrawing the lines of those attendance areas to right size them as well. However, if schools that have been accepting intra-district transfers for the past several years would be the "receiving schools" for former Hillcrest houses, the impact and need to redraw lines for other attendance areas could be eliminated or minimized.

The LRPC did not have data on the recent experience of other nearby schools but understands that some of these have space available while others are completely filled with attendance area residents for every kindergarten class. Regardless of where the lines are drawn, it is important that any adjustments be well planned and take into account the needs and capacities of all the schools in the district. Considering the available space at nearby schools this appears a viable solution to the burgeoning enrollment at the hills schools.

(3) Multi-track year round schooling

The other option that is adopted to address school overcrowding is multi-track year round schooling. Multi-track year round schooling is a system in which students are assigned to

"tracks" with each track having a separate school attendance schedule. In a 3 track schedule, for example, the student population would be divided into thirds, with only two tracks actually attending school at any given time. A typical schedule would be 45-15 in which students are in school for 9 weeks and then have 3 weeks off. So, for example, Track 1 would attend for 9 weeks and then "track out." The idea that was analyzed was to consider phasing in a year-round schedule starting in 2008 or 2009 and with each subsequent year.

(i) Pros and cons of year round schooling

There is a great deal of literature on this topic. The web is populated with information from groups who strongly support or strongly oppose year round schools. These groups are selective in the information they advance in their cause. Below are some observations on the pros and cons that have been gleaned from the literature.

YRS has the potential to add capacity to an existing school. The biggest advantage that YRS offers is allowing a greater number of students to be served within the same physical space. The literature suggests, however, that it only has the potential to add space at schools of a certain minimum size. In other words, there need to be at least 5 classes per grade level for a school to be able to gain capacity. http://www.wcpss.net/year-round/capacity_gain.html. Hillcrest does not have 5 classes per grade. The physical space currently includes 12 classrooms plus an art room and science lab that this report propose to be converted to classroom space. At 12 classrooms, it may be a significant challenge (if not impossible) to develop an approach that would increase the capacity of Hillcrest. In addition, the YRS approach appears to be adopted more often where there is a lack of capacity in the district. Because OUSD has experience with year round school schedules, the LRPC hopes that the district could conduct an analysis to see if YRS could in fact be configured to increase Hillcrest capacity and to conduct further analysis of feasibility if it could increase capacity.

Academic case for YRS. The academic argument for YRS rests on the "summer slump" which states that many students lose ground during the summer, requiring additional review at the beginning of each school year. YRS supporters suggest that this is particularly important for low achieving students. On the other hand, some argue that the start and stop effect of YRS with short periods of instruction works in the opposite manner. The evidence to support either position is not conclusive.

Costs. Interestingly, both supporters of YRS and supporters of traditional calendars cite cost-efficiency to support their viewpoints. The YRS supporters cite more efficient use of both space and labor. The traditional calendar supporters cite additional administrative and labor costs as well as the facility maintenance costs and inability to conduct longer term maintenance that is normally done during a summer break and now must be paid for as overtime.

Moving Classrooms. A common model of YRS is that classrooms, teachers and children, must move at the end of each period. This is argued by supporters of the traditional calendar as being disruptive, especially to younger children. This point in particular was highlighted by Hillcrest principal and one teacher who indicated their belief that 50% of teaching young

children is the classroom environment and that the structure of the room is extremely important to making these children feel safe to take risks in their learning.

Scheduling and Childcare. The year round model shifts the times of the year when students are not in school. This has both positive and negative aspects. On the positive side, it allows families to vacation outside the traditional summer period, which may reduce vacation costs or provide other advantages. On the negative side, there may be difficult in obtaining childcare during the 3-4 weeks that a child is off-track, particularly if other children in a family are on-track or on a traditional school calendar. Also, students may not be able to attend summer camps or participate in enrichment activities (like music, sports teams, etc.) that occur while they are off-track. At the elementary school level however, the latter could probably be worked around since sports teams are not as prevalent. In addition, creative childcare solutions could be developed.

Teacher Perspective. Some teachers indicate that they like the year round model while others do not. An implication of YRS is that teachers who require income earned during the summer would not longer be able to do so. Although we had an initial indication of concern from one teacher regarding this approach, the general perspective of the teachers as a group is not known at this time. It would be a significant concern to the LRPC if the majority of teachers would not support this option because Hillcrest is what it is because of the teachers we have.

(ii) Trying to apply a YRS schedule to a Hillcrest scenario

There was an analysis done by some members of the LRPC to see if a multi-track year round approach could work at Hillcrest. The following spreadsheet represents the initial work that was done but is not the only way that tracking could be accomplished.

Class	Track	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Total Days
K	A	20	20	20	off	20	20	20	Off	20	20	20	off	180
K	B	off	20	20	20	off	20	20	20	off	20	20	20	180
K/1 Split	C	20	off	20	20	20	off	20	20	20	off	20	20	180
1	D	20	20	off	20	20	20	off	20	20	20	off	20	180
1	E	off	20	20	20	off	20	20	20	off	20	20	20	180
	Tot. Pupils	60	80	80	80	60	80	80	80	60	80	80	80	

This example shows how use of YRS can allow 50 children in each of K and 1st grade use 4 classrooms year-round to achieve 180 days of education with class sizes of 20 children (and requiring one class to be a K/1 split). In general one can use a set of three classrooms to hold 4 classes, and utilization is most efficient when the available number of classrooms is a multiple of 3, in which case one can in principle accommodate 33% more attendees. However in a school like Hillcrest, it is not clear how one could smoothly move from the current massively front-loaded population (with around 150 children in the first 3 grades) to phase in a long-term

sustainable YRS. Moreover, Hillcrest does not have enough classrooms to have even 3 classes per grade.

This need for additional classrooms to support a YRS is consistent with the statements found that 5 classrooms per grade are generally required to see any meaningful increase in school capacity. However, the website http://www.wcpss.net/year-round/capacity_gain.html, which outlines Wake County's approach to YRS, shows some capacity gain, although very modest, if a school could provide 3 classes per grade. There may be more information available that indicates different configurations could increase capacity but these have not been found as yet and would need to be the subject of further exploration to see if YRS could provide a viable solution for Hillcrest.

If the district were to evaluate the possibility of initiating YRS at Hillcrest, it would have to investigate whether or not the capacity would indeed increase, whether any such increase would meet the demand, how classes would move throughout the school year, the nature of a phase-in schedule, and the political, logistical and legal implications of beginning a YRS program. It would also have to examine the attitudes of Hillcrest staff, faculty, administration, parents and community toward such an approach.

(4) Increased Hillcrest physical capacity off-site

Another option, that might forestall year-round schools, would be to use what appears to be underutilized space within OUSD buildings that are located close to Hillcrest. These could be used to split the Hillcrest campus if they were available. The Far West campus may be one example.

a. Communications and space allocation/redirection policies

Many school districts locally and nationwide have redirection policies as a way to manage overenrollment at a given school or set of schools. Therefore, it is helpful to understand how they communicate to families that space may not be available at a particular school and also decide what happens when space is not available. The subcommittee discussed with the LRPC what the current OUSD approach to communication and space allocation/redirection policies are and the entire LRPC discussed this issue with district staff when they came to a LRPC meeting in August. In addition, telephone conversations and email correspondence occurred regarding the OUSD's current policies on redirection.

(1) Information currently provided by and policies of OUSD

Currently, interested parents can obtain information on the enrollment process by calling an OUSD school, calling the OUSD assignment office, visiting the OUSD website, visiting the websites of individual schools, or by attending the annual Enrollment Options fair. Prior to the institution of the open enrollment options program, our principal explained that enrollment was handled at the school level, rather than the district level and the school had the ability to limit enrollment directly when a particular grade was oversubscribed.

The OUSD website has specific information on enrollment priorities. <http://enroll.ousd.k12.ca.us/>. It speaks to several issues including the following:

How will assignments be determined?

If schools have space, everyone who applies attends that school.

If there are more applicants than spaces, a priority system will determine admissions (see below):

First priority - *Neighborhood (students who live in the neighborhood boundary of a school; see mapstacker.ousd.k12.ca.us for your neighborhood school).*

Second priority - *Sibling (students who have an older sibling living at the same address who is already attending the applicant's first choice school and will be continuing at that school in the Fall of 2006).*

Third priority - *Program Improvement neighborhood (students who live in a neighborhood where the local school[s] is[are] Program Improvement school[s]).*

Fourth priority - *Open lottery.*

Parents can determine what their neighborhood school is through the School Finder tool on the website. However, that tool provides no indication that any particular school may be overenrolled and there is no listing on the website with respect to the options program of which schools are not open to transfers. The policy above is predicated on the assumption that there is always space at a school to accommodate all students within a particular attendance area. This message was also evident in the December 2006 letter from State Administrator Kimberly Statham to parents and caregivers, in which she stated: "Families will continue to have first priority to attend their neighborhood schools. Students who want to attend a non-neighborhood school where a sibling is already enrolled will have second priority. After that, students who live in a neighborhood where all options are 'program improvement' schools will be given priority. After these priorities, a lottery will be held for remaining spots." The letter did not specify a policy for students who live in an attendance area where the demand for school enrollment exceeds the supply of available spaces.

The LRPC was informed by OUSD staff that as a matter of practice, when a school is overenrolled, OUSD attempts to divert to the next closest school that has space available, taking into account that school's attendance-area enrollment. This statement is consistent with the approach that OUSD took in redirecting students who were not originally allotted space at Hillcrest for 2007-2008; these prospective students were redirected, in two groups, to either Chabot or Kaiser Elementary. As discussed below, other districts take a similar approach to that OUSD has implemented in practice but have included this more explicitly in their written materials and on their websites.

The OUSD website also indicates the following:

Seats will be saved during the initial application window for families moving into the neighborhood of a school after the initial Options process. Families will also be able to select from seats that remain available in schools outside of their neighborhood on a space available basis (taking into account that some seats are reserved for neighborhood applicants).

For Hillcrest, this practice has understandably not been followed for the past several years because the demand during the enrollment period was greater than the space available at the school.

In the explanation of the options program, OUSD's website also states the following:

Learn about your Options.

- *Read the descriptions of the [Elementary School Options](#) to learn about all of the elementary school programs that Oakland has to offer (a brochure with a map will be available in January of 2007).*
- *Attend the Oakland School Options Fair on January 11, 2007 anytime between 9a.m. and 8p.m. at the Oakland Marriott City Center (1001 Broadway).*
- *Attend the Elementary School Open Houses at the schools you are interested in selecting (contact the schools directly for times, dates, and locations).*

When one clicks on the "Elementary School Options" link, the reader is directed to a listing of all schools in the district, with a description of each. This part of the website does not indicate whether a school is closed to transfers or subject to potential redirection due to overenrollment.

While OUSD's enrollment options overview form (<http://enroll.ousd.k12.ca.us/forms/Overview%20options%2012.12.06.pdf>), does not indicate that there are schools within the district for which even neighborhood students may not be admitted, the enrollment application form does contain the following statement: "Students may not be assigned to any of the schools selected due to limited space availability." http://enroll.ousd.k12.ca.us/forms/Universal%20Options%20application%202007-2008%20HLS%20altered%20_12.8.06_.pdf. It further requires the parent to sign a statement that includes the following statement: "I also understand that this is only an application and that my student may or may not be assigned to one of my selected schools."

(2) Analysis of other districts' approaches

School districts use a variety of means to communicate their admission and redirection policies in the situation of overenrolled schools. Based on the internet research conducted by the subcommittee and other members of the LRPC, the situation of overenrollment and redirection of students at schools within a given district arises often and is most frequently addressed through lottery and redirection of students to nearby schools. A variety of methods are used, including lotteries and "first come, first served" policies requiring standing in line. The most prevalent approach is the use of a lottery in one form or another. The use of lotteries to address

demand issues in US schools is widespread. Web searches on the topic produce thousands of hits, which tend to be newspaper articles about the pros, cons, and outcomes of lotteries. There is limited information of a scholarly nature available on the topic. Some observations from the web search are as follows:

- **Lotteries Can Be Contentious.** Because they are random, it is not surprising that use of lotteries to determine which students are admitted to the school in their attendance area versus redirected to another school in a district is often quite contentious and leads to frequent assertions that the process was not fair or that one student or another was admitted to the school “outside” the lottery process.
- **Efforts to Improve Transparency.** Because of the prior point, some schools have abandoned sophisticated computer based systems in favor of highly transparent processes such as pulling utility bills from a hat, and in some cases, having the incoming families conduct the lottery themselves.
- **Redirection/Diversion Policies/** Several calls to local districts that use lotteries emphasized the need for very clear policies on the nature of the lottery and the diversion policy. The most common diversion policy is to give diverted families priority at the next geographically closest school.

(i) San Ramon Valley School District

With respect to communication and space allocation, one school district that was cited to the subcommittee as having a clear enrollment policy that helps address parent expectations of guaranteed enrollment in neighborhood schools is that of the San Ramon Valley (SRV) Unified School District. Specifically, the SRV documents are very clear that ***redirection may occur*** and establish a clear policy regarding the priorities for students who are diverted from their neighborhood school. The SRV policy states:

Assignment of students to schools is conducted according to Board of Education established attendance boundaries, which have incorporated available classroom space and long-range planning needs of the District.

Students who are residents of the District shall be enrolled according to a prioritized sequence subject to the availability of space in the schools.

The parents or guardians of each school-age child who is a resident in the district may select the school the child shall attend, irrespective of the particular location of the parents' or guardians' residence within the district, subject to the following priorities:

Priority A - Students who reside within the attendance area of a district school.

Priority B - Students who are diverted to other than resident schools.

Priority C - Students for whom changes in school assignment are requested through the intradistrict transfer process.

Definitions:

Resident School The school, which a student would attend, based on his/her home address and the established district boundaries in the attendance area directory.

Diversion The procedure for assigning students to schools other than their resident school due to lack of space in their grade level.

School of Attendance The school in which a student is presently enrolled.

Intradistrict Transfer Transfer from resident school to another school within the SRVUSD boundaries.

The above policy clearly puts families on notice that diversion to other schools and gives those students priority over requests for intradistrict transfer requests. In addition, the SRV District includes the following policy that applies when a family moves out of the attendance area but remains within the district.

Students Moving to Another Attendance Area Within the District

*Students who move to another attendance area within the district during the school year may remain at their current school of attendance for the remainder of the school year. Should they desire to remain at that school in succeeding years **they must do so by the intradistrict transfer procedure on a space available basis**. This is different than what Hillcrest has experienced; after moving kids have stayed in the school, if they've wanted to.*

In addition, the materials distributed to incoming families by the SRV District regarding enrollment are clear that diversion may occur.

(ii) Clarkston School District

Another example of an enrollment diversion policy is the following in which students are actually transferred out of a school to bring class sizes back down when an overenrollment situation has occurred. This is the policy of the Clarkston School District in Washington.

<http://www.csdk12.org/BoardPolicies/Content/3000-Students.pdf>

DISTRICT ATTENDANCE AREAS

The board of directors shall annually review the geographic attendance areas designated for each building in the district. As population and enrollment shifts within the district, changes in attendance areas or transfer of students may become necessary. By mid-May of each school year, the next year's estimated enrollment should be forecast for each attendance area. Students shall attend the school designated for their respective residential areas unless individual requests for transfers have been approved according to Policy 3131.

In those cases where estimated enrollments substantially exceed class size guidelines, student transfers shall be proposed in order to operate an effective and efficient educational program during the following year. The following factors shall be considered when the district develops attendance area boundaries and considers student transfers:

- A. Minimizing disruption of students' established learning programs.*
- B. Maintaining established neighborhood groupings.*
- C. Keeping siblings in the same elementary school.*

- D. Maintaining relationship with a middle school and/or high school attendance area.*
- E. Adjusting class loads to available space.*
- F. Coordinating transportation routes with attendance areas.*

Prior to the implementation of any planned transfer of students, parents of students involved in such planned transfer shall be invited to a meeting at which the planned change shall be explained and discussed. An orientation to the new school shall be arranged for transferred students. The district reserves the right to base final decisions on the needs of all schools in the district. When fall enrollments in an attendance area substantially exceed class size guidelines, students may be required to attend a school in another attendance area.

(iii) San Jose Unified School District

The San Jose Unified School District (SJUSD) website also contains explicit information on how decisions are made as to which students are redirected to other schools in the district when an overenrollment situation occurs. <http://www.sjUSD.org/school/district/info/C215>. It states in pertinent part:

Students will be redirected to their other-than-first-choice-school on a random basis by a computer. Students who are redirected will be placed on a wait list for their first-choice school. This wait list will also be produced by a computer random process. These names will be added below those already on the wait list. After the Initial Enrollment Process, students will be enrolled or wait listed on a space-available, first-come, first-served basis.

...

Elementary Wait List: *When space is not available at the attendance boundary school the student is placed on the wait list for that school. Parents will be notified once space becomes available for the student to be transferred to the attendance boundary school. A student must be enrolled in San Jose Unified School District in order to be placed on a wait list.*

(iv) Irvine Unified School District

The Irvine Unified School District (IUSD) maintains a list of "closed schools" on its website and states clearly that 5% of school capacity is reserved for students who may move into an attendance area during a school year or to accommodate redirection from Irvine schools that are overenrolled. Students at overenrolled schools are transferred to other district schools. <http://www.iUSD.org/enrollment/EnrollmentRestrictions-0708.html>. This website also designates "referral schools" which apparently indicate to parents seeking enrollment for their children the school to which a student would be redirected if their attendance boundary school is overenrolled.

(v) Alameda Unified School District

The closest (geographic) example of a school district also dealing with overenrollment issues at certain of its schools is the Alameda Unified School District. Unlike other districts that have historically used a lottery type of approach to allocating a limited school facility resource, the Alameda district has operated on a "first come, first served" basis. Under this approach, which remains in effect in Alameda at the time of publication of the LRPC report, parents return enrollment packets to their neighborhood school on a 'First Come, First Served' basis on the first day announced for submitting enrollment packets. Under this current process, siblings have seventh priority for enrolling students. Alameda has noted that as a result of this policy, some parents may spend a long time standing in line in order to be among the first to enroll their children at their neighborhood school. The wait times have anecdotally been reported to be several days, with parents camped out in front of their neighborhood school to obtain admission for their child. Some Alameda schools are very sought after and do not have enough capacity to serve all children within the attendance boundary, much like Hillcrest. Recognizing the potential for inequities that the current policy creates, the Alameda district has now proposed a new enrollment approach to address schools that cannot accommodate all neighborhood children. The proposed policy is:

*Each year during the month of January, a two-week initial enrollment period (Kindergarten Round-Up) will be held. If after the initial two week period there are more students than available spaces, first enrollment priority will be given to siblings of currently enrolled students living in the zone of attendance that have returned a completed application within the two week period. The remaining students will be assigned enrollment priority numbers through a random drawing. These students will then be enrolled until all spaces are filled. The remaining students will also be provisionally enrolled, and given a notice that they may be placed at a different school. Depending on how many students a school is over capacity, the district may open an additional class at the school, or divert these students to neighboring schools. This reassignment may take place at any time between May 1st and the 20th day of the new school year. **Note: Any random drawing would only include residents of the neighborhood school.***

AUSD further offers the following clear guidelines as proposed enrollment priorities:

Proposed student enrollment priorities

The district has a policy and practice of promoting neighborhood schools. It plans to use nine priority criteria when making decisions about when students may be enrolled in a particular school:

- (1) Children living within the attendance boundaries of a particular school.*
- (2) Students moved involuntarily from an over-capacity school.*
- (3) Siblings of students already attending a specific school.*
- (4) Fourth priority is given to parents at Title I schools in program improvement who wish to transfer their students to a higher performing school.*
- (5) Students who are victims of violent crimes or whose neighborhood school is designated as "persistently dangerous." (No AUSD schools are designated as "persistently dangerous." Ed. Code requires this statement.)*
- (6) Students approved under the district's open enrollment program (based on space available).*

- (7) *Children of district employees living outside of Alameda.*
(8) *Children of people living outside of Alameda who are employed within the City of Alameda.*
(9) *Students requesting transfers into AUSD from other school districts.*

http://www.alameda.k12.ca.us/education/components/whatsnew/default.php?sectiondetailid=22800&sc_id=1189872462

4. and 5. Findings and Recommendations

Because the Best Practices Subcommittee was focused on the solutions around both communication and addressing overenrollment concerns, it did not have separate findings and recommendations from those of the LRPC as a whole.