

Jenner/Ogden Community Steering Committee

*Analysis of Options and
Recommendations for
The Jenner Academy of the Arts and
The Ogden International School*

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EXECUTIVE SUMMARY

NextLevelNPO, LLC (NextLevel) was hired by the Jenner/Ogden Community Steering Committee on behalf of LISC (Local Initiatives Support Corporation) on June 15, 2016 to explore options to solve for the Request for Quotation's (RFQ) hypothesized overcrowding (defined as a school operating at 120% of capacity or more vs. over-enrolled, which is a school operating at more than 100% of capacity, but not "overcrowded") at the Ogden International School and under-enrollment (known as "underutilized" by CPS) at Jenner Academy of the Arts. The LISC RFQ also provided for the fulfillment/attainment of the following goals in support of the above stated objective:

- 1) *"Assess the feasibility of a merger between two CPS schools, Ogden International School and Jenner Academy of the Arts, to a) address their issues of overcrowding and under-enrollment (known as "underutilized" by CPS), respectively; and b) explore the corollary benefit to Chicago of combining two ethnically and socioeconomically different schools.*
- 2) *Examine the constituencies of each school, determining the level of partnership and neighborhood-strengthening that might be effectuated, as well as establishing and incorporating the residential growth predictions for each school boundary zone.*
- 3) *Develop and execute a communications and community engagement plan.*
- 4) *Facilitate the community engagement and inclusion that accompanies a process like this, with the goal of incorporating and reconciling as many perspectives as possible.*
- 5) *Project manage the entire process, including the information flow among and actions of a group of volunteer stakeholders, including both Local School Councils, parent volunteers, faith leaders, and other advocates."*

NextLevel led a data and research driven process that included significant input from parents and community members of both the Jenner and Ogden communities, data from CPS, CHA and the City of Chicago, as well as information and academic research and support from a broad group of credible sources. Based on these inputs, NextLevel performed an analysis to confirm the assumptions of the project and to evaluate and present options to address the challenges faced by both Ogden and Jenner.

The principal findings of NextLevel's community engagement effort and quantitative analysis are as follows:

NextLevel's analysis of projected enrollment at both schools confirms estimated sustained under-enrollment at Jenner (defined as under 80% capacity per CPS), despite neighborhood real estate development and assuming no substantive changes to the school enrollment rate over the next five years. Similar analysis, however, does not support the hypothesis that Ogden East will be overcrowded, as defined by CPS (a facility operating in excess of 120% capacity), in any of the next five years. However, Ogden East is likely to be over-enrolled (exceeds 100% of capacity but is still under the CPS definition of overcrowded, at 120%) for the entirety of this period.

As part of its process, NextLevel garnered community input and feedback through a robust series of interviews, community meetings, canvassing and outreach via social media outlets. These communications, along with NextLevel's analysis, informed a list of options considered to solve for the aforementioned hypotheses. These options included:

- Create a "mutually supported merger" between the two schools
 - NextLevel defines a "mutually supported merger" as a school action resulting in a partnership between the two schools where both schools have an equal voice and which results in one cohesive entity. This is not a school action where one school is absorbed by another. This "mutually supported merger" relies upon a number of important factors that must be considered when entering into such an arrangement to increase the likelihood of success
- Further invest in Jenner's effort to strengthen its Magnet Cluster school curriculum and community outreach efforts to build its student body
- Actively and intentionally begin an address audit to ensure Ogden attendees in fact have primary residences inside the Ogden boundaries
- Redraw the boundaries around Ogden to relieve enrollment pressure on Ogden and/or around Jenner to increase its enrollment
- Add on to the existing Ogden building structure
- Maintain the status quo for both schools

Based on analyzing quantitative, qualitative and academic research, NextLevel has concluded that the "mutually supported merger" best supports the objectives of this project and the Jenner and Ogden students/schools.

Support for this conclusion include:

- Community feedback: there is general support in both the Jenner and Ogden community for a "merger" with the stipulation that certain conditions are met should this option be pursued ("Mutually Supported Merger")
- Research: research shows that a thoughtful and intentional combining of the schools resulting in a more broadly racially and socioeconomically diverse student body, leads to improved academic achievement as well as cognitive and non-cognitive development for all students
- Resolves Jenner underutilization: Jenner has been at risk of closure for several years due to severe underutilization. Merging the schools ensures that this neighborhood school remains a viable option for children in the Jenner neighborhood and leverages the underutilized Jenner facility
- Education: Provides Jenner students with access to the International Baccalaureate Programme
- Resolves potential Ogden East over-enrollment: While Ogden is not "overcrowded" by CPS standards, conversion of specialty rooms to accommodate a growing student body has created concerns within the Ogden community; the mutually supported merger arrangement would relieve crowding at Ogden and could allow for use of these spaces as originally intended

The report that follows will substantiate these conclusions.

PROJECT INTRODUCTION

The objective of this project, according to the RFQ provided by LISC (Local Initiatives Support Corporation) on behalf of the Jenner/Ogden Community Steering Committee, a group comprised of Ogden and Jenner parents, community members and faith leaders (see Appendix for list of members), was “to explore options for overcrowded or under-enrolled urban schools, through the lens of a potential merger between the Ogden International School of Chicago and the Jenner Academy for the Arts”. The RFQ also include goals for the project as stated above in the Executive Summary.

NextLevel proposed an evaluation, conducted with rigorous research and analysis, including broad community input, of the challenges facing Ogden Elementary School due to overcrowding and the concerns facing the Jenner Academy of the Arts due to under-enrollment. This approach allowed NextLevel to create a context within which to objectively assess the feasibility of options to address the enrollment concerns at each school. Additionally, NextLevel examined considerations that emerged from community engagement activities or as a result of NextLevel’s research into possible solutions. A critical component of the project was to engage stakeholders, including parents, community members and teachers and staff, and to promote transparency and objectivity within the process.

NextLevel reported directly to the Jenner/Ogden Community Steering Committee providing an update memorandum on a weekly basis and meeting in person with the Steering Committee on a bi-weekly basis. The Steering Committee provided project oversight and served as advisors to NextLevel. The Steering Committee is the group who will assess NextLevel’s recommendation regarding the solution to Ogden’s and Jenner’s respective enrollment issues will make decisions about what and how communications are brought to the public, and will decide what final recommendation will be presented to CPS. In addition to the Steering Committee, a similarly composed group of individuals formed the Advisory Group (see Appendix for list of members). This community based group served as an additional resource to NextLevel and was apprised by the Steering Committee of all the progress of the project on a regular basis.

APPROVED PROJECT PLAN

NextLevelINPO, LLC (NextLevel) was hired by LISC (Local Initiatives Support Corporation) on behalf of the Steering Committee through an RFQ process driven by LISC and some of the community members who were part of the Steering Committee. The original NextLevel project proposal is below:



Work Plan Phase I: Merger Feasibility Assessment (weeks 1-15)

GOALS	▪ Develop a thorough understanding of the challenges facing Ogden Elementary School due to overcrowding and the concerns facing the Jenner Academy of the Arts due to under enrollment ▪ Create context in which to objectively evaluate strategic merger as presented by parent groups, principals, other stakeholders, between the Ogden Elementary School and Jenner Elementary Academy of the Arts ▪ Develop additional strategic options as appropriate ▪ Develop and document transparent process; engage stakeholders in assessment process
ACTIVITIES	▪ Interview principals, representative teachers, students (as appropriate), Aldermen, CPS staff, the Steering Committee, LSC members, community leaders, funders and other stakeholders to gain thorough understanding of current situation, potential solutions, required outcomes and expectations ▪ Conduct focus groups with parents from Ogden and Jenner to ensure input ▪ Utilize stakeholder input to develop overarching goals/criteria by which to evaluate a successful merger ▪ Review and incorporate work product from parent groups, other stakeholders and academic studies ▪ Conduct thorough data gathering for, and assessment of, and implications of merger related to: ▪ Financial ▪ Educational ▪ Health and Safety ▪ Operational ▪ Cultural ▪ CPS Metrics ▪ Structural ▪ Social ▪ Document quantified and qualified needs assessment of Ogden and Jenner ▪ Identify other strategic and operating options for Ogden that emerge through fact gathering process as appropriate and analyze implications ▪ Align merger option with short and long term needs of the schools ▪ Identify potential advocates for/challengers of merger option: community based, elected leaders, school affiliated, CPS and others ▪ Identify and incorporate CPS transition markers ▪ Lead communications efforts and periodic project updates with key CPS partners ▪ Communicate with or assist in developing community and/or media communications as needed
DELIVERABLES	▪ Complete fact-based needs assessment for Ogden and Jenner ▪ Comprehensive assessment of current/potential future challenges from all stakeholders ▪ Agreed upon set of goals/outcomes for merger of school(s), students and the broader community ▪ Identification of operational, financial, political, educational, social implications and success factors for merger ▪ Complete Merger Assessment Report to Steering Committee and other stakeholders as appropriate ▪ Progress communications to CPS partners ▪ Report outlining recommendation(s) to CPS

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APPROACH

NextLevel's process included four key elements:

- 1) Identifying key stakeholders and executing a community engagement plan
 - a. Listening to Parent and Community Member voices
 - b. Communicating with community stakeholders
 - c. Providing feedback to CPS leadership
- 2) Collecting Data and Research
- 3) Conducting Analysis related to Project Premise
- 4) Identifying and Evaluating Options based on Analysis

Each of these steps is fully explored in this report, with final recommendations following.

STAKEHOLDERS AND COMMUNITY MEMBERS

NextLevel communicated with all of the groups/individuals identified below during the course of the project's data gathering and assessment phases of the project. Some conversations continued during the analysis phase as they were supportive of continued data gathering and clarification. NextLevel typically met with individuals in person, but in addition to in person meetings, NextLevel also canvassed, conducted surveys, provided website email access, had phone conversations, attended LSC meetings and hosted web based meetings.

Individuals met:

- Steering Committee Members
- Advisory Group
- Alderman
- Jenner parents
- Ogden parents
- Former Ogden parents
- Prospective Ogden and Jenner parents
- Ogden teachers
- Jenner teachers
- Ogden community members
- Jenner community members (recent and long term)
- CHA Employees
- City Planning Department
- CPS Leadership
- CPS Educators
- CPS Data Analysts
- Former Cabrini Green CPD police officers
- Jenner students (informally)
- The Century Foundation leading researcher (Kahlenberg)
- University of Chicago researchers
- WBEZ Education Reporter
- Other researchers
- Legal Assistance Foundation attorney representing Cabrini Green Advisory Council
- Jenner and Ogden neighborhood real estate developers

Community Engagement

The total number of individuals with whom NextLevel communicated exceeds 260. This number includes all of the individuals noted above as well as those reached via the NextLevel survey. The breakdown of those specific to the Jenner and Ogden communities are shown below in Table 1:

Table 1: Total Parents/Community Members Participating in Conversation

% of Parents/Community Members Participation Relative to Projected School Enrollment (K - 8)		
	<u>Total</u>	<u>% Projected Student 2016/17 Enrollment</u>
Jenner	60	26%
Ogden	154	13%

Although the percent of total participants (including parents and community members) was lower for Ogden, 1) the majority of parents, were parents of K-5 students and 2) Ogden had a higher percentage of parents (vs. community members) participating in the conversation than Jenner. Many of the Jenner participants were community members who currently send their children to another public school (but are long time neighborhood residents), are residents who prospectively would send their children to Jenner “under different circumstances” or residents who themselves attended or used to send their children to Jenner.

Jenner teachers participated in discussions in greater numbers than Ogden teachers (12 vs. 5 respectively).

RESEARCH

NextLevel sought out subject matter experts, academic research and data to inform this project in its efforts to evaluate the premise of the project as well as support any options, considerations and/or conditions and recommendations resulting from the analysis. The following is a list of the resources utilized for this research.

Academic Sources

- University of Chicago (various)
- National Coalition on School Diversity Research Briefs
- The Century Foundation (various)
- “A Smarter Charter”, Richard D. Kahlenberg and Halley Potter
- LaFollette School of Public Affairs at University of Wisconsin - Madison
- Loyola University New Orleans School of Law
- Poverty and Race Research Action Council
- University of Massachusetts Law Review
- Institute of Metropolitan Opportunity at Minnesota Law School

Data

- CPS Office of Accountability
- CPS Office of Business Optimization
- CPS Office of Research and Analytics
- CPS Data Portal
- CHA
- City of Chicago Department of Planning and Development
- City of Chicago Data Portal
- University of Chicago

Researchers Consulted

- Richard D. Kahlenberg, The Century Foundation
- University of Chicago, Urban Labs
- University of Chicago, Sarah Cashdollar, PhD Candidate

Case Studies

- Massachusetts METCO Urban-Suburban Transfer Program
- Connecticut (Hartford) Capitol Regional Education Council (CREC) Magnet Program
- Inter-district Integration Programs overview
- Wake County, North Carolina Integration Program
- Montgomery County Maryland Housing and School Integration

Other

- Various relevant articles (e.g. The New York Times and The Atlantic)

QUANTITATIVE ANALYSIS

NextLevel's objective was to conduct an independent analysis of the enrollment projections for Jenner and Ogden and to determine each school's current and projected space utilization and space use status. In addition, Next Level's task was to estimate the future enrollment of a combined schools if a merger is pursued and of each school under other scenarios that emerged through its discussion with key stakeholders, parents and community members.

NextLevel took the following into account in its analysis:

- Historical trends
- Current and Planned Development
 - CHA Revitalization Program
 - Developer input
 - Independent research
- Demographics
- Census data

- City of Chicago planning data
- CPS data
- Assumptions
 - Occupancy
 - Residency
 - Attendance

To examine whether or not the facilities of Ogden East and Jenner would be “overcrowded” or under-enrolled, respectively, over the next 5 years, NextLevel utilized historical data to calculate implied trends and growth rates and applied them to Ogden East’s (K-5) and Jenner’s (K-8) current school year’s projected enrollment (2016/17).

Next Level then applied a robust set of assumptions (see Tables 2 and 3) to evaluate various options and the impact of those options on facility configurations as will be discussed below. In evaluating options, growth of K-8 was calculated for both Ogden and Jenner on a standalone and combined basis (again, using 2016/17 projected enrollment data as the basis for these projections).

SCHOOL ATTENDANCE TRENDS

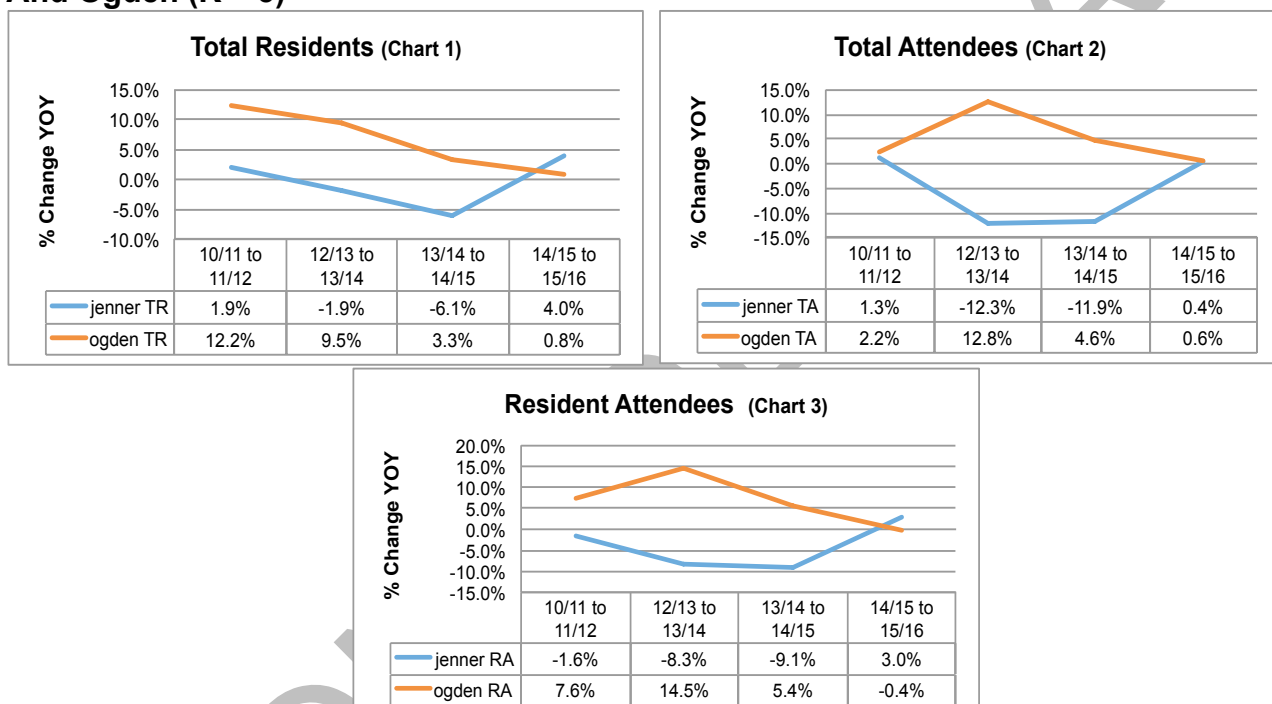
NextLevel first examined the historical year over year changes in populations impacting enrollment for each school, including Total Attendees, within boundary eligible residents attending and not attending, and students who attend but do not live within the school boundaries. CPS designates these groups as follows:

- Number of children who have chosen to attend public school and are eligible to attend Ogden East and Jenner within the schools’ respective boundaries (*Total Residents = TR*)
- Number of public school children who attend each school (*Total Attendees = TA*)
- Number of public school children who attend each school from within the boundaries (*Resident Attendees = RA*)
- Number of public school children who reside within the boundaries but do not attend the schools (and attend another school; *Resident Non-Attendees = RNA*)
- Number of public school children who reside outside the boundaries but attend each school (*Non-Resident Attendees = NRA*)

The following charts (charts 1-5) graph the year-over-year changes in the above noted populations by school (Ogden East and Jenner). The charts demonstrate that Ogden East’s populations are on a decline while Jenner’s are increasing, and have converged at the same rate of change. Details follow:

As shown in Chart 1, while Ogden has had an increase in the number of Total Residents (public school aged children eligible to attend Ogden, K-12) year-over-year, that rate of increase has been declining significantly. and grew at less than one percent last year. For the same period, Jenner's Total Residents (public school aged children eligible to attend Jenner, K-8) showed a negative trend until the latest year in this data set, when it showed 4% growth. Similarly, growth in Total Attendees (the total number of public school children attending the school) and Resident Attendees (the number of public school children attending the school who live within the boundaries) is slowing at Ogden but growing at Jenner (Charts 2 and 3).

Public School, School Age Children Eligible to Attend and Attending Jenner (K – 8) And Ogden (K – 5)

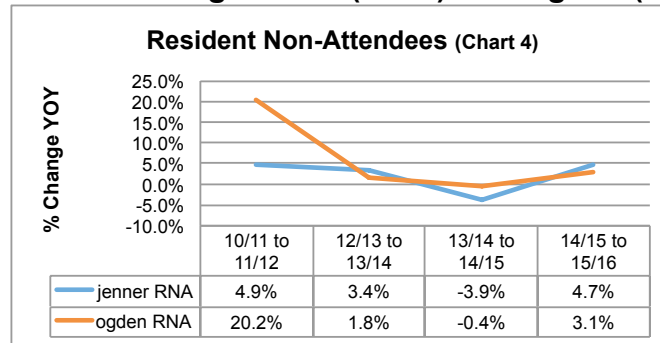


Source: CPS Department of Operations (charts 1-3)

Please note that the Total Residents comparison (Chart 1) is shown for directional purposes only as the Total Residents Ogden numbers include those school age children eligible for high school as well as K-8.

Both Jenner and Ogden show a recent year-over-year increase in the percent of public school students choosing a public school other than Jenner and Ogden respectively (Resident Non-Attendees, Chart 4).

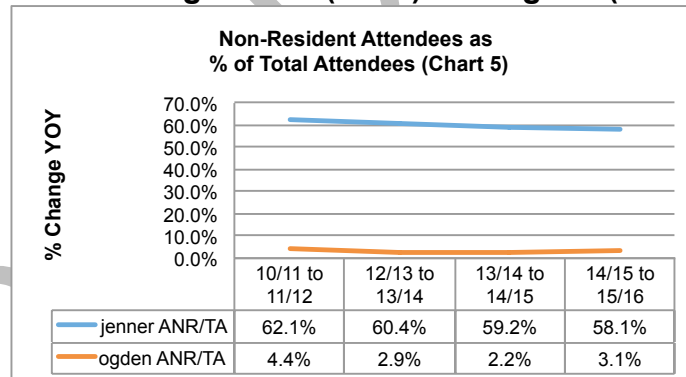
Public School School Age Children Eligible to Attend but Not Attending Jenner (K – 8) and Ogden (K – 5)



Source: CPS Department of Operations

Lastly, the percent of public school students attending each school from outside the boundaries (Chart 5) has remained fairly stable as reported by both Jenner and Ogden. Jenner has, and has had, a high percentage of children attending from other areas of the city (58.1%) while Ogden has maintained a low percentage of Non-Resident Attendees (3.1%). Most of the Jenner students attending from outside the Jenner boundaries are students who are allowed to attend Jenner as part of the consent decree that was issued when their families were displaced due to the demolition of the Cabrini Green Housing Project.

School Age Children Living outside the Boundaries but Attending Jenner (K – 8) and Ogden (K – 5)



Source: CPS Department of Operations

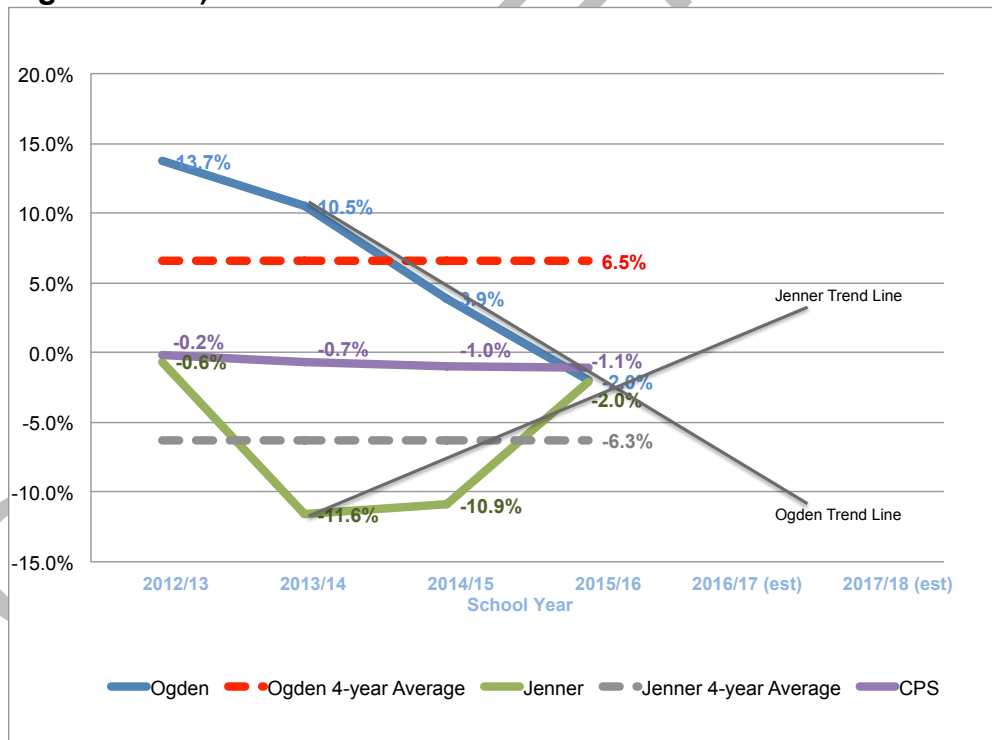
NextLevel also examined the annual attendance growth rate at both Jenner (K-8) and Ogden (K-8) from 2012/13 to 2015/16 (see Chart 6 below). While Ogden's attendance increased year over year from 2012/13 to 2014/15, it did so at a declining rate. Attendance declined in 2015/16 and is expected to decline again slightly this school year (attendance at the East campus was essentially flat from 2014/15 to 2015/16, but is expected to be down in 2016/17).

Jenner has experienced a loss of students but a decreasing rate of loss. In fact, Jenner's growth rate of -2.0% matched that of Ogden's for the 2015-16 school year.

It is important to look at the implied trends for both schools. The three-year trend lines shown below in Chart 6 indicate that Ogden attendance, based on historical growth rates, is on a downward trend, while Jenner's is on an upward trend. NextLevel used a three-year trend line, eliminating 2011/12 from the trend lines because both Jenner and Ogden experienced outlier events which may have affected their enrollment during that year. The last Cabrini Green high rise was demolished in the spring of 2011 and a new Jenner principal (Ms. Fry) was hired to replace the long time principal, Ms. Woodson that same year.¹ Additionally, Ogden East's new facility opened in the fall of 2011.²

The analysis that was done previously and was reflected in last year's Task Force report, took a "straight average" of the year-over-year change from 2012-2016. This analysis predicted growth of 6.5% for Ogden (K-8) and -6.5% decline for Jenner. NextLevel recommends considering the trends presented by these growth rates rather than a straight average as the average does not capture the changes that have driven the growth rates in recent years.

Chart 6: Rate of Change in Annual Attendance (Jenner and Ogden K – 8)



Source: CPS 20TH Day Attendance Records³

Because the rate of change in year-over-year attendance and the trends in attendance for both schools converge on or about zero, NextLevel assumes a zero "organic" growth rate net of development or other factors in each school

neighborhood. Any incremental change in attendance, therefore, is assumed to be driven by market factors and not by CPS or other factors (Leadership, etc.).

SCHOOL GROWTH PROJECTIONS

In addition to considering attendance trends, NextLevel estimated the impact that development may have on expected enrollment for both the Jenner and Ogden schools (K-8).

The approach to estimating this impact was to gather development data from within both school's boundaries and employ a number of supported assumptions (see Tables 2 and 3) then derive a year-by-year estimate of the number of potential new attendees for both Jenner and Ogden (K-8) (see Appendix for full explanation of growth calculation).

The model NextLevel built is *school boundary specific*. The following (Tables 2 through 5) denotes all the assumptions built into each community's growth model and the resulting enrollment projections (please note that for school year 2016/17, the enrollment numbers are based on CPS's most current enrollment data and projections):

Table 2

Jenner Growth Projections	
ASSUMPTIONS*	SOURCE
Capacity of Jenner = 690	CPS Office of Business Optimization
Growth due to CHA Revitalization Program	CHA
Current Non-Resident Attendees grandfathered and continue to attend Jenner/merged school	Per CPS rules
Split between unit type: ✓ 45% market ✓ 15% affordable ✓ 40% below market rate	CHA
Average number of bedrooms per unit = 2	CHA estimate
# people per bedrooms ✓ 1.5 market ✓ 1.75 affordable ✓ 2 below market rate	CHA NextLevel assumptions for market and affordable
% of children attending public school in district per total occupants 8%	Calculated based on CPS data utilizing Jenner 2014 data
Additional units are assumed to be available and occupied in year shown	NextLevel, based on discussions with CHA and development company working with CHA
Average Occupancy Rate 96%	Development company working with CHA
% of school age children PK – 8 = 71%	Assumes children are spread evenly across all grades (PK-12)
% school age children PK - 8 who would	CPS area attendance information

Jenner Growth Projections	
possibly attend neighborhood school = 40% (Jenner's current rate of attendance)	
# of school aged children currently residing in Jenner neighborhood but attending other public schools (RNA) = 155	CPS
Number of Additional Units Expected due online by year to CHA Revitalization Program	CHA
Assumes no attrition and prior year class all progresses to next year's grade (e.g. all 1 st graders become 2 nd graders)	NextLevel
Assumes no additional growth from citywide students (Non-Resident Attendees)	CPS – shows decline in number of Non-Resident attendees over past 5 years

Table 3 below shows Jenner's projected growth under the above assumptions with two important notes: this assumes that Jenner does not make significant improvements to its cluster magnet program and continues to attract 40% of neighborhood children but no additional children from outside the Jenner boundaries (based on current CPS current enrollment and Non-Resident Attendee data).

Table 3: Jenner Elementary Attendance and Capacity Projections

JENNER	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Projected Attendance	225	238	274	297	357	392	414
Annual Growth Rate (w/ Development and w/o PK)		5.8%	15.7%	1.3%	12.2%	4.0%	0.5%
Jenner Capacity w/ Development and w/o PK	33%	35%	40%	43%	52%	57%	60%

NextLevel concludes that based on a wide set of data and substantiated assumptions based on that data, Jenner (K-8) will continue to operate well below CPS' efficiency range of 80% - 120% of capacity, leaving Jenner in a perpetual state of vulnerability to the risk of closure.

NOTE: Even with an assumption of a comparable rate of enrollment to that of Ogden (64%), Jenner only reaches an approximate 84% capacity utilization rate in 6 years' time.

Under the assumptions cited in Table 4 below, the projected growth rate and resulting capacity for Ogden East on a stand-alone basis are shown in Table 5:

Table 4

Ogden Growth Projections	
ASSUMPTIONS*	SOURCE
Capacity of Ogden East = 810	CPS Office of Business Optimization
Growth due to market rate development in boundaries (no additional students from outside boundaries)	NextLevel Research
Split between unit type: ✓ 100% market ✓ 0% affordable ✓ 0% below market rate	NextLevel research and local development company responsible for project(s)
Average number of bedrooms per unit = calculated by building	NextLevel research and local development company responsible for project(s)
# people per bedrooms ✓ 1.5 market	NextLevel assumptions
% of children attending public school in district per total occupants 5%	Calculated based on CPS data utilizing Ogden 2014 data
Additional units are assumed to be available and occupied in year shown	NextLevel
Average Occupancy Rate 95%	Development company working with CHA
% of school age children PK – 8 = 71%	Assumes children are spread evenly across all grades (PK-12)
% school age children PK - 8 who would possibly attend neighborhood school = 64% (Ogden's current rate of attendance)	CPS area attendance information
Number of Additional Units Expected due online by year	Primary research (developers, aldermen websites, on the ground construction survey, other)
Assumes a 5% increase in # of children from Kindergarten to First grade	CPS average 2010-2016 for Ogden; CPS Portal
Assumes no attrition and prior year class all progresses to next year's grade (e.g. all 1 st graders become 2 nd graders)	NextLevel

Table 5: Ogden Elementary (K-5) Attendance and Capacity Sensitivity Projections

OGDEN EAST	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Projected Attendance	835	858	894	878	901	873	873
Annual Growth Rate (w/ Development and PK)		2.8%	4.1%	-1.8%	2.7%	-3.1%	0.0%
Annual Growth Rate (w/ Development and w/o PK)		2.8%	1.8%	-4.1%	-1.9%	-7.9%	-4.8%
Ogden Capacity w/ Development and PK	103.1%	106.0%	110.3%	108.3%	111.3%	107.8%	107.8%
Ogden Capacity w/ Development and w/o PK	103.1%	106.0%	107.9%	105.9%	106.3%	102.8%	102.9%

**Please note that these assumptions and analyses do not take into account an unknowable number of IEP students each year and other requirements which could effect the classroom size and therefore the capacity calculation.*

Because the project's original premise supposed that Ogden East was or would be "overcrowded" (by CPS standards of exceeding 120% of capacity) and because NextLevel's analysis found that Ogden East is over-enrolled but not projected to be overcrowded, NextLevel ran sensitivity analyses to assess the impact of greater growth and less growth on the facility's projected utilization. These analyses would potentially take into account exogenous factors such as a teachers strike, an economic up-or down-turn, increased development beyond what is accounted for, etc. NextLevel analyzed Ogden's projected capacity assuming a respective increase and decrease in the growth rate of 2%. The results are shown below in Table 6.

Table 6

OGDEN EAST	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Growth Rate = +2%							
Ogden Capacity w/ Development and PK	103%	111%	117%	118%	120%	119%	121%
Ogden Capacity w/ Development and w/o PK	103%	111%	115%	115%	115%	114%	116%
Growth Rate = -2%							
Ogden Capacity w/ Development and PK	103%	107%	109%	105%	103%	98%	96%
Ogden Capacity w/ Development and w/o PK	103%	107%	106%	102%	98%	93%	91%

It should also be noted that prior to the construction of the new Ogden facility, now referred to as Ogden East, the building was intended to house PK-8. However, due to significant growth in the community and the attractiveness of

Ogden, the structure could only accommodate PK-6 when it opened (so 7-8 were moved to what is now referred to as Ogden West). Subsequently, the 6th grade was also moved to the West campus and Pre-K was closed due to capacity constraints.

Had the Ogden East facility continued to house Pre-K through 8, the utilization of the building would approximate the following for this current school year (based on projected 2016/17 enrollment *plus* two Pre-K classes at 20 students each):

Table 7: Estimated Occupancy had Ogden retained Pre-K-8 at Ogden East

<u>OGDEN EAST</u>	
	<u>2016/17</u>
Projected Attendance (PK-5)	875
Projected Attendance (6-8)	314
Total Projected Attendance (PK-8)	1,189
Ogden Capacity (K-8) w/ Development and PK @ Ogden East	147%
Ogden Capacity (K-8) w/ Development and w/o PK at Ogden East	142%

NextLevel recognizes that the decision to move grades 6-8 to the Ogden West campus was made by CPS some time ago. The inclusion of Table 7 is to demonstrate that based on the original intent of Ogden East, the building would be severely overcapacity today.

Additionally, NextLevel's analysis indicates that Ogden is projected to operate above 100% of capacity throughout the projected time period, but is not projected to exceed the CPS efficiency range (>120% of capacity). Although Ogden is operating within the "efficient" range, this does have implications for the way in which Ogden structures its classrooms. Out of necessity, Ogden East has converted two Pre-K rooms and a language classroom into homerooms, moved its Special Ed room into windowless, smaller rooms and has lost its science lab as well (which was converted to an art room). It is projected that either in 2017/18 or 2018/19 Ogden East will likely be forced to eliminate additional "specialty" rooms due to increased enrollment.

As noted above, the risk of closure for Jenner is significant even with considerable development within the Jenner boundaries as well as additional existing children from within the boundaries attending the school in years to come. Conversely, Ogden East does have and is projected to have an over-enrollment problem, but not at levels that indicate the school will operate outside of the efficiency range by CPS and thus not be considered overcrowded (this

analysis does not take into account that Ogden East was originally intended to house PK-8, but has only been able to accommodate (P)K-5 since it opened).

Given the analysis detailed above, NextLevel evaluated options for both schools based on this quantitative assessment as well as feedback from the community. The options that were referenced most frequently in community discussions are noted and addressed below.

OPTIONS CONSIDERED

MUTUALLY SUPPORTED MERGER

The original rationale for a “merger” between Ogden and Jenner was to solve for an assumed overcrowding at Ogden and under-enrollment (known as “underutilized” by CPS) at Jenner. NextLevel has concluded that although Ogden East will continue to operate at more than 100% of CPS identified capacity (810) for the foreseeable future based on projections, it is not at risk of exceeding the upper end of the CPS efficiency range (120%).

As stated previously, even with significant development in the Jenner neighborhood, Jenner is at risk of continued under-enrollment despite its neighborhood based “best efforts”.

Although the original premise related to enrollment at the respective schools has not been proven, NextLevel’s analysis regarding Jenner’s risk due to underutilization and due to the additional benefits to all children that could result from this “mutually supported merger”, NextLevel proposes that it is a viable **and the preferable option** to resolve Jenner’s underutilization issue and reduce the attendance pressure on Ogden East as well. This solution necessitates careful attention to community expectations and CPS requirements, but could result in many benefits to the students and neighborhoods.

Importantly, NextLevel’s discussions with, and feedback from, nearly all Jenner and Ogden parents indicate that they are conditionally supportive of a merger. The conditions under which such a merger could be successful are discussed below.

For purposes of this report, NextLevel defines a “mutually supported merger” as a school action resulting in a partnership between two schools whereby no one school plays a dominant role in the outcome. It also relies upon a number of important factors that must be considered when entering into such an arrangement.

There are several reasons a why a “mutually supported merger” could be a viable solution for these two schools. First, it could boost academic and extracurricular offerings at Jenner quickly, and immediately addresses both the underutilization at Jenner by attracting current neighborhood residents while also

providing an attractive school option to prospective and new residents. A “mutually supported merger” also addresses any over-enrollment at Ogden Elementary.

From an offerings perspective, a “mutually supported merger” could allow the combined schools to offer Pre-Kindergarten, which increases the appeal of both schools. It would also likely allow for moving some middle school students out of Ogden West and into a more appropriate elementary school environment.

In addition to benefits related to academic offerings and space management, a “mutually supported merger” will also bring together students from different backgrounds, which is consistent with the core tenets of the IB Programme. Importantly, research supports the premise that intentional integration of students from different socioeconomic backgrounds not only improves the academic performance of low income students but improves both cognitive and non-cognitive skills of **all** students (see *Academic and Cognitive/Non-Cognitive Impact* in Considerations for more detail). These significant corollary benefits available to the students at Jenner and at Ogden provide incentive to pursue this option.

While this option presents many opportunities for both schools, there are challenges to this solution as well. As noted in the “Community Feedback” section, fewer than ten individuals indicated that they would not support a merger under any circumstances, so this option does present a risk of losing some (presumed small) number of families from the CPS system. Other challenges include funding the costs related to a transition to a merged school (see “Financial Impact” section), as well as managing the logistics related to a multi-facility school (e.g., transportation). It is important to note that a merged entity would result in class (not classroom) sizes that would be at the high end of the size range for CPS. While this is not necessarily a negative, it does have implications for managing entire grades and the student body.

Finally, analysis of the demographics of the projected merged student body (see below) indicates that approximately 40% of the student body falls within the definition of “low income” as defined by eligibility in the free/reduced lunch program. This measure is relevant to the merged school’s flexibility in how it may utilize the Title 1 funds. Above 40% “low income” the funds may be used “to operate a school wide program” vs. a school with less than 40% “low income” which may only “offer a ‘targeted assistance program’ in which the school identifies students who are failing, or most at risk of failing, to meet the State’s challenging academic achievement standards”.⁴ Jenner, which currently falls well above this 40% threshold, receives approximately \$300,000 in Title 1 funding and has the flexibility to operate school wide programs with those dollars.

Utilizing the aforementioned school specific projections, Table 8 shows the projected impact on enrollment of combining K – 8 of both Jenner and Ogden (based on the assumptions enumerated in *School Growth Projections*).

Table 8: Projected Enrollment Growth with Jenner and Ogden Merged

JENNER/OGDEN K-8 PROJECTED COMBINED ENROLLMENT							
	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
PK	-	-	40	40	60	60	60
K	150	154	161	164	174	178	181
1st	186	160	168	171	181	185	188
2nd	183	190	167	171	181	185	188
3rd	178	187	197	171	181	185	188
4th	160	182	194	200	181	185	188
5th	139	164	189	197	210	185	188
TOTAL PK-5	996	1,038	1,117	1,114	1,168	1,162	1,179
6th	136	143	171	192	207	214	187
7th	118	140	150	174	202	211	217
8th	124	122	147	153	184	206	214
TOTAL 6-8	378	405	469	520	594	632	619
TOTAL PK-8	1,374	1,443	1,585	1,633	1,761	1,794	1,798
PROJECTED ANNUAL GROWTH RATE		5%	10%	3%	8%	2%	0%

NextLevel evaluated several scenarios to determine viable facility configurations that could best accommodate the combined student body for the greatest number of years based on the assumptions made. Please note that based on CPS utilization data, the stated capacity for Ogden East is 810 students and for Jenner it is 690 students, thus the maximum capacity (120% of capacity as defined by CPS) is 972 and 828 respectively. While this total “maximum capacity” may give the appearance that the two facilities combined provide enough capacity just underneath the 120% threshold, any allocation between grades creates an overcapacity issue at one or the other school as discussed below.

Last year, the Task Force proposed that the Ogden East and Jenner facilities accommodate all the children, K–8. Regardless of how the classes are split, (at 3rd and 4th or at 4th and 5th), the two buildings are not well suited to handle all K-8 students (as defined by the CPS efficiency range) for more than a few years under the assumption that Pre-K be brought back to the school (Table 9). Additionally, the scenarios (1B and 1C, Tables 10 and 11), which could more likely accommodate the children for longer, are less desirable according to IB Programme best practices (see *Considerations and Conditions*).

The only way the Jenner and Ogden East facilities can be utilized to accommodate a combined school, through grade 8, is to limit the grades to

Kindergarten through Eighth grade (1C, Table 11). This option is viable should the communities and CPS determine a two building solution is more desirable vs. offering Pre-K, but again is less desirable according to IB Programme best practices (please see Considerations and Success Factors below). That said, the communities expressed a strong desire to offer Pre-K again, as it had been eliminated at Ogden East due to space constraints.

In a two building, Pre-K through Eighth grade solution, both Ogden East and Jenner are projected to be well in excess of 100% capacity within a few years and get close to the “overcrowded” status as determined by the CPS efficiency range. Again, per IB best practices, dividing the classes at grades 4 and 5 is less optimal than at other places in the IB continuum because of the curriculum particular to those grades.

Table 9: Two Facility Option Considered for Merged Schools

Option 1A: Ogden East PK - 3/Jenner 4 - 8							
	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
Projected Enrollment:							
Ogden East PK - 3		692	733	716	777	793	804
Jenner 4 - 8		752	852	917	985	1,001	994
Projected Capacity:							
Ogden East PK - 3		85%	91%	88%	96%	98%	99%
Jenner 4 - 8		109%	123%	133%	143%	145%	144%

Table 10: Two Facility Option Considered for Merged Schools

Option 1B: Ogden East PK - 4/Jenner 5 - 8							
	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
Projected Enrollment:							
Ogden East PK - 4		874	928	916	957	978	992
Jenner 5 - 8		569	658	717	804	817	806
Projected Capacity:							
Ogden East PK - 4		108%	115%	113%	118%	121%	122%
Jenner 5 - 8		83%	95%	104%	117%	118%	117%

Table 11: Two Facility Option Considered for Merged Schools

Option 1C: Ogden East K - 4/Jenner 5 - 8 No Pre-K							
	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
Projected Enrollment:							
Ogden East K - 4		874	888	876	897	918	932
Jenner 5 - 8		569	658	717	804	817	806
Projected Capacity:							
Ogden East K - 4		108%	110%	108%	111%	113%	115%
Jenner 5 - 8		83%	95%	104%	117%	118%	117%

NextLevel evaluated additional options and found that Option 2A presented below in Table 12, resulted in accommodating the combined student body at the existing Jenner and Ogden facilities for the longest period of time and solved for both the under-enrollment at Jenner and the slight over crowding at Ogden East. The risk to this scenario is two-fold: 1) Ogden West, which is in fact an elementary school facility, will likely become overcrowded with middle school (7-8) and high school students and 2) based on conversations within the Ogden community, many of the Ogden parents are moving or planning on moving their children from Ogden prior to middle school and/or high school if a new/improved facility is not found for the Ogden High School.

Table 12: Three Facility Option Considered for Merged Schools (Jenner at current rate of enrollment)

Option 2A: Ogden East PK - 3/Jenner 4 - 6/Ogden West 7 - 8 (and 9 -12)							
	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
Projected Enrollment:							
Ogden East PK - 3		692	733	716	777	793	804
Jenner 4 - 6		489	555	590	598	584	563
Ogden West 7-12		720	783	870	933	1,024	1,122
Ogden East PK - 3		85%	91%	88%	96%	98%	99%
Jenner 4 - 6		71%	80%	85%	87%	85%	82%
Ogden West 7-12		79%	86%	95%	102%	112%	123%

Additionally, NextLevel evaluated another scenario, Option 2B (Table 13), with the assumption that: Jenner's enrollment percentage would approximate that of Ogden's (increasing from a current 40% to 64%). The results of this scenario show slightly more crowding, but no "overcrowding" until 2022/3.

Table 13: Three Facility Option Considered for Merged Schools (higher enrollment rate for Jenner)

Option 2B: Ogden East PK - 3/Jenner 4 - 6/Ogden West 7 - 8 (and 9 -12) with Jenner at an enrollment rate = to Ogden							
	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
Projected Enrollment:							
Ogden East PK - 3		699	750	739	815	841	859
Jenner 4 - 6		494	567	607	627	620	603
Ogden West 7-12		724	793	887	964	1,069	1,181
Ogden East PK - 3		86%	93%	91%	101%	104%	106%
Jenner 4 - 6		72%	82%	88%	91%	90%	87%
Ogden West 7-12		79%	87%	97%	106%	117%	129%

FURTHER INVEST IN JENNER

Jenner is currently a “Magnet Cluster” school; a magnet school that is open to neighborhood attendees as well as citywide attendees who are enrolled through a lottery process. Jenner’s focus on Arts is what distinguishes it from other neighborhood and Magnet schools, yet this focus has not yet positioned Jenner as an attractive, competitive school for those living outside of the neighborhood who were not previous neighborhood residents.

A Magnet school is defined by its five pillars (according to the Magnet Schools of America), regardless of its focus:

- 1) Diversity – strive to have a student population that is reflective of the community and culturally competent
- 2) Innovative Curriculum and Professional Development – assure theme-based instruction with inclusion of the school’s theme throughout the school’s curriculum, preparing students for higher education and career success
- 3) Academic Excellence – provide need based multi-dimensional instruction where high expectations are clearly communicated and support is provided to ensure student success
- 4) High Quality Instructional Systems – ensure that instructors are will prepared, well educated, student focused and collaborative in their work
- 5) Family and Community Partnerships – create a “system of support, shared ownership and a caring spirit”. This environment should enhance the theme-integrated environment and encourage a partnership with parents. Partnerships go beyond family to include businesses, human services, policy makers and others.

While some strides have been made to achieve all that is implied by the above pillars and to move Jenner toward a “Level 1” rating, the school has not yet achieved all of these goals. Due to Jenner’s low enrollment, its budget is constrained making it difficult to provide the resources required by an Arts Magnet school.

While financial resources alone are not likely to significantly improve the enrollment at Jenner⁵, improving the programs at Jenner in order to attract more students outside the Jenner boundary, particularly those who have no other connection to the community (unlike the current students who live outside the boundary but have deep ties to the neighborhood where Jenner is located) along with concerted efforts to market to potential students in other communities could have a positive effect on Jenner’s enrollment as well as academic outcomes.⁶

If Jenner is successful in further developing its offerings and reputation as a top tier Magnet Cluster school (whether it is a continued focus on Arts, the addition of International Baccalaureate, STEM or some other Magnet offering), NextLevel estimates based on the assumptions below, that its enrollment rate would begin to approximate Ogden’s and its success in attracting more students from across the city would improve, thereby allowing it to reach or get closer to full capacity.

The additional assumptions built into the projection shown in Table 14 are:

- Jenner's neighborhood enrollment rate approximates Ogden's due to Magnet Cluster being more attractive (64%)
- Growth rate of Non-Resident Attendees grows at 10% per year over the prior year number of Non-Resident Attendees (this permits the neighborhood to fill a majority of the seats at Jenner)
- Pre-K is added (1 class)

Table 14: Jenner Elementary Attendance and Capacity Projections with Additional Investment/Focus

JENNER (Magnet Cluster)	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Projected Attendance	225	280	374	429	540	619	682
Growth Rate (w/ Development and PK)		24.3%	33.8%	14.8%	25.8%	14.6%	10.2%
Growth Rate (w/ Development and w/o PK)		24.3%	28.7%	10.0%	22.1%	11.4%	7.2%
Jenner Capacity w/ Development and PK	33%	41%	54%	62%	78%	90%	99%
Jenner Capacity w/ Development and w/o PK	33%	41%	51%	59%	75%	87%	96%
% Non-Resident Attendees	60%	56%	46%	44%	39%	37%	37%

CONDUCT AN ADDRESS AUDIT AT OGDEN

While the official CPS figures (see Chart 5) indicate that the number of Non-Resident Attendees (RNAs) is low, there is a general consensus among the Ogden parents and staff with whom NextLevel spoke that there is a significant number of children attending the school who in fact, do not have a primary residence within the school boundary.

The option to conduct a school wide address audit is seen as a viable option for easing the current and future over-enrollment at Ogden. Ogden currently posts on its website a sizable list of documents required to prove primary residency in the school boundaries; feedback reflecting the opportunity to enforce the residency requirement was consistent throughout the discussions with the Ogden community. Proof of residency is "clear-cut", allowing for decisive action should this course of action be recommended.

Conducting an address audit across all Ogden K-8 families is a relatively low-cost option, with expense related to the actual review of documents, the only significant expense consideration. The downside to this option is the opposition and challenge it will receive, albeit from families who may not have the residential entitlement to send their children to Ogden as well as potential political challenges.

Enforcing the residential requirement will require a consistent approach and some difficult and disappointing discussions with families. Additionally, this approach does not address the under-enrollment issue at Jenner, with the exception of any families who may reside in the Jenner neighborhood and have managed to send their children to Ogden. Finally, this action could result in the unintended consequence of families choosing to leave the CPS system entirely.

REDRAW BOUNDARIES

The following neighborhood elementary schools share borders with Ogden:

Table 15: Current School Capacity and School Ratings for Elementary Schools sharing border with Ogden East

School	2015/16 Utilization	Rating	Capacity/ Available Seats
Ogden	107%	1+	NA
Jenner	31%	2	444
Manierre	36%	2	611
Lincoln	78%	1+	242
Otis	63%	1	319
South Loop	126%	1+	NA
Skinner West	120%	1+	NA
Brown West	43%	2	359

Source: CPS Data Portal

1) Redraw Ogden Boundaries with other Schools

Of the above schools in Table 15, South Loop and Skinner West are already at or above the “overcrowded” level. There are other elementary schools close by, but they are designated magnet, charter or citywide schools, which do not make enrollment decisions based on borders.

Given that the five remaining schools appear to have nearly 2,000 student spots available, the “math” of redrawing Ogden’s boundaries seems to provide many options; however, the question of how the boundaries should be redrawn would be extremely contentious, as families have made commitments to live within Ogden’s current boundaries so that their children can attend Ogden. Many Ogden parents have expressed concerns about retaining the value of their real estate in the Ogden district should boundaries change. There is a risk that families will leave the CPS system altogether when faced with losing their inclusion in the Ogden school district.

The immediate financial impact to the schools and CPS is relatively minor in this case. There may be some staff realignment and transportation costs, but there does not appear to be any significant capital costs associated with this option.

2) Redraw Jenner/Ogden Boundaries

This solution, “carving out” part of Ogden and including it in Jenner’s boundary, shares some elements of a “merger” solution, in that some Ogden students would transition to the Jenner facility; however, NextLevel has the following concerns about this alternative: a) given the residential growth projections within the Jenner community, this solution could result in overcrowding at Jenner within a few years depending on boundary changes; b) the process of redrawing boundaries could be long and contentious, as in the case of redrawing Ogden boundaries alone; c) raises the question about how 6-8 would be accommodated OR c) this solution does not necessarily address the investment in Jenner that the school requires

ADD ON TO OGDEN’S PHYSICAL PLANT (3 alternatives)

Several physical additions to the Ogden school were suggested in the course of discussions, mostly from within the Ogden community. These capital projects include:

- 1) Building another story onto Ogden
- 2) Expanding the south side of Ogden over part of Walton Street
- 3) Building out the basement parking lot at Ogden

There are several reasons why these options are not considered viable at this point in time. First and foremost, projected enrollment for Ogden (K-5) does not exceed the upper end of the CPS efficiency range for the Ogden elementary school building and therefore would likely not be a priority for a significant capital investment. Recent and planned “annexes” at CPS elementary schools have cost as much as twenty million dollars. Based on national school building construction estimates, as well as the cost of the new Ogden Elementary School Facility five years ago, capital costs estimated at \$200 – 400/sq. ft. could result in a capital expenditure of as much as \$15-20 million. Additionally, the parking lot build-out option would eliminate the significant revenue that Ogden currently receives from valet parking.

In addition to the significant expense associated with a major construction project, such a project would create a significant disruption to Ogden Elementary School and the surrounding community. Finally, while these options address Ogden’s over-enrollment, none of these options address the under-enrollment at Jenner.

BUILD NEW LAKE SHORE EAST K-8 SCHOOL

Construction of a new elementary school in the Lakeshore East neighborhood was also considered as an option to address the presumed overcrowding at Ogden East. A neighboring school, coupled with boundary changes, could in fact ease the attendance levels at Ogden, and could theoretically allow Ogden grades

6-8 to return to the Ogden East campus; however, the costs associated with this alternative as a solution for Ogden's enrollment issues are significant. While some funding for the "shell" of a school may be available through the developer, the "build out" of the school building would require additional, material funding. Should a building be approved (and no such plan appears to be approved for 2016/7), completion could take two years.

Additionally, a school in the Lakeshore East neighborhood could also be sought as a solution for the overcrowding at South Loop Elementary, which is in fact overcrowded by CPS standards and may take priority over Ogden. Within the Lakeshore East neighborhood itself, according to the City's Department of Planning and Development and NextLevel's analysis of census tract, the number of school-aged children, along with the projected growth due to development, may not support the case for construction of a new elementary school facility. Finally, while this alternative could address the perceived overcrowding at Ogden, it does not offer a solution to under-enrollment at Jenner.

MAINTAIN STATUS QUO AT BOTH SCHOOLS

Given that Ogden's current and projected enrollment do not place the school in the "overcrowded" category according to CPS efficiency standards, this seems a viable option for Ogden; however, this approach would continue to leave Jenner in an under-enrolled situation. Despite robust growth in the Jenner neighborhood, enrollment at Jenner is projected to grow only to an estimated 65.9% in the 2022/3 school year with the assumption of the current enrollment rate of 40%. This continues to leave Jenner vulnerable to resource constraints, challenges to achieve higher (SQR/PARCC) ratings, and ultimately closure. For this reason, NextLevel does not consider this to be a viable option.

COMMUNITY FEEDBACK

One of the most critical elements of this project was to engage the Jenner and Ogden communities in the conversation. NextLevel elicited feedback from individuals in "safe", comfortable environments conducive to candid and honest conversation.

Many of the individuals with whom NextLevel met had been in some way, a part of the discussion a year ago and expressed appreciation for the small group, individual and/or anonymous format in which information was being solicited during this process.

NextLevel was able to develop thematic feedback from its conversations with the broader Jenner/Ogden community. Any differences between the Jenner and Ogden communities' sentiments are noted below:

- Many people questioned the premise that Ogden is sustainably overcrowded (Ogden community)
- In person (meetings/phone calls) conversations resulted in <10 people (out of the 200+) not supporting a “mutually supported merger” between the schools under any scenario
 - Those who were opposed previously were supportive if certain conditions were met
 - Most of the few “anti-merger” voices were Ogden parents, many of whom have left the school
- Survey responses (66) resulted in 8 “against” a “mutually supported merger” (12.1%)
 - Theorize higher percent due to anonymity of survey
 - 83% of survey respondents from Ogden (Jenner parents supportive)
- Concern by Jenner community about takeover of their school vs. a “mutually supported merger” and potential loss of identity
- Assurance wanted that there would be programmatic support to develop relationships and prevent bullying (Jenner community)
- Maintain N.E.S.T. and treat all children and families equally (Jenner community)
- Significant concern about Jenner being a target for closure again if no action is taken and a desire do what needs to be done to prevent that outcome (Jenner community)
- If a “mutually supported merger” happens, allow plenty of time for planning, transition and for communities to get to know each other (both communities)
- Interested to know if Aldermen, LSCs or CPS support process and potential partnership
- Want to ensure teacher training was made available and there was a priority on teacher retention (both communities)
- Significant concern about creating a transparent transition plan allowing plenty of time for thoughtful implementation (both communities)
- Concern about retaining and gaining necessary financial support for any school action in light of CPS’s financial state (both communities)
- Ogden parents in particular were unwavering about wanting continuity of the IB programme
- There was some concern about how a “mutually supported merger” may impact the [Ogden] school’s rating (Ogden community)
- Increased differentiated learning support (mentioned frequently, with or without partnership) (both communities)
- Several Ogden parents and staff wanted assurance that Ogden was operating soundly before making any significant changes (given numerous changes in leadership over past several years)
- Pull the middle school students out of High School and/or move High School kids to a building intended as a High School (Ogden community)
- Other ideas proposed by community

- Boundary Changes
- Ogden Address Audit (mentioned frequently)
- Build another school (e.g., Lake Shore East)
- Ogden Addition
- Turn Jenner into another IB school (separate from Ogden)

CONSIDERATIONS AND SUCCESS FACTORS

For each option that NextLevel considered viable, there are conditions which were identified by the Jenner and Ogden communities or by NextLevel which would improve the probability of success, either because of community acceptance or research based evidence provides that their institution is beneficial to the outcome. These conditions are summarized for each option in Table 16 and discussed in detail below.

Table 16: Considerations and Success Factors

Consideration	Conditions		
	Mutually Supported Merger	Magnet Cluster	Address Audit
Identity	✓		
Facilities	✓		
Community Relations	✓	✓	
International Baccalaureate Program	✓		
Academic and Cognitive/Non-Cognitive Impact	✓	✓	
Crime/Safety	✓		
School Evaluation	✓		
Staff			
Evaluation and Position Retention	✓	✓	
Training	✓	✓	
Leadership	✓	✓	✓
Additional Resources/Financial Impact	✓	✓	✓

IDENTITY

Consideration:

Parents and community members are concerned about the risk of loss of school and community identity given the Jenner neighborhood's history and experience. A real and pervasive concern that this will be a "takeover" rather than a "merger" exists.

Background:

For some families, Jenner is one of few remaining vestiges of the community that represents the Cabrini Green neighborhood. Students at Jenner include not only children who live within the school's boundaries, but also children whose families were relocated after the demolition of the Cabrini Green buildings, and who return daily to the neighborhood that their families once called home. Jenner has a rich history of honoring the cultural heritage of their students and their neighborhood, and it is important to the community and to families at the school to retain this history and identity. Jenner has also recently been guided by the N.E.S.T. (Be Neighborly. Stay Engaged. Be Scholarly. Use Teamwork.) philosophy, which has helped the school form a stronger culture and has supported important improvements at Jenner.

Some parents who live in the Jenner community but do not send their children to Jenner were concerned about the Ogden community's perspective regarding Jenner, and in particular were concerned that there were preconceived notions about Jenner students and families that do not reflect the reality of the Jenner community.

The Ogden community also has a deep sense of identity and pride around their school. The school, founded as an elementary school in 1857, supported the opening of a high school in 2009, and has implemented the International Baccalaureate Programme across all grades. Some parents at the school are concerned about retaining the Ogden name and sense of community.

Support: Research suggests successful methods for assuring a truly integrated environment that maintains each group's identity. In one example, an integrated school intentionally assures equal voices in all decisions, from music at fundraisers to field trip destinations.⁸ Additionally, intentionally integrated parent or family councils, such as co-chaired LSCs, are an effective way of ensuring a cohesive school identity.⁹ Relatedly, addressing diversity and discussing differences openly results in a stronger school community.¹⁰

Specific to Jenner and Ogden, leveraging the many JOLT (Jenner Ogden Learning Together) activities that have taken place to date as a foundation for further relationship building.

Success Factors:

It is important for any merger to be conducted in a way that allows the schools and neighborhoods to retain and honor their identities in a merged situation. This preserved identity is particularly important for Jenner, as many in this community have experienced loss in the wake of the closure of the Cabrini Green housing and real or perceived unfulfilled promises after agreeing to changes in their community.

It will be important to retain and combine the elements that define each school culture; in the case of Jenner, the N.E.S.T. approach and the history of the community, and in the case of Ogden, the IB Programme. The naming of a combined school should consider each community's identity.

The combined schools can take concrete steps, even before a merger is completed, to ensure the retention of important elements of each school's identity in the culture of a combined school. For example, the schools can create sustained (vs. one-time) academic and extracurricular activities (field trips, athletic teams/events, arts events) that encourage participation from students at both schools. Some of these activities should educate students by honoring the histories of the schools. Similarly, there should be sustained (vs. one-time) opportunities for parents in both schools to meet and possibly work together on common projects. Finally, the combined school should create a combined LSC with co-chairs from Jenner and Ogden.

FACILITIES**Consideration:**

Several parents and community members from both Ogden and Jenner expressed concern and curiosity related to the logistics involved with options to address the schools' overcrowding and under-enrollment. For example, with the option of combining of Jenner and Ogden, questions related to the number of campuses, the placement of grades across buildings, and the overall capacity of a multi-facility solution to address issues in the short- and long-terms were raised. In addition, concerns about the impact of combining two K-8 schools on Ogden High School were raised as well. Concerns were also raised about the Ogden High School building, which originally housed an elementary school and is not optimally configured for a high school, while Ogden Elementary, which was originally configured as a PreK-8 school, currently only houses grades K-5 due to space constraints. Finally, it is noted that Jenner, which is distinguished by its Arts Programming, has some, but limited, arts facilities and faculty within its building.

Background:

While the math of combining two school populations into two or more facilities may appear simple, there are several factors that must be considered to ensure that children are in a physical environment that is appropriate and conducive to learning at their grade level. In addition to ensuring that class sizes are within reasonable limits, NextLevel also prioritized keeping students of similar age

together in the same facilities. In particular, it is important in an IB learning environment for fourth and fifth graders to be together, so that the fourth graders can be exposed to and learn from the fifth grade projects. NextLevel's analysis, presented in the "Mutually Supported Merger" section above, presents the optimal distribution of classes within a combined school across the school facilities.

In addition, NextLevel recognizes the importance of the Magnet Cluster element of Jenner's school offering. In order to increase the appeal of and attendance at the school on a standalone basis, NextLevel believes that additional investment in the Arts program at Jenner would be necessary

Support:

Conversations with International Baccalaureate education professionals support the priority for fourth and fifth grade students to have access to one another in the school environment.

Success Factors:

With respect to a "mutually supported merger", it is important to provide adequate and grade appropriate space for students at each grade level, and in an IB environment, to ensure that fourth and fifth grade students are educated in space where they have access to each other.

With respect to the investment in Jenner's Magnet Cluster program, additional investment would need to be made in Jenner's facility to ensure it is well suited to achieve the status of a top level Arts Academy and can promote a stronger and more appealing Arts program.

COMMUNITY RELATIONS

Consideration:

Parents and other members of both the Jenner and Ogden communities expressed a concern around ensuring that all families feel a part of the broader community – so that every family and student can develop an understanding of the community that they are joining and have a common sense of ownership of a combined school.

Background:

Jenner and Ogden schools present different racial and socio-economic demographics, and represent communities that may not totally understand or trust each other. Without a well managed approach to introducing and educating the communities about one another, this lack of understanding or trust could perpetuate miscommunications, presumptions and a reluctance to engage across the communities. These outcomes could create roadblocks to successful

integration and realization of the benefits outlined in the “Academic and Cognitive/Non-Cognitive Impact” section, below.

As part of the option of investment to strengthen Jenner’s Magnet Cluster program, a similar approach will ensure smoother integration of students outside of the current Jenner demographic who may enroll in the school due to its enhanced arts programming.

Support: Intentional and robust professional development for teachers and staff on the topic of racial and socioeconomic differences is an important aspect to a successful integration program.¹¹ Ensuring that students have the opportunity to get to know each other both inside and outside of school is also very beneficial.¹² As mentioned previously, continuing and expanding the JOLT activities to offer more opportunities for the students to get to know one another better and form friendships, would prove beneficial.

Success Factors:

In both the case of a “Mutually Supported Merger” and a Magnet Cluster vitalization, providing diversity and sensitivity training to all communities involved could help foster understanding between and among these communities. In addition, the employment of cultural counselors to address issues arising from differences in cultural perspectives is important to the success of both options. Finally, a robust schedule of events and opportunities for students, staff and parents to discuss cultural issues and grow their cultural awareness would support both of these options.

ACADEMIC CONTINUITY

Consideration: Parents (both Ogden and Jenner) expressed a strong interest in instituting (continuing) the International Baccalaureate Programme as the academic approach for all students/grades in a “conditionally merged” school.

Background: International Baccalaureate (IB) is an academic approach that is inclusive and has the goal of developing global citizens. Most IB programmes are only provided in high school; according to the IB.org website, there are fewer than 20 schools which provide an IB education K – 12, making Ogden’s current curriculum continuity unique.

Support: NextLevel spoke with IB specialists who categorically stated that bringing the two schools together would be a welcome opportunity and would not create significant challenges for the children or for the teachers.

Success Factors:

IB welcomes the opportunity to educate more students in the context of an IB education, successfully implementing IB across all grades is fairly straightforward:

- Train all teachers in IB (the remaining 25% of Ogden and all Jenner faculty); certify as necessary and provide advanced training as appropriate (leverage current IB staff to conduct initial training); ensure funding is available
 - Training of teachers must occur within two years
- Work with the IB organization particularly through school transition to ensure access to additional IB support and so the school recertification process recognizes the transition
- Explain to parents new to IB what the curricular differences are from the education their children have been receiving
- Ideally keep 4th and 5th grades in the same building due to programme continuity best practices (per IB practitioners). Fifth graders complete a significant project and during the course of the year, they are mentoring the fourth graders as part of the learning process

ACADEMIC AND COGNITIVE/NON-COGNITIVE IMPACT

Consideration: Some parents expressed concerns that integrating two different student populations would have negative effects on students' academic performance and/or on Ogden's school rating, or that a "merger" was seen as an "experiment".

Background: Decades of research in both racial and socioeconomic integration have found significant benefits for all students who attend integrated schools.

"Diversity of both income and race is essential...to academically prepare our children with the knowledge and skills to contribute to the workforce, and to provide children with the opportunity to develop socially and emotionally in ways that contribute to social cohesion."

"New Wave of School Integration", Halley Potter, Kimberly Quick and Elizabeth Davies, *The Century Foundation*, February 9, 2016, p. 21.

The history of school desegregation reaches back to the landmark 1954 decision in *Brown vs. Board of Education*. For the decades following that decision, school districts all over the United States were required to racially integrate schools. Significantly, the achievement gap between whites and minority students in K-12 education closed more rapidly during that period than in the recent past as desegregation systems have been dismantled.¹³

Current research suggests that schools segregated by socioeconomic status pose more significant harm to student achievement than those segregated by race.¹⁴ Research has also revealed that the concentration of poverty in the school a student attends predicts a student's success more strongly than that student's socio-economic background.¹⁵ In recent decades, a shift away from racial integration towards an intentional focus on socioeconomic integration has

resulted in 91 schools and school districts around the United States using methods to intentionally integrate schools socioeconomically.¹⁶

“Racial integration is a very important aim, but if one’s goal is boosting academic achievement, what really matters is economic integration.”

“From All Walks of Life: New Hope for School Integration”, Richard Kahlenberg, *American Educator*, Winter 2012-2013, p. 2.

Support: School integration provides many benefits to students:

Exposure to diversity of perspective improves critical thinking and problem solving skills. When students with significantly different life experiences share a classroom, they are confronted with perspectives that challenge their points of view, which promotes cognitive stimulation and enhances learning.¹⁷ Students in integrated settings develop the ability to problem solve more creatively as multiple perspectives force new ways of resolving problems.¹⁸ Students are also compelled to view issues in a variety of ways¹⁹ which improves thought processes - like taking alternative views and problem solving – and leads to greater learning.²⁰ These benefits are particularly pronounced for the majority group.²¹

“[W]hite students in ‘racially diverse classrooms [are] more likely to score higher on complex analytical texts, possess greater intellectual confidence, desire to pursue graduate degrees, understand and appreciate the ideas of others, and were more likely to maintain and pursue friendships across racial and ethnic lines.’”

“Integrated Magnet Schools: Outcomes and Best Practices”, *Institute on Metropolitan Opportunity at University of Minnesota Law School*, December 2013, p. 13.

Importantly, the benefits of integrated classrooms are most deeply experienced after a prolonged period of time. One study found seven years in an integrated environment to be the optimal length of time to maximize the benefits of integrated classrooms.²²

The natural tendency of implicit bias against people perceived as different is countered through prolonged exposure to members of those groups.

Implicit biases are subconscious attitudes about people based on stereotypes about race, gender, socioeconomic class and other characteristics. Implicit biases are present in both majority and minority groups, but most are unaware of their biases.²³ Implicit bias stems from natural cognitive processes that seek to

categorize people and things in order to make sense of the large amount of information being received. Categorizing people based on race, gender, socioeconomic class or other characteristics is thought to occur based on cultural learning through exposure to media, social institutions and other means of communicating stereotypes.²⁴

Implicit bias not only hinders a person's ability to understand issues from multiple perspectives and engage in creative problem solving, it can also seriously hinder a person's ability to interact with others. "Several studies, for example, have found that doctors with higher implicit racial biases perform worse when treating nonwhite children."²⁵ Additionally, individual attempts to counter implicit bias actually result in higher incidences of prejudiced behavior.²⁶

An effective way to counter the development implicit bias against particular groups of people is to intentionally integrate different groups of people into a school community.²⁷ Shared membership in a school community, particularly for prolonged periods of time, can diminish students' subconscious attitudes²⁸, promote positive relations between various demographic groups and reduce explicit prejudices.²⁹ "Exposure to diversity early in life, which increases intercultural comfort and reduces implicit bias, lays the groundwork for skills that are crucial in the twenty-first century economy."³⁰

Integration is the most effective mechanism for closing both the racial and socioeconomic achievement gaps. As stated above, the racial achievement gap closed more quickly during the school desegregation era³¹ than during recent decades when schools have become re-segregated.³² Importantly, as recently as 2013, the achievement gap between low and high-income students was nearly twice as wide as the achievement gap between white and minority students.³³ It is therefore not surprising that research suggests socioeconomic integration is more impactful than racial integration in closing the achievement gap.³⁴ (Although it must be stated that racial and socioeconomic segregation often go hand in hand because most schools with a Black and/or Latino majority population are also overwhelmingly low income.³⁵)

Integrated schools see smaller achievement gaps notably because achievement among minority and low-income students increases (not because White, middle class students' achievement decreases).³⁶ For example, low income fourth grade students in mixed income schools scored about two years ahead of their counterparts in high poverty schools on the 2011 National Assessment of Educational Progress (NAEP) while low income high schoolers in socioeconomically integrated schools showed 30% more growth in test scores over four years than their peers in segregated, high poverty schools.³⁷

Significantly, research suggests that socioeconomic integration boosts student achievement more effectively than providing additional resources to a high

poverty school.³⁸ In Montgomery County, Maryland, students in low income housing in middle class neighborhoods were assigned to schools with a lower poverty concentration, while other low income students were assigned to high poverty concentration schools. The schools with higher concentrations of poverty were given additional resources, but despite the extra financial support, students in the lower poverty schools had higher achievement.³⁹

Increased understanding of, and experience with, people of different backgrounds improves students' employability and professional success.

Businesses are increasingly interested in employees who have experience in integrated environments. Companies know that job candidates with experience in diverse settings have enhanced intercultural awareness, critical thinking, leadership and conflict resolution skills.⁴⁰ Employers are looking not only for employees who can work with people of different backgrounds, but also those who can understand consumers from different demographics and thus be more valuable to the organization.⁴¹

Integrated school environments particularly benefit students from low-income backgrounds. When the school environment is dominated by middle class families who promote high expectations, safety and community support, low income students benefit.⁴² Middle class students are not affected by school environments in the same way, so the inclusion of low income students into a primarily middle class school does not negatively affect middle class students.⁴³

Research has found that children from higher income families tend to develop important non-cognitive skills like self control, organizational skills, an eagerness to learn, interpersonal skills, adaptability and independence through family influence but also through “purchasing” better school peers whether in private school or by living in communities with “better schools”.⁴⁴ Socioeconomically integrated schools bring the benefits of those middle income peers to low income students who then develop the same critical non-cognitive skills.⁴⁵

Another reason why socioeconomically integrated schools tend to produce better outcomes for students is the critical mass of parents who are “able to be actively involved in school affairs and know how to hold school officials responsible”.⁴⁶

Additionally, minority students in integrated schools have an enhanced sense of their own abilities⁴⁷ and higher educational aspirations.⁴⁸ Minority students in integrated schools are “better prepared academically and socially for higher education.”⁴⁹

Long term, minority students who attend integrated schools often attend desegregated colleges, then desegregated white collar and professional jobs – due in large part to integrated professional networks⁵⁰ – which then lead to professional success, higher earnings and better health outcomes. These benefits then extend to their children who tend to have higher educational

achievement, repeat fewer grades, graduate high school and college at higher rates, and attend higher quality colleges.⁵¹

School integration is not an experiment; its success is well documented.

While the desegregation era post-*Brown vs. Board of Education* is well documented, intentional socioeconomic integration of schools is less discussed, but is by no means a new idea. As far back as 1979, school boundaries for two high schools were redrawn in LaCrosse, Wisconsin to increase socioeconomic balance.⁵²

Today, 91 school districts, charter schools and networks have intentional socioeconomic integration policies. They enroll over 4 million students in 32 states – roughly 8% of all students attend a school that uses socioeconomic status as a factor in assigning students.⁵³ While not every plan to integrate schools socioeconomically has been successful, when integration plans failed, it was typically due to implementation challenges. In these instances, there was no evidence that the integration of students caused any insurmountable issues or problems, but rather that the operational aspects of the program were unsuccessful. Additionally, these are examples of district-wide attempts to integrate many schools, rather than one or two schools.

Since 1978, Seattle had voluntarily bused students in order to integrate schools, but in 2007, the court struck down their racial integration program.⁵⁴ Seattle then tried to integrate the schools socioeconomically, but the program was changed to a neighborhood assignment system in 2009 “to cut transportation costs and alleviate uncertainty under the old assignment method.”⁵⁵

Wake County, North Carolina has a successful, if complicated, history of integration. In the early 1980s, Wake County started a voluntary racial integration program by converting most Raleigh schools to magnet schools. In 2000, the program began concentrating on socioeconomic integration as that was seen as a greater educational concern.⁵⁶ Over time, Wake County thrived as a community, including an influx of new residents and an increasingly large low income Latino population.

To keep up with the population growth, Wake County began a system of mandatory school assignment and busing to ensure integration of schools continued.⁵⁷ Moving from a choice based integration system (like magnet schools) to a mandatory school assignment system disrupted support for the program, as parents were faced with uncertainty regarding where their children would go to school and the prospect of potentially long bus rides. Opposition turned into political upheaval, a change in the school board and the end of the program.⁵⁸ Interestingly, a backlash resulted in a return to school board members supportive of integration and again Wake County has embarked on a socioeconomic integration program for its schools.⁵⁹

The critical lesson from both Wake County and Seattle is that mandatory school assignments that create uncertainty for parents, particularly when paired with expensive busing, are less likely to be successful.⁶⁰

Below are two specific examples of successful socioeconomically integrated school programs:

Hartford, Connecticut: Capitol Region Education Council (CREC)

As recently as 2002, 90% of Hartford's minority students were in "hyper" segregated schools, but a court's decree in 1996 forced a creative solution: highly resourced magnet schools in inner-city Hartford that enrolled both low income, minority students from Hartford as well as middle class, mostly white students from the surrounding suburbs through a voluntary integration program made possible through interdistrict agreements between Hartford and several surrounding suburbs. Due to the demand for high quality school options in Hartford, low income, inner city students gain access to the school through a lottery, while the CREC program spends a significant amount of effort and financial resources to recruit students from the wealthier surrounding suburbs in order to meet CREC's integration goals.⁶¹

The facts speak for themselves. In 2012-2013, CREC's student demographics are 30.3% Black, 29.2% Hispanic, 30.4% white and 46.2% low income (free/reduced lunch) and their Connecticut Mastery Test results in both reading and math outperformed the 'home district' results for both the low income inner city schools as well as the wealthier suburban schools.⁶² The CREC Magnet Schools also outperform the state in math and reading.⁶³

Massachusetts Metropolitan Council for Educational Opportunity (METCO)

METCO is an urban-suburban transfer program where students from inner city Boston and Springfield apply to go to schools in the wealthy surrounding suburbs. It began in the 1960s through the grassroots efforts of low income families in Boston stuck in overcrowded, underperforming schools. These families brought their children to the nearby highly resourced suburban schools that had room to spare. Their effort was formalized in 1966 and is now the second longest lasting interdistrict integration system in the United States.⁶⁴

The METCO program has increased in popularity over the many decades it has been in existence: In first year, seven communities participated and as of 2011, 37 districts were participating with 3300 students coming from Boston and Springfield.⁶⁵ Parents and families of children who participated in the METCO program have reported that they had a good experience and that their relationships with the suburban families were excellent.⁶⁶

Like the CREC program, the facts speak for themselves: In 2010, more than 50% of students in the METCO program were low income, the overwhelming majority Black and Latino and about 25% with special needs – well above the

state average.⁶⁷ The students accepted into the METCO program consistently graduate high school at far higher rates than students in Boston and Springfield. In 2009, 93% of METCO students graduated high school, while only 61% of their peers in Boston and Springfield did.⁶⁸

From 2006 to 2010, test scores of METCO students from third, sixth and tenth grades show that METCO students (who are mainly Black and Latino) dramatically outperform their counterparts in Boston and Springfield.⁶⁹

Significant research has also been done on the non-cognitive effects of the program for METCO students. Students who participated in the program were more likely to learn they could negotiate with an authority figure – like the teacher – to further their academic interests while students who did not participate in the program but stayed in less affluent Boston and Springfield schools tended to perceive school policies as unchangeable.⁷⁰ The METCO students learned to negotiate and work with their teachers to further their academic goals⁷¹, a skill critical in the professional world as well.

Despite the many successes of the program, it is important to point out that the students involved in the program are overwhelmingly Black and Latino but make up less than 10% of the population at each school.⁷² As referenced above, a group with this small level of representation often results in negative consequences. METCO students have reported experiences of stereotyping and cultural insensitivities⁷³ as would be expected according to the research regarding the importance of a ‘critical mass’ of each demographic group to avoid these challenges.

Success Factors: While research shows a number of positive outcomes for students attending integrated schools, it is important to note that the benefits of integration require that no one group be the “overwhelming majority” of the student body. Social scientists and researchers use 70% of any one racial or ethnic group as the threshold above which students outside of the majority group may experience racial isolation and when it can be much harder to encourage tolerance and cross-racial friendships.⁷⁴

In socioeconomically integrated environments, researchers have found that schools with 30-50% high poverty students tend to perform better than schools with 60-100% high poverty students, but importantly have also found that there is no precise percentage that works best.⁷⁵ One of the most important factors in integrating students is the presence of a ‘critical mass’, so no one group is seen as a ‘token’ portion of the school body and subject to stereotyping by the majority group.⁷⁶

NextLevel’s analysis demonstrates that both the racial diversification and the socioeconomic diversification would prospectively reflect “best practices” in a “mutually supported merger” of Ogden and Jenner (Table 17 and 18).

Table 17 and 18: Projected Student Racial Makeup and Free and Reduced Lunch with Merged Schools

Student Racial Makeup									
	White	African Amer.	Asian/Pac	Native Am/Alask	Hispanic	Multi Racial	Asian	Haw/ Island	NA
Current Racial Makeup									
Jenner	0.4%	96.7%	NA	NA	1.2%	0.4%	0.4%	NA	0.8%
Ogden K - 5	46.6%	13.8%	NA	0.1%	14.8%	7.6%	16.3%	0.2%	0.6%
Ogden 6 - 8	29.6%	34.5%	NA	0.6%	22.1%	5.8%	6.9%	NA	0.6%
Projected Combined Racial Makeup									
K - 3	39.2%	27.1%	0.0%	0.1%	12.6%	6.4%	13.7%	0.2%	0.6%
4 - 6	34.4%	33.2%	0.0%	0.2%	14.4%	5.9%	11.2%	0.1%	0.6%
7 - 8	24.9%	44.5%	0.0%	0.5%	18.8%	4.9%	5.9%	0.0%	0.6%
Total K - 8	35.1%	32.1%	0.0%	0.2%	14.2%	6.0%	11.5%	0.1%	0.6%
CPS Average	9.4%	39.3%	0.0%	0.3%	45.6%	1.1%	3.6%	0.2%	0.6%

	Free and Reduced
Jenner	98.6%
Ogden K - 5	21.0%
Ogden 6 - 8	47.5%
Combined (weighted)	39.8%
CPS Average	80.7%

Source: CPS Data Portal ("Student Racial Ethnic Report") and school specific data

In addition to a "mix" of groups that promotes the benefits of integration, research indicates that it is critical to be intentional about integration goals.⁷⁷ The benefits of integration are experienced through "equal-status contact" of students from different groups.⁷⁸ Promoting "equal-status contact" requires that all students are seen as equals, so systems like academic "tracking" are ill-advised.⁷⁹

CRIME AND SAFETY

Consideration:

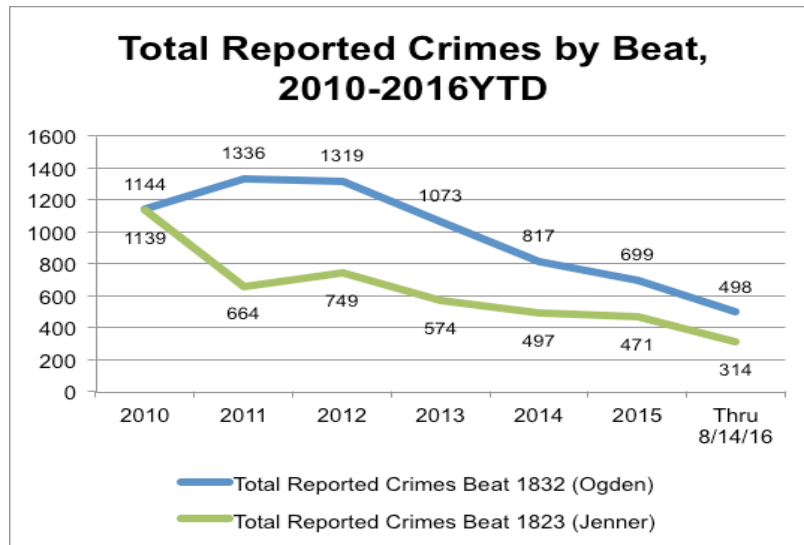
Both Jenner and Ogden parents are concerned that one neighborhood or the other is less safe and that the school environment could be wrought with behavioral problems. The safety concern stems primarily from questioning whether or not it would be safe for their children to walk from one neighborhood to the other.

Background:

NextLevel conducted a review of crime in beats 1832 (Ogden School) and 1823 (Jenner Academy of the Arts) in order to test the claim and concerns related to crime in the Jenner neighborhood. NextLevel used reported crime data from the City of Chicago Data Portal to conduct its analysis and comparison of crime in the respective neighborhoods (see Chart 7 below). While crime data dating from 2001 is available on the Portal, NextLevel's focus was on the past five years, as this data provides a more accurate representation of the environment in both neighborhoods today.

The number of reported crimes, whether or not they resulted in an arrest, were nearly identical in 2010, and represented a decrease in crime for both beats from the previous year. In 2011, however, beat 1832 (Ogden) experienced a significant (17%) increase in reported crime, while reported crimes decreased markedly (42%) in beat 1823 (Jenner). After a flat year for 1832 and an increase for 1823 in 2012, both beats have experienced a decline in reported crime through 2015; 1832 (Ogden) reported 699 crimes, while 1823 (Jenner) reported 471 crimes in that period. In each year of the review, fewer crimes were reported in beat 1823 than in beat 1832.

Chart 7



Source: City of Chicago Data Portal

Over the period from 2013-2015, there were over 1000 more crimes reported in beat 1832 than in beat 1823. While more crimes were reported from 2013-2015 in 18 of the 30 “Primary Type” categories, there were notably more crimes reported in the categories of Battery (114), Theft (664), Deceptive Practices (457) and Robbery (50) in beat 1832 (Ogden). Beat 1823 (Jenner) had more crimes reported in the areas of Criminal Trespass (241) and Narcotics (67) over the same three year period.

The conclusions of this analysis are also supported by data obtained from the Chicago Police Department database of reported crime as accessed through the CLEARMAP online application. NextLevel examined specific areas (within one-eighth of a mile and within 40 feet) around Ogden East and Jenner. In two randomly chosen two week periods, one during the school year and one during the summer, the Ogden East area experienced more crimes and more crimes closer to the school than Jenner.

Support: Research reflects that while segregated schools result in higher rates of exclusionary discipline for low income students⁸⁰, racially integrated schools

have better school climates, lower levels of violence and social disorder than segregated schools.⁸¹

Success Factors:

For any solution, the continuation of the current Safe Passage route around Jenner and a possible extension of that Safe Passage route should the “mutually supported merger” option pursued. Additionally, creating or adhering to behavioral performance metrics to evaluate the nature of behavioral issues in the schools will aid in tracking the impact of any school action.

SCHOOL EVALUATION (RATING)

Consideration: Ogden parents are concerned about Ogden’s school rating declining as a result of potential “mutually supported merger” with children who have not performed at same academic level

Background: Currently, CPS uses the School Quality Rating Policy (SQRP), which is reliant on the NWEA MAP test as the standard means by which to measure a school’s performance. According to the CPS Department of Accountability, there are three primary components to determining a school’s rating:

- School level growth utilizing a “tier growth model” (students measured against “peers” and national norms from beginning of year to end of year)
- School level attainment (students in that “peer group” measured against benchmarks)
- CEO discretion (implemented at time of significant CPS schools actions/closings, 2014)

“The November 2014 amendment also included language allowing for a CEO determination to be made for schools where a significant change (e.g. principal change) at a district-operated Level 1 school has impacted the school. The CEO can now designate a school in this situation to remain Level 1 for a one year period.”⁸²

There are many challenges in evaluating how any significant school change (action) may impact a school’s rating, including the fact that CPS is anticipating a change from the NWEA MAP to the Partnership for Assessment of Readiness for College and Career (PARCC) methodology as soon as next year, which is driven by Common Core standards.

Specific to Ogden, the elimination of the gifted program may or may not impact the school’s rating. At this point in time, CPS does not evaluate or project program specific impact on a school’s performance.

Regarding a “mutually supported merger”, according to the CPS Office of Accountability it is difficult to predict what impact the combination may have on

the combined entity's rating. It is possible, that in a year of significant transition, much like the changes in 2014, the CEO would utilize his/her discretion for a period of one year to help facilitate that transition, due to those specific extenuating circumstances.

Support: Research dating back to desegregation shows that school reputations are very fragile, and with increasing reliance on standardized assessments to measure quality, so it is important that school ratings are carefully considered particularly in relation to recently integrated schools.⁸³

Conditions: With a “mutually supported merger” or with the effort to aggressively invest in Jenner’s Magnet program, working closely with CPS to understand what actions are necessary to achieve or maintain a Level 1 rating is imperative.

STAFF: LEADERSHIP

Consideration: Parents and community members expressed concern about and a desire to retain both principals in any scenario for Ogden and Jenner. The importance of partnering in every aspect of any action, and in particular with the leadership was expressed repeatedly.

Background:

Ogden has had several principals and assistant principals over the last 4-5 years and the parents feel strongly that continuity of leadership is critical whatever the option is pursued. Jenner has just recently begun to benefit from its new leadership and both the Jenner and Ogden parent communities feel the current principal can be immensely impactful, again, regardless of the path for Jenner.

Support:

Managing through the significant transition of merging two schools, particularly two schools with different student populations, requires strong leadership. In NextLevel’s conversation with Richard Kahlenberg about his experiences researching school integration programs around the country, he noted that strong school leadership is critical.

Success Factors: Retention of current leadership at Ogden and Jenner is seen as a critical element of success regardless of direction (particularly at Jenner). Both communities wish to avoid additional disruption.

Additionally, it is recommended that should the “mutually supported merger” be pursued, that a co-led LSC be formed to ensure there is balanced representation from both communities.

STAFF: EVALUATION AND POSITION RETENTION

Consideration: Parents, teachers and principals alike are concerned about how any school action may or may not affect teacher performance and most importantly retention.

Background: According to the CPS Office of Accountability, the decision to around staffing with any significant school change is incredibly complex, but the goal is to retain as many of the staff as possible.

Teachers are evaluated utilizing a sophisticated rubric which, depending on the teacher and the subject that teacher teaches, will include Principal observations and an evaluation of student growth. The student growth evaluation is broken down into two primary areas: performance tasks and “value added”. Again, depending on the subject area, a teacher may or may not have a performance task evaluation.

In summary, and according to the Office of Accountability, there are “a lot of rules” around teacher evaluation.

Success Factors: Regardless of outcome/direction, the Principals and CPS must endeavor to:

- Create an environment of transparency
- Determine what the change (enhancement of Magnet Cluster or “mutually supported merger”) might require of teachers/staff:
 - Training
 - Experience
 - Hiring
- Prioritize opportunities for Jenner and Ogden teachers
- Formally communicate with staff regarding changes and expectations

STAFF: TRAINING

Consideration: Staff and parents are concerned that the staff receive appropriate training for any change affecting the school(s) and that the funds are made available for that training.

Success Factors: For both proposed options, the further investment in Jenner or the “mutually supported merger”, there is an investment in training required. In both cases, diversity and cultural training should be required for all staff (and parents and students) not only prior to enacting a significant change for the student body but should be part of the ongoing training as well.

Specific to investing in Jenner, ensuring the staff has the appropriate training to understand how to integrate the Arts education fully into the broader curriculum is necessary.

If it is decided to merge the schools, IB training for the balance of the Ogden staff and all of the Jenner staff is required. This training will be required for all teachers within two years and the IB specialists recommend at least a basic overview of the principles of IB as early as possible.

It is important in either case, that the funds required to fully train all stakeholders, be set aside.

ADDITIONAL RESOURCES AND POTENTIAL FINANCIAL IMPACT

Consideration: While capital costs related to the recommended options are considered to be minimal, there remain some one-time and recurring resource requirements that will necessarily be part of the options that remain.

Background:

Several of the “Success Factors” described in this section have implications for resource requirements. In NextLevel’s analysis, the success of the recommended options relies heavily on adequate funding and support of these requirements.

Although, NextLevel has done research (which includes limited CPS data) on some cost elements including staffing, training and transportation, it recognizes the critical roles that CPS and the leadership at Jenner and Ogden will play in projecting the resource and financial implications of each option. NextLevel determined that due to the number of factors and potential ways in which each option could be implemented, it would be premature for NextLevel to estimate the costs.

Based on this recognition, NextLevel concluded that while an indication of the types of costs implied by each option is appropriate for this report, it is prudent to defer to CPS, the principals and an implementation team to develop a comprehensive financial impact analysis of the options. While Table 19 does not provide specific costs for each of the areas discussed above, it does indicate whether the costs are “one time/transition-related” or “ongoing” to give some sense of the commitment required for each of the recommended options.

Success Factors:

To implement a “mutually supported merger”, a group of school administrators, parents and faculty need to be assembled, managed and supported by a third party transition team. The transition team would work with CPS to create and execute a transition plan. In addition, staff would need training in IB education and the merged school would require a cultural counseling presence at each of its facilities. Additionally, differentiated learning staff would be required to support the educational needs of a more diverse school population and to encourage integration of the two schools. Finally, transportation between the facilities would be required.

To implement a Magnet Cluster revitalization, resources related to creating a competitive Arts academy (or another appropriate educational focus) would be required. Anticipating a more diverse student body at Jenner, a cultural counseling presence as well as differentiated learning staff would also be required.

To implement an address audit, sufficient staffing will be required to conduct a thorough and credible process.

Table 19: Likely Financial Impacts by Recommendation

Consideration	Mutually Supported Merger	Magnet Cluster Revitalization	Ogden Address Audit	Financial Impact
Clerical Staffing			✓	One-time
Facilities Enhancement		✓		One-time
Specialty Teaching Staff		✓		On-going
Transition Team	✓			One-time
IB Training	✓			On-going
Cultural Counselor(s)	✓	✓		On-going
Differentiated Learning Staff	✓	✓		On-going
Additional Afterschool Programs	✓			On-going
Transportation	✓	✓		On-going

FINAL RECOMMENDATION

NextLevel endeavored to honor the process it set out at the beginning of this project: a process driven by data and research complemented by community input from representative stakeholders in the Jenner and Ogden communities. The quantitative analysis led to a somewhat unexpected conclusion given the proposed premise of this project: Ogden's overcrowding and Jenner's underutilization.

Based on the data gathered and analysis completed, NextLevel's enrollment projections demonstrate that while Ogden will be at or over-enrolled for the foreseeable future, it will likely not be considered "overcrowded" according to the CPS efficiency range. Conversely, despite the anticipated significant development in the Jenner neighborhood, Jenner will likely, without investment to encourage attendance from outside the school boundaries, remain under-enrolled and potentially at risk of closing.

NextLevel evaluated several options in light of the above noted quantitative findings. In addition to practical, fact based analysis, community opinion weighed heavily into the following final recommendation.

To increase not only the enrollment at Jenner, but improve the educational experience for the Jenner students, NextLevel found two viable options: 1) execute a "mutually supported merger" with Ogden or, 2) Increase the focus on improving the Magnet Cluster curriculum at Jenner along with an aggressive marketing strategy.

While both options have the possibility of solving for Jenner's under-enrollment, NextLevel recommends pursuing the "mutually supported merger" with Ogden for several reasons. First, a "mutually supported merger" resolves the enrollment concerns of the schools quickly and effectively, and provides a nearly immediate opportunity for Jenner students to participate in a robust and proven IB platform.

Importantly, research shows that a thoughtful and intentional combining of the schools resulting in a more broadly racially and socioeconomically diverse student body, leads to improved academic achievement as well as cognitive and non-cognitive development for all students. Based on NextLevel's many discussions and survey results, a "mutually supported merger", if executed properly (see Considerations and Conditions), is a solution that most stakeholders support.

Finally, given that the intentional integration of schools has proven to be successful in other districts and regions of the country, this type of project could create an important template and positive outcomes for other schools experiencing enrollment challenges in the City of Chicago.

NextLevel recognizes that pursuing this action comes with complexities and financial implications. Should this action be taken, there may be a small group of families who decide to leave CPS. However, there is also a group of families who have chosen schools outside of the Jenner neighborhood who may begin attending a “merged” school.

Should the Jenner/Ogden Community Steering Committee and CPS decide to pursue this “mutually supported merger”, it is imperative that it be done in a thoughtful, time sensitive, community engaged manner. Clear communications between all stakeholders about plans to merge, and the benefits of doing so, are critical to success.⁸⁵ Probability of success is increased if transparency, planning, engagement, commitment and leadership are in place.

While NextLevel thinks that implementation of a “mutually supported merger” is possible for the 2017/2018 school year, there is a concern about the amount of time that would remain in the 2016/2017 school year for preparation and community building activities after a decision is made to move ahead with the action; this decision is likely to be made in late 2016 or early 2017. Because of the critical importance of these pre-merger activities, NextLevel would encourage consideration of a longer planning, preparation and community partnership period, with the merged schools in operation for the 2018/2019 school year.

IN CLOSING

NextLevel has appreciated the opportunity to work with the Jenner/Ogden Community Steering Committee and its Advisory Group as well as the countless others who became critical resources to us during the course of this work. We believe both Jenner and Ogden have strong leaders and that they will continue to strive to provide their students with the best educational opportunities regardless of direction pursued.

APPENDIX

Steering Committee Members

JENNER OGDEN COMMUNITY STEERING COMMITTEE

Reverend Randall K. Blakey, Executive Pastor, LaSalle Street Church and Executive Director, Near North Unity Program

Rabbi Seth Limmer, Senior Rabbi, Chicago Sinai Congregation

Aaron Balsam, Jenner School Community Member

Deidre Brewster, Near North Community Representative

Cira Conley, Ogden Parent

Hattie Dennis, Jenner Parent

Michele Dreczynski, Near North Unity Program

Rochelle Satchel, Jenner Graduate and former Parent

Betsy Olesker Tomas, Ogden Parent

Muna Walker, Ogden Parent

Sharon Wheeler, Near North Unity Program

JENNER/OGDEN ADVISORY GROUP

Tracy Alvarez, Jenner Community Representative

Rachel Brady, Jenner Local School Council Member

Thea Kachoris Flores, Ogden Parent

Andrea James, Jenner Community Representative

Karon Liggett, Jenner Local School Council Member

Ashley Linzy, Jenner Parent

Ianna Kachoris Ori, Ogden Parent

Matt Miller, Ogden Parent

Rosa Rodriguez, Jenner Local School Council Member

Ellen Schor, Chicago Sinai Congregation, Jenner Community Representative

Heidi Wagman, Chicago Sinai Congregation, Jenner Community Representative

Rebecca Wells, Ogden Parent

Explanation Of Jenner And Ogden Growth Projection Model

The methodology of projecting the number of additional students for both Jenner and Ogden begins with the set of assumptions laid out in Tables 2 and 4.

Each neighborhood has unique growth characteristics due to development planned for that specific neighborhood. In the case of Jenner, the focus of growth is the CHA Revitalization Plan. CHA has an additional three phase plan for specific buildings with certain density and timing expectations. While the number of units is expected to fall within a range (the final number is dependent on the developer proposal accepted), NextLevel utilized the midpoint of that range for each building. Based on projected start dates, CHA and NextLevel approximated the most likely timing of when those units are expected to “come on line” and be occupied.

Additionally, CHA was able to provide an estimated breakdown between “market rate”, “affordable” and “low income” units as shown in Tables 2 and 4. Although there is an expectation of additional larger units, CHA estimates the average unit size across the entire plan to approximate 2 bedrooms. CHA assumes “2 heartbeats” per room for its units. NextLevel consulted with CHA to adjust that figure for affordable (1.75/room) and market rate (1.5/room).

Based on our discussion with developers, we were also provided with occupancy rates by type of unit, which are also shown in Tables 2 and 4.

After applying the above numbers and associated assumptions, the estimated total number of new units and number of people associated with those units, by year was calculated.

Similarly for Ogden, NextLevel utilized many resources to ascertain development in the Ogden boundaries which might impact growth of school age children over the next 5 years. NextLevel accessed information through Aldermen websites, driving the Ogden neighborhood and speaking with contractors/construction foremen, calling developers, and conducting other ancillary research.

NextLevel was able to develop a building by building estimate of the number, type (rental vs. condo) and size of units and when those units are expected to “come on line”. It is estimated that approximately 3,700 units (18% condo, 82% rental) will be available for occupancy between the end of 2016 and 2021. It is also assumed that all of the units being built in the Ogden neighborhood are “market rate” as developers are paying a premium to “buyout” their affordable housing clause.

Further, based on conversations with developers, it is assumed that in today’s market, families are renting larger units, where available. Thus, NextLevel’s

assumptions reflect a greater number of occupants (equal to condominium assumptions) in rental units 25% of the time.

It is assumed generally, that condo units would have two occupants in a “master bedroom” and one in all other bedrooms. In 75% of the rental units, it is assumed one occupant per room.

Again, after multiplying the numbers stated above, NextLevel was able to estimate the total number of new units and number of people associated with those units, expected by year for the Ogden neighborhood.

From this point, the calculation for both Jenner and Ogden becomes similar. The CPS Office of Accountability provided the census data which allowed NextLevel to calculate the percent of residents in a neighborhood who attend public school (% of children attending public school per total occupants). This figure (8% for Jenner and 5% for Ogden for 2014/15) is applied to the total number of expected residents calculated above, and provides for the total number of school age children attending public school.

NextLevel made as assumption that all additional children in both neighborhoods would be equally distributed across grades PreK through 12th grade. NextLevel also obtained the rate of enrollment for children who attend public school for both Jenner (40%) and Ogden (64%) from the CPS Department of Operations.

The only additional number unique to Jenner, and only specific to a “growth” option (see “Mutually Supported Merger” and “Further Invest in Jenner”), is the expected addition of some students who are currently in the Jenner neighborhood, but are not currently attending Jenner. Based on our research and community conversations, there are several families who would send their children to a merged school (or more integrated school).

After applying these percentages to the estimated total new residents, we ascertain the number of incremental students, by grade, to both Jenner and Ogden, by year.

Glossary

Enrollment: the number of students attending a CPS school at any point in time

Overcrowded: the point at which a school has enrollment which exceeds 120% of CPS's designated capacity

Under-Utilized: the point at which a school has enrollment which falls below 80% of CPS's designated capacity

Under-Enrolled: any point of under-enrollment prior to being at capacity

Over-Enrolled: any point of over-capacity prior to being at overcrowded

Efficient: a point where a school is operating between 80% and 120% of CPS's designated capacity

Mutually Supported Merger: a school action resulting in a partnership between two schools whereby no one school plays a dominant role in the outcome. It also relies upon a number of important factors that must be considered when entering into such an arrangement.

Magnet Cluster: "a specialized neighborhood school – it has a neighborhood attendance boundary and accepts students who live within that boundary. Magnet cluster schools also focus their curriculum on one of four subject areas: fine and performing arts, world language, International Baccalaureate Primary or Middle Years, or technology. Students who live outside of the neighborhood attendance boundary must submit an application in order to be considered for acceptance. A student may apply to any magnet cluster school. Transportation is not provided to incoming students." ⁸⁷

END NOTES

A tremendous amount of research has been done on racial integration, socioeconomic integration and the various issues related to school integration programs and the persistent segregation seen across the United States. While NextLevel has not read every research report on the topic, we feel confident we have gleaned the strongest and most common themes about integration programs from the research we have reviewed and included here.

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 - ² https://www.cityofchicago.org/city/en/depts/mayor/press_room/press_releases/2011/april_2011/mayor_daley_visitsnewogdeninternationalschoolofchicagoonnearnort.html
 - ³ <http://cps.edu/SchoolData/Pages/SchoolData.aspx>
 - ⁴ <http://www2.ed.gov/programs/titleiparta/index.html>
 - ⁵ “The Future of School Integration: Socioeconomic Diversity as an Education Reform Strategy” (excerpt), Richard Kahlenberg, editor, *A Century Foundation Book*, February 2012, p. 5
 - ⁶ “CREC Student Achievement Overview 2013”, Sarah S. Ellsworth, *Office of Data Analysis, Research & Technology*, 2013, p. 3.
 - ⁷ http://cps.edu/About_CPS/Policies_and_guidelines/Pages/facilitystandards.aspx
 - ⁸ “How Racially Diverse Schools and Classrooms Can Benefit All Students”, Amy Stuart Wells, Lauren Fox, and Diana Cordova-Cobo, *The Century Foundation*, February 9, 2016, p. 24.
 - ⁹ “A Smarter Charter”, Richard Kahlenberg and Halley Potter, 2014, p. 141-144.
 - ¹⁰ Ibid, p. 141.
 - ¹¹ Ibid, p. 142.
 - ¹² Ibid.
 - ¹³ “How Racially Diverse Schools and Classrooms Can Benefit All Students”, Wells, Fox, and Cordova-Cobo, p. 12.
 - ¹⁴ Sarah Cashdollar Literature Review, June 18, 2016, *citing* “Must we bus? Segregated schools and national policy”, Orfield, G., *The Brookings Institution*, Washington, DC: Brookings Institution Press, 1978, p. 69.
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- ³⁵ “New Wave of School Integration”, Potter, Quick and Davies, p. 5.
- ³⁶ “How Racially Diverse Schools and Classrooms Can Benefit All Students”, Wells, Fox, and Cordova-Cobo, p. 12.

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⁷² *Ibid*, p. 7.

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