

**SACET Preliminary Recommendations to the Superintendent on
Enrollment & Transfer Policy Review and
Alignment with the Racial Educational Equity Policy and Strategic Framework
June 2, 2014**

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Executive Summary

The Superintendent's Advisory Committee on Enrollment and Transfer (SACET) is a standing committee of 15 community members whose purpose, since its inception five years ago, has been to advise the Superintendent on enrollment and transfer issues to improve equity, program access and educational achievement for all students. SACET broadly represents diversity in gender, age, ethnicity, and geography. It contains veteran and new committee members, including alumni of Portland Public Schools (PPS), community members, teachers, parents, and a student representative.

In March of 2013, Superintendent Smith issued the following charge to SACET:

- Recommend revisions to enrollment and transfer policies to improve alignment with the PPS strategic framework and Racial Educational Equity policy
- Participate in district-wide boundary review process

Fifteen months ago, SACET enthusiastically embarked on an investigation into enrollment policies and practices, and their impacts on schools, with a particular focus on racial equity. What follows is a snapshot of the thinking that has brought us to our current position, and a set of preliminary recommendations. SACET acknowledges that our preliminary recommendations may change, as we have more learning to do, more listening to community members to engage in, and running of data simulations of these recommendations to determine their potential to address the issues that have been raised. SACET also recognizes the significance and timeliness of the work around district-wide boundary review; calling out that our work is not only connected, but also critical to ensure the long-term growth and sustainability of the system, given that enrollment is projected to grow for the foreseeable future.

Over the course of our work, SACET members shared a broad range of opinions and research on a host of issues. These preliminary recommendations have strong consensus. However, this report reflects the variety of perspectives on the issues on which we have worked. Additionally, we have noted the areas where members are still coming to consensus; we will be addressing these issues in our future work. SACET believes the multiplicity of viewpoints is one of the greatest assets of our committee. Perhaps the most important place of consensus is our shared vision for what we believe Portland Public Schools should strive to become: A system of neighborhood-centered schools that offer robust, culturally competent programs and meet the educational and socio-emotional needs of all learners. Enrollment and transfer changes are but one necessary element to achieve this vision. At a minimum, significant shifts in resource allocation, program implementation, teaching and learning practices, and school and district leadership must occur as well. SACET believes that strong neighborhood schools have not existed for all members of every neighborhood and that persistent achievement gaps, under-representation in access to talented and gifted programs, over-representation of students of color in Special Education programs, and disproportionate discipline (especially of African-American boys) have all contributed to the weakening of our neighborhood schools.

The school system SACET envisions will be neighborhood-based with strong ties between the schools and their surrounding communities, and able to provide high-quality and appropriate education for all students, including English Language Learners (ELL) and students receiving a special education service, close to their home. SACET envisions that every school will have adequate resources to provide an enriched curriculum, universal design, and wrap-around supports that ensures each student's success, or satisfies the needs of every student regardless of background, economic class, race or ethnic background, native language, or learning style.

SACET's preliminary enrollment and transfer recommendations are a step toward this goal. However, appropriate instruction and student and family supports must accompany the proposed changes, in order for all children to experience the equitable learning that is called for in the district's strategic framework and Racial Educational Equity policy.

SACET provided feedback on high school transfer issues during the High School System Design Review. For this report we chose to focus specifically on K-8 programs and schools.

SACET Belief Statements:

SACET was guided in its work by these shared principles:

- SACET believes the strength of the PPS system should be the prevailing consideration - even over individual needs and desires. We acknowledge that access to choice systems is not a luxury afforded to all, and therefore weakens the ability of PPS to equitably meet the needs of all students.
- SACET believes that the enrollment system should not exacerbate patterns of segregation by race and class.
- SACET believes that Portland's vitality is rooted in strong neighborhoods, with neighborhood schools at the heart of local communities. Neighborhood schools should be the foundation of the Portland Public School system and significant effort must be brought to bear to create strong schools in every neighborhood.
- SACET believes neighborhood schools throughout the system should have equitable programming and resources, and that a meaningful boundary review process will contribute to that outcome.
- SACET supports lessening the degree of choice in favor of strengthening neighborhood enrollment.
- SACET applauds the Superintendent's 2013 decision to increase the equity allocation for school funding, leading to greater parity in program offerings.
- SACET believes that focus option schools that serve the general population should reflect the demographics of the district.
- SACET believes the district needs to provide strong English as a Second Language (ESL) programs as close to home as possible for Emerging Bilingual (EB) students so that traveling for essential services is eliminated. PPS also should eliminate access barriers for EB students to attend schools with more ESL course offerings and programs such as Dual Language Immersion (DLI).
- SACET believes that before making a policy change, all recommendations must be tested with data simulation in order to refine implementation and mitigate unintended negative consequences, and that further community conversations are utilized to help discern potential consequences of policy changes.

Recommendation One: Strategic Focus on Neighborhood Schools

Neighborhood schools are the heart of a community and every child deserves a vibrant, sustainable, welcoming, and robust neighborhood school. SACET recommends strategic resource allocation to neighborhood schools to improve leadership and teaching, parity in program offerings, and continued professional development in cultural competency for school administrators, staff, and parents. In addition, SACET acknowledges the critical need for a meaningful boundary review process that leads to schools that are large enough to support robust programming. Particular attention must be paid to improving the teaching and learning experience for students of color, students which arrive from low-income families, students who are ELL students and students with disabilities.

Recommendation Two: End Neighborhood-to-Neighborhood Lottery Transfers

The current transfer system undermines efforts to create program equity, and SACET preliminarily recommends an end to neighborhood-to-neighborhood transfers through the lottery system. Applications to transfer through a hardship petition would still be allowed.

Recommendation Three: Accountability for Focus Options

SACET continues to look more deeply into the role that focus option schools serve in the district. At a minimum, SACET recommends that such schools be held accountable to criteria relevant to the purpose they are purported to serve, and that they be assessed by the value they provide to the system as a whole. PPS must ensure that all students have equitable access to approved focus option schools.

Recommendation Four: Support for Dual Language Immersion Programs

SACET supports the growth of this model because of the clear evidence of increased achievement for EB students enrolled in DLI programs. However, we suggest careful intention regarding siting for accessibility to communities of color and consideration of the impacts of co-location.

Recommendation Five: Modifications to the Focus Option Lottery System

Since the lottery will continue to be used to place students in focus options and immersion programs, SACET recommends lottery preferences and weights be modified to increase chances of approval for students of color and other historically-underserved students, and to provide greater geographic diversity at the focus option schools, which are intended to serve the district as a whole. More investigation is needed before determining the specific preferences and weights to be recommended.

Recommendation Six: Supporting Students with Disabilities

SACET recommends that students with disabilities assigned to services outside of their neighborhood school be allowed to remain at that school to the highest grade, despite changes in a level of service. Further, we advocate that preference be granted for siblings to have the option to join them at the same school. Also, the committee unanimously encourages the district to implement universal design throughout the district.

SACET recommends that Policy 4.10.051-P Student Enrollment and Transfers be amended to acknowledge that the right to attend the neighborhood school or the right to request a transfer may be superseded for a student with disabilities by the assignment to specialized program services.

SACET's Process

SACET was formed in 2008 to advise the Superintendent on enrollment and transfer issues as she seeks to improve equity, program access and educational achievement for all students. The current SACET is comprised of 15 community members who broadly represent diversity in gender, age, race, ethnicity, geography, and veteran and new committee membership. The committee includes PPS alumni, community members, teachers, parents, and a student representative.

SACET spent 15 months of investigating enrollment policies and practices, and their impacts on schools, with particular focus on racial equity. In that time, SACET held over 30 meetings. This report describes SACET's findings, concerns and preliminary recommendations. Most of the meetings were planned and facilitated by SACET members. PPS staff members contributed invaluable insights and immeasurable support in planning, data gathering and presenting, and facilitating. All issue papers and reports were written directly by SACET in support of our desire to represent multiple perspectives and to remain autonomous as a community committee. SACET genuinely appreciates the opportunity to critique district policy and believes that improving the district's ability to serve communities of color ultimately benefits every student. SACET believes in racial equity as a driver to ensure more equitable outcomes and opportunities for historically underserved populations in PPS.

In alignment with Superintendent Smith's mandate to SACET, both the PPS Racial Educational Equity Policy and Strategic Framework provided the framework through which SACET reviewed existing Enrollment and Transfer policies. SACET used the district's Racial Equity Lens questions to discern where inequities exist in the current enrollment and transfer system, and recommendations for improved outcomes for students of color.

SACET acknowledges and appreciates the presence of PPS staff members and Board Liaisons who regularly attended SACET meetings. They provided equity training, answered numerous content area questions, fulfilled data requests, and generally supported the work of SACET members, while maintaining the professional distance needed to support SACET's community-driven process.

SACET also wishes to express appreciation for the school principals and department leaders who participated in panels and provided information during the course of our work. We are also grateful for behind the scenes support from staff that provided important technical supports for SACET meetings. A complete list of acknowledgements is found in [Appendix A](#) of this report.

SACET sought out PPS staff and community partners to expand our understanding of the enrollment and transfer system, the portfolio of options in Portland Public Schools, historical influences on school enrollment, and current measures of student performance. Our learning included Courageous Conversations About Race training, the Fair Housing Council of Oregon Bus Tour, and panel presentations with PPS staff and administrators (See [Appendix A](#) for a list of participants). SACET is grateful for the members of the Asian Pacific American Network of Oregon (APANO) who organized a parent listening session to share with us experiences Asian and Pacific Islander families have had with the enrollment and transfer system.

SACET acknowledges that our listening is not done, and we know that there are many stakeholders with whom we want to engage. Public process matters and we especially want to hear from families of color, who have been historically underserved. We are in the process of planning sessions with the Latino and

African-American communities and will incorporate those findings into our next phase of work. SACET thanks the Portland African American Leadership Forum (PAALF), the Black Parent Initiative (BPI), KairosPDX Charter School, and Self Enhancement Inc. (SEI) for their assistance in planning for productive community conversations with the African-American community. We will be reaching out to partners in the Latino and Native American communities as we move forward.

SACET recognizes that PPS is embarking on a district-wide boundary review process. SACET took this into consideration in advance of its work, and as SACET developed its preliminary recommendation package. The significance of both SACET's work and PPS' work is not only connected, but also critical to ensure the long-term growth and sustainability of the system, given that enrollment is project to grow for the foreseeable future.

SACET members were asked to indicate their level of support of the content of the report. 13 members strongly support the report, 1 member is neutral, and 1 member does not support the report.

Choice in PPS: Historical Context

PPS has historically identified itself as a neighborhood-based school system since its origins, but has maintained some level of educational choice since the early 20th century. What has changed in recent years, however, are the numbers of students employing choice and the impact on the nature and stability of the system as a whole. A wide range of forces – state and federal policies, District decisions, shifts in the national dialogue, demographic changes and actions by individuals and communities – have combined to make school choice a much larger presence in PPS’s self-identity and a significant driver of student enrollment.

Benson High School has been a choice option for career and technical education within PPS since its establishment in 1917. The array of other educational options available to students has fluctuated over time in response to social and cultural changes, grant funding opportunities, and educational trends. During the Civil Rights era of the 1960s and 1970s, magnet programs were developed to promote desegregation and integration by attracting students from across the city for special programs. (The primary desegregation mechanism was voluntary busing of African-American students to predominantly white schools.) The District has also had a long-standing commitment to providing multiple alternative education schools and programs intended to support students who need, or prefer, non-traditional learning environments.

In the 1990s, PPS heard increased interest in school choice from families. This was common to public school districts across the country, almost certainly influenced by a shift in the national conversation about public education and the purported benefits of injecting market mechanisms into public sector functions. Greater school choice became enshrined in federal law with the passage in 2001 of “No Child Left Behind” (NCLB), which mandated transfer options for low-income “failing” school and greatly accelerated the proportion of students employing choice.

The increase in families employing choice coincided with two other trends within PPS that exacerbated the impact of increased choice: budgetary instability and demographic shifts. Beginning in about 1993, the effects of Measure 5 and a series of other ballot measures that changed how Oregon funds public education ushered in a generation of disinvestment in education. The shift in school funding away from local resources to the state, had particularly serious consequences for PPS. Despite Portland voters’ continued willingness to devote their tax dollars to public education, the new funding system created a net outflow of resources away from the Metro area to the rest of the state, resulting in substantial declines in PPS’s budget along with dramatically increased volatility. This also coincided with a trend of declining enrollments that further magnified the impact of fiscal austerity.

PPS employed a number of approaches to adjust to the new normal of insufficient school funding: “right-sizing” schools, shifting resources, and attending to families at risk of fleeing public education. For school districts of any size, matching the portfolio of schools to a student population that is constantly fluctuating in both size and location is a common challenge. A number of factors – the nature of existing facilities, significant population shifts, self-imposed inelasticity of school boundaries, educational fads, and fiscal crisis – have conspired to make this task particularly problematic within PPS.¹ Between 1997 and 2013, PPS closed 20 schools and reconfigured many more. The K-8 reconfiguration was the most dramatic shift, but few schools have escaped structural change: Grade structures have changed at 32 schools; boundaries have shifted between 44 schools; choice programs have been added or significantly reduced or expanded at 23 schools. Indeed, many schools have experienced more than one type of structural

change. Given subsequent issues with under/over-enrollment in schools across the district, it is debatable whether these actions actually produced cost-efficiencies, but they certainly impacted the equitable access to programming for thousands of students and disproportionately affected low-income neighborhoods and communities of color.

A second tactic was to shift funds from the central administration to schools and classrooms in an attempt to preserve programs for children. While this was a noble effort, the unintended consequence was to gradually strip away many capabilities essential to the smooth functioning of any system: Clarity of purpose; the capacity to plan, evaluate, and consistently implement common policies and practices; clear management structures; constructive internal relationships; and adequate quality control mechanisms. As central functions deteriorated, principals became increasingly autonomous, schools more differentiated, and PPS less a unified district than a collection of schools.

Although PPS had always had some degree of differentiation in curricular offerings and resource allocation, by the late-1990s variation in schools became not only pronounced, but celebrated. What had begun as an unfortunate consequence of fiscal crisis was now repositioned as a positive expression of “community choice.” The local shift was consistent with the national discourse that assailed public education and championed choice, a perspective that was enshrined in law with No Child Left Behind. From 2001, federal policies changed the educational landscape, establishing a system of ranking schools by “objective criteria,” primarily standardized test scores, and both mandating and incentivizing choice. Growing disparities in wealth and income within the larger society further propelled the segmentation of schools. The ability of some school communities to engage in formidable fundraising, or qualify for significant grants, exacerbated variability among schools in programming, supports, and staffing. Wealthier parts of town, or schools supported by grants were not only able to preserve basic programming, but provide enrichment and supports.

It is perfectly understandable for parents to do whatever they can to provide for the education of their children – often at great cost to families in time, effort, and money – but the kind of disparities in resources and programming that resulted are extremely problematic for a school system. Parents who became aware of the disparities and had the means to take advantage of the choice system – the ability to participate in the complicated lottery, as well as the time and resources (especially personal transportation) to make it work on a daily basis – did so, creating a situation of competition between neighborhood schools. Schools with supposedly stronger programs became *de facto* magnets, drawing students away from schools with weaker reputations, often triggering their gradual decline. As a result, from the mid-1990s until fairly recently, the vast majority of transfers occurred between neighborhood schools and constituted a major challenge to their stability.

The third response of PPS in the 1990s to the multiple challenges of population decline, fiscal crisis, and mounting national vilification of public education, was to embrace “choice” as a way to appeal to the middle and upper middle class families who might have been tempted to flee from resource-starved schools. Unlike many other districts, however, PPS attempted to satisfy the demand for choice not through charter schools, but internally by allowing for neighborhood-to-neighborhood transfers and creating special programs and schools. In 2012, enrollment in charter schools constituted only 3% of the total student population, while 26% of students employed choice to transfer to other neighborhood schools or focus option programs/schools.

In the mid/late-1990s, a number of new “focus option” schools were created at the K-5 and K-8 level, largely through efforts by teachers and parents. According to the Educational Options Policy, in order to

be designated a “focus option,” a program has to offer a “unique” educational experience, defined either by a curricular focus (arts, math, science) or pedagogical method (constructivist, experiential learning). That first wave of focus programs has, in the last decade, been overtaken by the rapid growth of language immersion programs. The first Spanish Immersion program was established at Ainsworth in 1986 and the Immersion program grew at a relatively slow pace until 2005 when, in the face of demonstrably high demand, PPS embarked on a rapid expansion in both the number of programs and the languages served.²

The last critical contextual piece to the transfer question is the dramatic change in the demographic landscape within PPS that coincided with the expansion of choice options since the mid-1990s. Over the last 20 years, Portland has been experiencing unprecedented demographic shifts that present both challenges and opportunities and have implications for enrollment and transfer policy. Beginning in 1997, PPS saw its student population decline substantially, culminating in 2008, when enrollment was just over 46,000, an 18% decline over twelve years. The enrollment decline, unfortunately, coincided with a period of sustained economic recession and a fundamental restructuring of school funding in Oregon, the combined impact of which was a dramatic decrease in resources available within PPS that produced the results already noted above.

Since 2009, however, the population of school-age children in the PPS catchment area has grown annually and that growth is anticipated to continue for the foreseeable future. The most recent projections from Portland State University forecast enrollment above 50,000 students in the coming decade.³

Equally significant, has been a dramatic demographic shift within PPS due to a significant influx of immigrants in some regions and gentrification in others. Between 2000 and 2010, the overall population within the PPS area changed:

- White population increased 9%
- African American population decreased 13.3%
- Latino population increased 31.3%
- Multi-racial population increased 15.7%

But the demographics shifts have been particularly pronounced among school-aged children. From 1997 to 2012, the proportion of PPS students who were white or non-minority decreased 16.6%. Children of color now comprise 44% of all students in the district, up from 33% in 1997.⁴ This trend is also expected to continue.

The socio-economic profile of the district has also changed significantly. Overall, poverty has increased district-wide, including areas in SW Portland which has seen an increase of immigrant and refugee communities; but, the areas of concentrated poverty have tended to shift geographically to the East, driven by gentrification and the resultant changes in the housing market, moving many students out of PPS and into neighboring school districts. Gentrification continues to disrupt neighborhoods, particularly historically African American communities in North and Northeast Portland. Families with longstanding cultural and personal ties to these areas are being displaced by the rapid rise in housing costs and forced to move steadily eastward to the city's periphery. Choice, paradoxically, is a mechanism for some families to maintain ties to historic communities.

The table below illustrates the change in enrollment and demographics for three schools in the traditionally African-American region of North and Northeast Portland.

Population Change, 2000-2010: Boise-Eliot, King and Sabin Schools

School	Change in number of school-aged children living in attendance area	Change in proportion of African American school aged children living in attendance area	Change in proportion of White school aged children living in attendance area
Boise-Eliot	-41.4%	-42%	+63%
King	-37.6%	-44%	+71%
Sabin	-14%	-41%	+35%

It is particularly notable, however, that in the midst of these general trends, there has been a growing disconnect between the demographics of schools and their surrounding neighborhoods, with school populations, particularly those experiencing gentrification, tending to be both poorer and less racially diverse than the neighborhoods in which they reside. Whether the changing demographics within the district have driven the growing use of choice within PPS is impossible to determine with any certainty, but it is clear that choice has skewed enrollment patterns and the demographics of many schools throughout the district.

Net Effect of Increased Choice: Complexity and Differential Impact

The net effect of all of these factors – District decision-making; broader demographic, economic, and political trends; and individual choices – has produced a complex series of effects that need to be carefully analyzed at multiple levels to understand their true impact.

The chart below compares transfer patterns across 3 time periods: 1997, pre-NCLB; 2006, at the height of NCLB and after significant expansion of choice options of all kinds; and present day. This chart shows the numbers of students not attending their neighborhood school through all choice mechanisms (lottery, hardship petitions, Special Education placement, etc.):

Rate of PPS student transfers out of neighborhood schools: 1997-2013

	1997			2006			2013		
	Total students	Transfers out (T/O)	T/O %	Total students	Transfers out (T/O)	T/O %	Total students	Transfers out (T/O)	T/O %
Elementary (inc. K-8)	23161	6375	24%	22607	7368	33%	28322	9630	34%
Middle	11213	2920	26%	8277	2791	34%	5662	1633	29%
High	15489	5668	37%	13823	5585	40%	12197	4044	33%
Total	52833	14963	28%	44707	15744	35%	46181	15307	33%

Overall, the proportion of students attending schools outside their neighborhood has increased from 28% to 33% from 1997 to 2013. Most of this change can be accounted for by the opening of charter schools (with nearly 1,400 students in attendance in 2013) and expansion of immersion programs, which has added approximately 1,500 seats for transfer students since the late-1990s. The essential point, however, is that it was neighborhood schools, not choice schools, that were forced to bear the brunt of enrollment and resource decline. Schools that did not have resource buffers, such as strong community fundraising and the ability to attract more transfer students, suffered the most. Our analysis found that it was largely schools with high proportions of historically underserved students who were the most negatively impacted by the perfect storm of demographic change, resource loss and choice expansion. We believe that many of those schools have still not recovered, and will not recover without significant changes that must come through the district, possibly as well as state funding changes. Additionally, families are sometimes reluctant to enroll their children because of fear of closure.

PPS cannot independently control demographic changes, which are largely outcomes of housing, employment and other economic factors. We applaud the district for playing an active role in advocating for improved funding, but those decisions are predominantly outcomes of federal and state actions, as well as the ballot box. Also, PPS needs to develop working relationships with private and nonprofit and businesses. PPS does, however, have significant control over the level of choice available to students. SACET, therefore, urges the district and the Board to pay particular attention to this issue as one of the few mechanisms available to ensure educational equity and system sustainability.

Current State of the Transfer System and Demographics

The primary policy guiding the lottery structure is PPS Board Policy 4.10.051-P, titled Student Enrollment and Transfers. The policy was adopted in January 2005 and has been clarified through administrative directive (AD) 4.10.054-AD. It seeks to regulate how almost all PPS students are enrolled at their schools, and specifically states that it does not apply to alternative education placements or charter school admissions. (SACET notes that it also does not apply to students given placements through the Special Education Department. These students are all too often forced to change schools numerous times, due to the lack of any continuity of programs. We address this in one of our recommendations.)

The policy states that admission into a PPS school happens in two ways: By area of residence or by transfer. This section seeks to discuss those admissions that occur by transfer. SACET provided feedback on high school transfer issues during the High School System Design Review. For this report we chose to focus specifically on K-8 programs and schools.

When a student (or a family) seeks to transfer, there are two mechanisms by which they might apply: on-time transfer (hereafter referred to as the Lottery) and hardship petition. Subheading “V. Admissions”, defines these choices: (a) a transfer request to a different neighborhood school is granted based on an on-time transfer request, space availability and preferences; (b) A transfer request to a focus option is granted based on an on-time transfer request, space availability, admission criteria, if any, and preferences; (c) Petition transfers are granted based on extraordinary circumstances.

“Section VII. Preferences”, then illustrates the methodology for establishing an order for who is admitted into a school or program, or a certain type of treatment they may receive in the Lottery. The most relevant to this report is 2(c): A student whose sibling is enrolled at the same time in the student’s first choice elementary, middle school or high school or program that includes other school grade groupings. This is the policy that establishes sibling preference.

“Section VIII. Student Transfer Process”, in subsection (5) sets out the rationale and basic system for using weights within the lottery in order to support district goals for equal educational opportunities for all students, eliminate barriers to educational achievement, and The Student Achievement Policy.

Application must be made online through the enrollment and transfer website, or a paper application can be completed and turned in at the Enrollment & Transfer Center (ETC). Paper applications are available in 5 languages; the online application, however, is English only. The ETC staff is trained and available to answer questions and to enter applications into the online system, as needed. Each applicant is able to choose three programs to apply for, and those choices are ranked 1st, 2nd, or 3rd choice. In many schools or programs, 1st choice applicants fill the slots. If an applicant does not receive any of his or her choices, they will be assigned to his or her neighborhood school, and/or placed on a wait list for one of the choices for which they applied.

Students had the option of applying to a variety of different types of schools, for which there is no standard nomenclature. In K-8 grades, there are:

- Neighborhood schools with no other collocated programs. In the 2013-14 school year, there were 45 of these: 20 K-5, 20 K-8, and 5 middle schools.

- Neighborhood schools with a school-wide focus option program, for which all neighborhood students are eligible. These schools supplement their neighborhood attendance with lottery applicants. Buckman K-5 and Sunnyside Environmental K-8 are currently the only schools in this category.
- Neighborhood schools with an immersion program for which only neighborhood students are eligible. These include Rigler K-5 and Scott K-8 (with programs at Sitton and James John scheduled to open in 2014-15). Students in these immersion programs are selected through the lottery if there are more applicants than allotted spaces.
- Neighborhood schools with immersion programs that are split between neighborhood students and students from outside the school's catchment area. Immersion students are chosen through the lottery, with some slots reserved for neighborhood students, and some for non-neighborhood students. Four K-5s, 4 K-8s, and 4 middle schools fell in this category.
- Neighborhood schools with non-immersion focus option programs that are filled through the lottery. The Odyssey Program at Hayhurst is the only school in this category.
- Schools that are purely focus option programs, filled through the lottery. These include Creative Sciences, da Vinci, Richmond, and Winterhaven.

Students filing hardship petitions may apply to any school.

The Lottery uses an algorithm to assign a random number to each student, which is effectively that student's "place in line." Then, relevant preferences and weights are applied, which may move a student closer to the head of the line or further back.

- Co-enrolled siblings are given a slot, if one is available in his/her 1st choice school. There are serious implications to this practice. Winterhaven's 2014-2015 lottery results provide a very clear illustration of the issue. There were 24 slots open in the kindergarten. Of those slots, 18 went to co-enrolled siblings. Of the remaining 6 slots, none were assigned based on the socio-economic status (discussed below) because the weight just wasn't enough to move lower-income applicants closer to the front of the line. In other words, the current sibling preference trumps all other lottery weights.
- SACET analyzed lottery results at many schools over multiple years. Lottery applicants have consistently been disproportionately white and not living in poverty, which in turn means those exercising choice through the lottery will mirror that disproportionality. Lottery weights have not been large enough to have a significant impact on this imbalance.

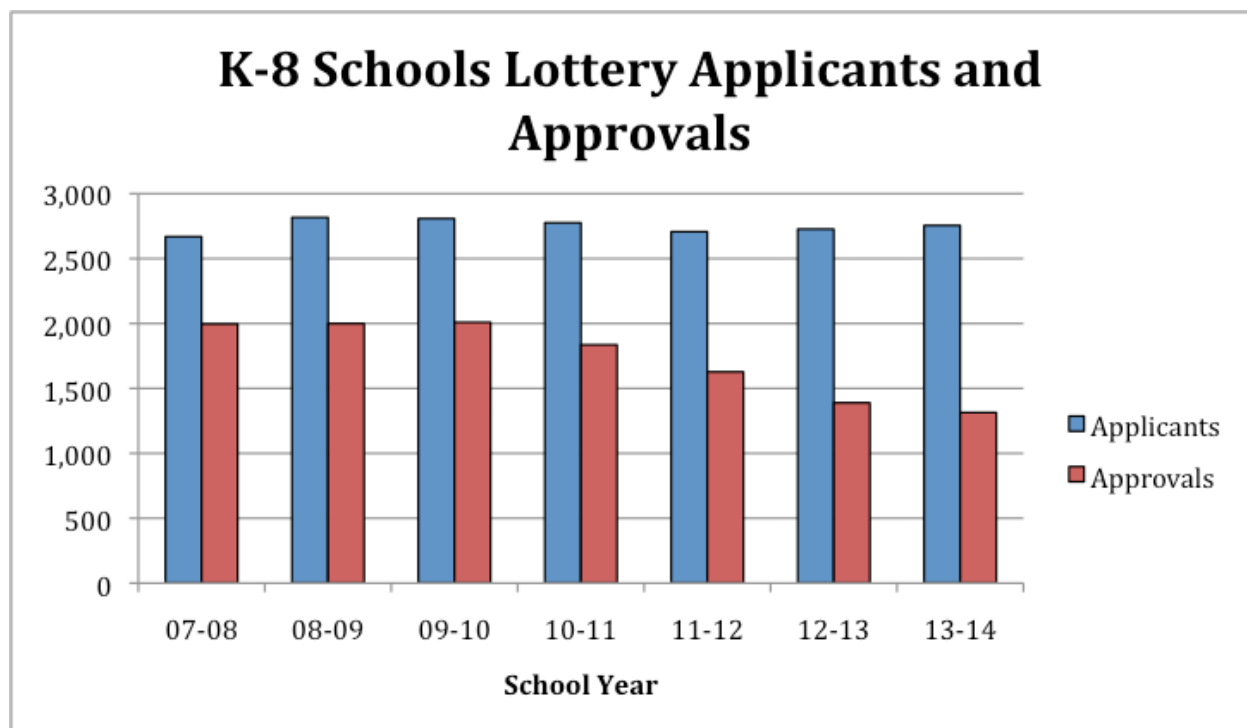
Impacts of the Current Transfer System

In the 2012-13 school year, almost 4,700 students—roughly 10 percent of enrollment—applied for a transfer, with almost 60 percent of those applicants approved. The table below shows the number of transfer applicants in the 2012-13 school year, and the number of requests that were approved. The numbers are broken out between K-8 and high school, and between the two types of transfers, lottery and hardship.

2012-13 Transfers	Applicants	Approvals
All transfers	4,663	2,715
K-8	3,771	2,096
Lottery	2,727	1,389
Petition	1,044	707
High School	892	619
Lottery	450	369
Petition	442	250

Lottery Applicants and Approvals

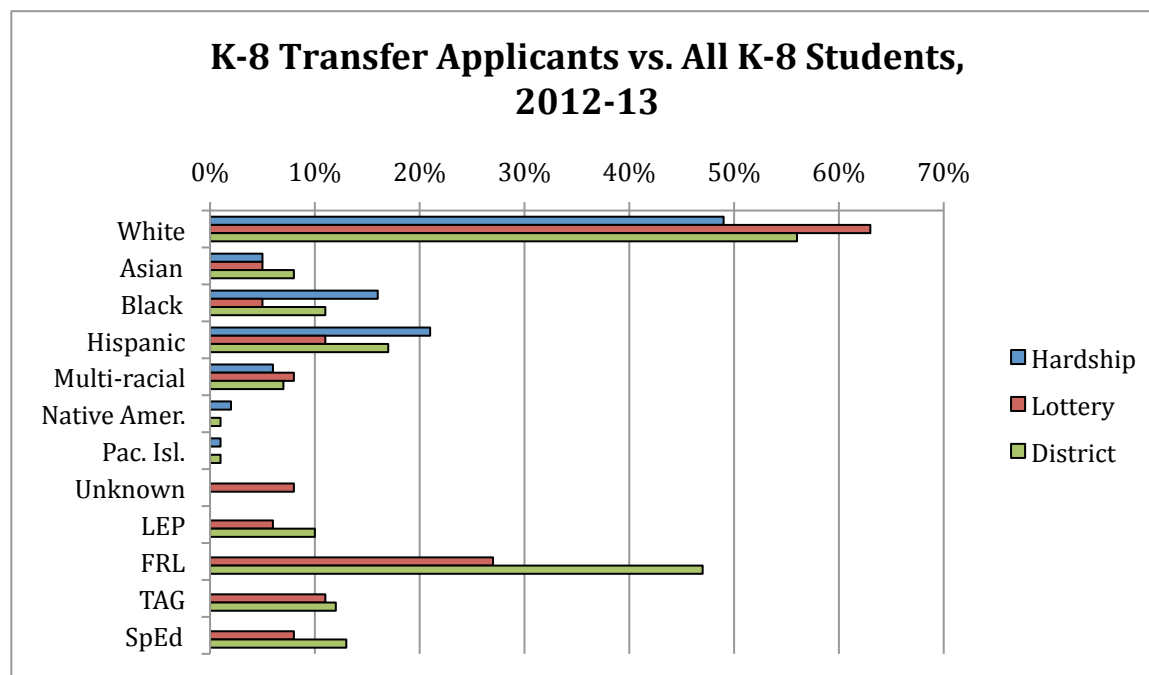
As shown in the chart below, over the past few years, the number of lottery applicants has been fairly stable, and the number of transfers approved through the lottery has gone down significantly, in part due to the NCLB waiver obtained by the state of Oregon, and in part due to a change in PPS practices. Without the NCLB waiver, students at schools not meeting federal achievement standards must be given the option of transferring to another school.

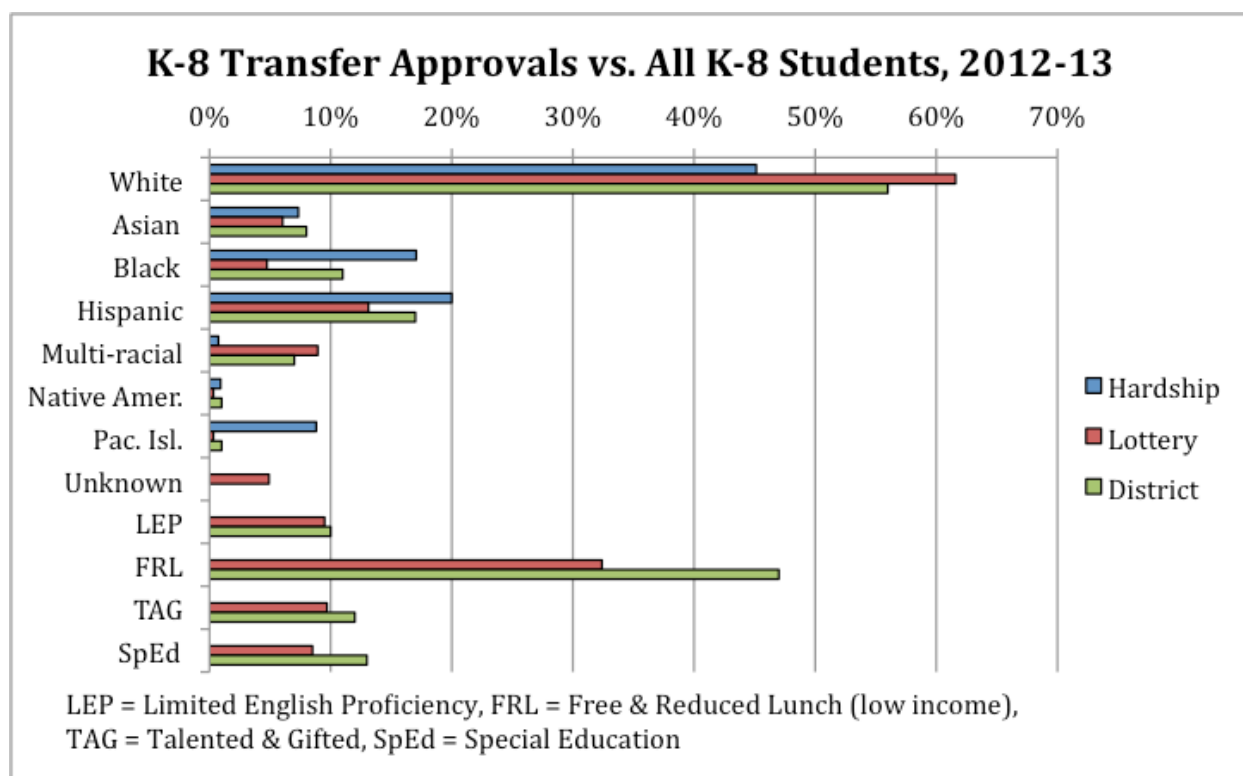


Demographics of transfer applicants and approvals

The demographics of those who apply for transfers differ markedly from the overall student population. Further, hardship petitioners differ markedly from lottery applicants. Overall, lottery applicants are disproportionately white, and petitioners are disproportionately families of color, as shown in the chart below. Some highlights:

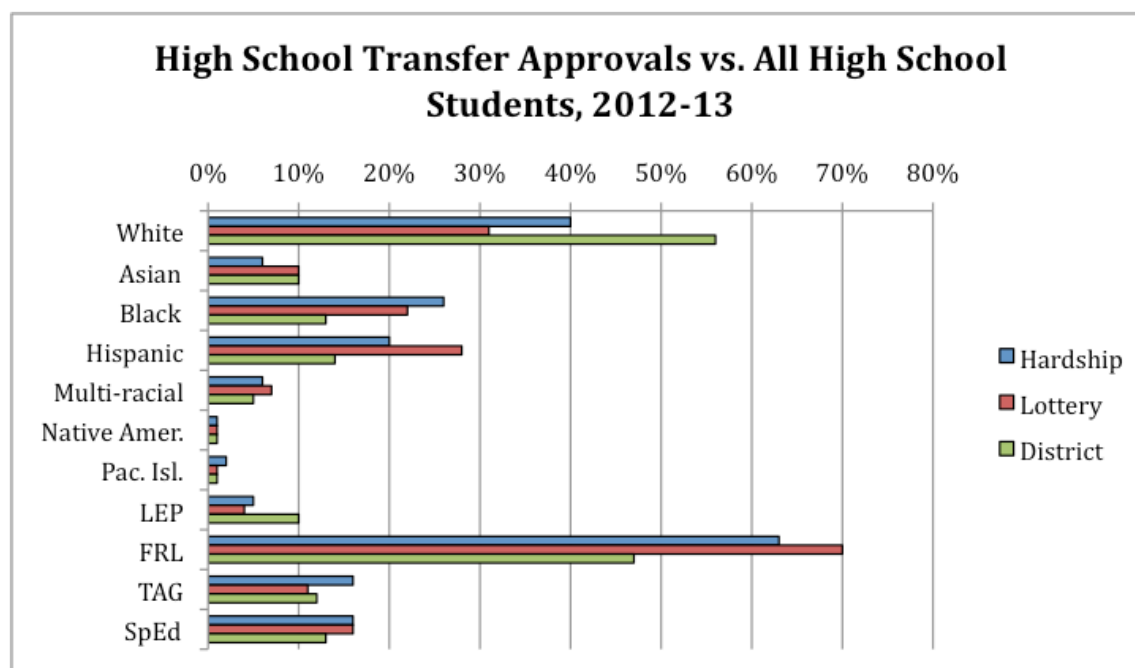
- Very few Native American and Pacific Island families make use of the lottery.
- Asian students make up 8 percent of total PPS enrollment, but only 5 percent of petition and lottery applicants.
- African-American and Latino students are underrepresented in the lottery and overrepresented in petitioners, African-Americans, with 11 percent of total enrollment, made up 17 percent of approved hardship petitioners and 5 percent of lottery approvals.
- Latino students, meanwhile, were 17 percent of enrollment, 11 percent of lottery applicants, and 21 percent of petitioners.
- About 56 percent of PPS K-8 students were white, compared with 62 percent of lottery approvals and 45 percent of approved hardship petitioners.
- EB students and students qualifying for Free or Reduced Lunch (FRL), were overrepresented among petitioners, and underrepresented in the lottery. Students receiving Special Education services were underrepresented in the lottery.





The patterns were similar for those who were successful in the petition and lottery processes, as shown in the above chart.

For high schools, it was a different story. The approvals, as shown below (applicants were very similar) were more diverse than the PPS average, with the exception of students with Limited English Proficiency.



Impact of Transfers on K-8 Schools

The outcome of the current transfer system on K-8 schools (K-5, K-8, and middle schools) is threefold. First, many school student bodies end up with a higher proportion of low-income children of color than the student population in their neighborhood catchment area. Second, pure focus option programs that rely on the lottery for their student body end up much less diverse than the PPS average. Third, some schools have a significant net loss of students to transfers, which affects their level of funding and ability to offer programs.

Neighborhood vs. school demographics. One of the effects of the current transfer system is that the enrollment demographics of many schools is different from their neighborhood. In particular, neighborhoods with relatively high concentrations of students of color end up with an even higher proportion in their neighborhood school. The transfer system, in essence, enables a white flight, and schools end up being more segregated along racial lines. Specifically, in October 2013, 15 neighborhood elementary schools (K-5 and K-8) were at or above the district average of 44 percent students of color living in their catchment area. Of those schools, 14 had a higher percentage of students of color in their school than in their neighborhood. For 6 of those schools, the change was at least 10 percentage points. For example, at Woodlawn, 85 percent of the student body was comprised of children of color, compared with 72 percent of PPS students in the neighborhood. Of the 4 schools that were just over the district average, 2 had substantially lower white enrollment (5 to 8 percentage points). Conversely, out of 20 schools with a catchment area with 60 percent or more white students, 15 had a higher percentage of white students than their neighborhood; for all 15 schools, the change was within 1 to 3 percentage points.

The same is true along lines of income. There were 20 neighborhood elementary schools with more FRL students living in their neighborhood than the district average of 47 percent. Out of those, 19 schools ended up with a higher concentration of low-income students enrolled compared with the neighborhood.⁵ Ten of those had double-digit increases in the percentage of low-income students. In addition, two schools that were just below the district average in their neighborhood ended up with school populations with an above-average number of low-income students.

Middle schools lacking an immersion program tended to have student demographics that were a fairly close match to their neighborhoods. The biggest disparity was at George Middle School, which had fewer white students than its neighborhood (22 percent vs. 29 percent) and more low-income students (88 percent vs. 80 percent).

While recognizing the increased segregation that flows from the current transfer system, SACET noted a pattern regarding neighborhood-to-neighborhood transfers for students of color. Data shows that higher numbers of African-American students in particular choose to transfer into neighborhood schools that have historically served African-American students. These are some of the same schools that have experienced gentrification and have high rates of white students who transfer out. The committee is interested in hearing directly from African-American families before concluding its stance on changes to neighborhood-to-neighborhood transfers, to avoid unintended negative consequences for African-American families.

Pure focus option programs. One contributing factor to neighborhood schools having a higher concentration of low-income students and students of color is that pure focus option programs are higher income and more white than the district as a whole. Almost 75% of students at pure focus option schools

are white. Less than 20% of students at pure focus option schools are low-income. Again, this compares with a district average of 56% white and 47% low income. Focus option schools, therefore, seem to attract higher income and white students out of neighborhood schools, which are located in diverse and gentrifying neighborhoods. To a lesser extent, the same is true for charter schools, where 65 percent of the student body was white. Both pure focus option schools and charter schools pull most heavily from their adjacent neighborhoods. Geographically, charters schools are more concentrated and have a larger impact on neighborhood schools in North and Northeast Portland, while focus option schools tend to be more in the Southeast part of the district.

Loss of students. Finally, the transfer system affects some schools more than others, with some ending up with large gains in enrollment, and some large losses. In the 2012-13 school year, 6 schools with below-average enrollment had net losses of 150 students or more through transfers. There were 5 schools with below-average enrollment with a net gain of 100 students or more. Five schools with above-average enrollment had a net gain of 100 students or more, while 5 schools with above-average enrollment had net losses of 100 students or more through transfers. These disparities were one reason that SACET recommended several years ago that school catchment boundaries needed to be adjusted before any changes in transfer policy for elementary schools were implemented.

Loss of students is important because money follows students, so schools with relatively low enrollment have fewer resources and programs to support their students. This loss has been particularly acute for a number of K-8 schools at the middle-grade level. Low enrollment in grades 6 through 8 means these students have far fewer curriculum options than for those students in a middle school. Middle schools tend to be located in areas of the city that are wealthier and whiter than the district as a whole. For example, nearly every student on the West side has access to a neighborhood middle school. Compare this with North and Northeast Portland, in which there are two neighborhood middle schools for the Roosevelt, Jefferson, Grant and Madison clusters combined, one of which (Beaumont) takes very few transfer students, and for which there is extremely high demand for lottery slots.

SACET recognizes, but has not made preliminary recommendations on, the issue of middle school grade configuration. This is an issue that must be resolved, because it results in inequity in access to opportunity that is wholly dependent upon where a student lives.

Rationale for Choice: The Policy Framework

A common method of evaluating public sector programs is in reference to the problem(s) they are intended to redress or the goals they are intended to advance as articulated in policy. In order to understand the intention behind the current system of choice and evaluate the degree to which it is achieving the District's stated goals, we believe it is useful to examine the relevant policies in some detail. A brief analysis of the enrollment and transfer policy framework is included in Appendix B.

In essence, the themes common to all these policies are a commitment to three basic principles:

1. Student-centered education
 - a. "To support all students in achieving their very highest educational and personal potential, to inspire in them an enduring love for learning, and prepare them to contribute as citizens of a diverse, multicultural, and international community."

- b. The purpose of educational options is to offer multiple pathways to success and meaningful choices that meet different learning needs and educational interests of all students.
 - c. Students and families are considered the primary decision makers about their choice of options.
 - d. A continuum of educational options contributes to the health of the district and the community.
- 2. Equal access to educational options for all students
 - a. A quality school near every student's home (including programs for special needs students within their home cluster)
 - b. Resource allocation that acknowledges special challenges of poverty, ELL, and disability, including differentiating resources as appropriate.
 - c. Equitable access to high quality, culturally relevant instruction, curriculum, support, facilities, and other educational resources
 - d. Equity = fostering a barrier- free environment where all students, regardless of their race or circumstances, have the opportunity to benefit equally
- 3. A choice mechanism (lottery) that aligns with and promotes the above principles
 - a. Open, fair, and accessible
 - b. Minimizes barriers to participation in educational options
 - c. Promotes equal access to educational options by a diverse population of students

While SACET certainly embraces the first two principles, it believes that, in practice, they are incompatible with the third. In short, SACET believes that the evidence of the last 15 years suggests that “school choice” as currently conceived cannot fulfill the lofty goal of ensuring that every student has equal access to educational experiences that meet his/her personal needs.

Moreover, we believe that the problem is rooted not in a flawed lottery mechanism, but in the inequities inherent in any system of choice.

SACET believes that the best way to ensure equal access to quality and appropriate education is through a system of neighborhood schools that enjoy predictable enrollment, adequate resources, robust programming, and strong ties to the neighborhood. Relying upon market mechanisms to balance a school system undermines both the spirit and the practice of universal public education, and almost inevitably disadvantages the very students that “choice” purports to serve.

Intention vs. Impact: Growing Inequity and System Destabilization

Any system of choice inevitably carries embedded inequities, favoring families that have the advantage of system knowledge and resources (time, online access, transportation). Throughout the life of the choice system, white students have been over-represented among users of the lottery. Theoretically, a concerted effort to balance out these advantages – for example, providing transportation, information in multiple languages, and deliberate outreach to under-represented communities – might mitigate the inherent inequity of a choice system. Accordingly, the ETC has, over the years, tried a number of strategies to redress the disproportionality. There has been some increase, but students of color and low-income students continue to be under-represented in the lottery.

As noted in the 2006 audit of the PPS transfer system, “The student transfer system did not meet the Board’s diversity and equity goals. The system was not able to mitigate the moderate ethnic and socio-economic segregation in Portland’s neighborhoods. In addition, we found that the District’s schools were less diverse in terms of low-income and minority representation than would be the case if all students attended their neighborhood schools. We concluded that the transfer system has not increased diversity in schools, but actually reduced it.”⁶ The situation has not substantially changed in the intervening 8 years.

SACET strongly believes that there is widespread program inequity across the K-5, K-8 and middle school spectrum. The committee believes that the highest priority should be placed on offering strong neighborhood schools everywhere, regardless of grade configuration or location. This inequitable programming has deep historical roots and may not be solely attributable to the expansion of school choice, but the promotion of competition among schools for students – which is, after all, the point of market mechanisms – has almost certainly exacerbated and perpetuated pre-existing inequities.

In a 2009 report, SACET stated, “The enrollment and transfer policy has enabled families to flee from struggling schools in poorer neighborhoods, thereby reducing enrollment and funding and further eroding the ability of some schools to retain all the families in their catchment areas. We acknowledge that there was good policy intent behind a “choice-driven” transfer policy. However, the negative unintended consequences of this policy must be addressed through a design that stabilizes and balances enrollment.”⁷ Today’s SACET membership reaffirms this analysis.

More broadly, PPS’s encouragement of school choice has set up a dynamic that destabilizes the system as a whole, making it extremely difficult to predict enrollment patterns, allocate resources equitably, and ensure that all students have genuine access to equivalent educational opportunities. Instead, we have a system that increasingly creates winners and losers: schools, neighborhoods, and students.

The current Educational Options Policy includes a statement of belief that having a “continuum” of educational options “contributes to the health of the district and the community.” Given the strong evidence that transfers have produced and reinforced inequities, jeopardized the viability of many neighborhood schools, and made district management exponentially more complex, with no evidence of improved outcomes for the students who transfer, the basis for this belief is unclear to us.

The current Educational Options and Enrollment & Transfer policies declare that “families and students are the primary decision-makers for the choice of educational options,” and students have the “right to request a transfer to attend any grade-appropriate school or program in the district.” In 2010, SACET noted that this approach had led to harmful consequences for our schools, and recommended “a major shift in E&T policy. We must begin to prioritize the health of the system over the choice of the individual. Enrollment balance and parity across the system should become the primary driver of E&T policy and practice, in order to insure all schools...can be successful.”⁸ The current SACET endorses this recommendation.

The Racial Educational Equity Policy seeks to ensure equitable access to high quality educational opportunities. In light of the consistent pattern of under-representation of students of color using lottery transfers, SACET believes that limiting school choice is necessary, although insufficient, as a way to strengthen the system of neighborhood schools and improve racial educational equity.

Intention vs. Impact: Benefits and Purpose of Choice Unclear

The primary mission of the District is to “support all students in achieving their very highest educational and personal potential.” For a generation, school choice has been hailed as the principal way to empower families and level the playing field, allowing disadvantaged students access to superior educational opportunities and leading to better student outcomes. To date, however, there is no evidence, either locally or nationally, to suggest that these expected outcomes have been achieved. In fact, the evidence seems to suggest the opposite.

As noted above, students who access the lottery system tend to be disproportionately white and of higher socio-economic status. It also appears that they may be higher achieving. The 2006 transfer audit compared the achievement levels - measured by state standardized tests - of students who chose to transfer under NCLB to their peers who chose to remain in their neighborhood school and found that transfer applicants were less likely to be low-income, non-English speaking, and receiving Special Education services. They were more likely to have met or exceeded State benchmarks for achievement in reading and in math, and had lower rates of absenteeism.⁹ To our knowledge, PPS has not updated this analysis, but it is consistent with national research findings of “skimming” or “creaming” students and anecdotally seems still to be valid.

But there is little evidence to support the broad claim that students of color who employ choice enjoy better academic outcomes. To the contrary, the transfer audit suggests that students of color who transferred out of the NCLB-designated “low performing schools” may have had poorer outcomes than their peers who remained in their neighborhood school. This audit finding was statistically significant, but the sample size too small to be definitive.¹⁰ It does, however, seem plausible (and anecdotally supported) since students leaving their neighborhoods are also leaving the kinds of social supports from families and neighbors that national research has shown to be a critical factor in academic persistence. PPS’s own Educational Options Policy recognizes that neighborhood schools “offer students and their families the opportunity to build lasting friendships and a sense of community within their neighborhoods.” Indeed, the social costs of choice are almost never mentioned in official discussions of transfers and often become apparent to students and families (and neighborhoods) well after the fact. In addition, students leaving “low performing” or lower SES schools may miss out on the supplemental supports that are often associated with equity allocations and federal Title 1 or grant funding.

As stated in the transfer audit, “Our findings on achievement were generally consistent with the research literature which was unable to document the underlying economic premise that offering school choice will increase achievement. Very few controlled studies have found clear academic impacts associated with transferring.”¹¹ Eight years later, we still have little or no reliable evidence that choice positively impacts individual student outcomes.

We also have little evidence to suggest that choice has produced significant improvements in student outcomes in the aggregate either. In the national discourse, choice is often promoted as the solution to educational inequities, particularly for children of color, but there is little reliable evidence to support these claims, either nationally or locally. After more than 15 years of a steadily growing portfolio of choice options and an increasing proportion of students employing choice in PPS, there is little to suggest that it has had the intended salutary effect on institutionalized racism that has characterized PPS for generations. Students of color and students living in poverty continue to experience a persistent achievement gap, with lower standardized test scores, lower graduation rates, and lower rates of

accessing higher education.¹² While PPS's overall graduation rate in 2012 was 63%, the rates for students of color and students living in poverty were 52% and 56% respectively.¹³

However, it must be acknowledged that SACET did not investigate the relationship between the utilization of choice and student achievement and that, in fact, PPS has not conducted longitudinal studies that could support any claims regarding choice and achievement. There were varying opinions within SACET regarding the value of choice from a systemic perspective, and a dissenting opinion that choice indeed serves a valuable role in a healthy and robust system. In the next phase of work SACET expects to look more closely at this complex topic.

A contributing factor to these poor numbers has been a persistent pattern of racially disproportionate discipline rates. Students of color in PPS, particularly African American males, are disciplined more frequently, more severely, and for more subjective infractions than other students in PPS.¹⁴ This is particularly pernicious since both national and local research compellingly shows that exclusionary discipline (out-of-school suspensions and expulsions) vastly increases the likelihood of students dropping out and tends to feed the school-to-prison pipeline.¹⁵

Likewise, students living in poverty and students of color are far less likely to have neighborhood schools with robust programming. The troubled K-8 reconfiguration in 2006 disproportionately affected students in areas of the district populated by low-income families and families of color. Seven years into this experiment, many K-8s continue to be either under-enrolled or over-enrolled, and students in the middle grades are denied the kind of educational experience (multiple electives; robust programming in the arts, music, science; athletic and club activities, etc.) that students in regular middle schools enjoy. Much of the blame for this rests squarely on the lamentable implementation of the reconfiguration, but the situation has clearly been exacerbated by the ability of families to transfer out of K-8s, draining resources and further undermining the schools' programming.

Given the clear evidence of negative unintended consequences of school choice and the absence of convincing evidence of positive benefits for either students or the system, SACET is compelled to ask why PPS has so ardently expanded choice options.

The transfer audit asked the same question and its answer was "The Board has not clarified what it is trying to accomplish with its transfer system."¹⁶ In its response to the audit, PPS concurred that, indeed, it had not clarified the goal of the transfer system, nor had it evaluated its impact on student outcomes or system sustainability. Vicki Phillips, then Superintendent, acknowledged that PPS needed to examine its school choice policies:

"The transfer process raises difficult value and policy judgments that go to the heart of how we raise student achievement in our schools and how we retain a public school system that keeps the support of its constituents. School choice policies touch many of the critical efforts underway at PPS: Our work to strengthen high schools, to ensure that we have strong neighborhood schools in every part of the school district, plans for creating new language immersion programs and focus options, our drive to reduce the achievement gap, and our efforts to strengthen education by creating K-8 schools.

We have examined transfer issues piecemeal, as they demanded attention or became pressing, but we have not conducted a thorough review, top to bottom, of all the issues our School Choice process involves. Your audit is thus very timely and helpful. Portland Public Schools has an

important opportunity to clarify the objectives of transfers, how those objectives will be implemented fairly, and how those objectives can be expected to improve the overall educational performance of our students. Many districts throughout the country are struggling with these issues and there are several that have launched efforts to use transfer processes to change the make-up of their districts, in the hopes of dramatic gains in student achievement. Any such change must be well researched and its implications thoroughly considered...¹⁷

"In analyzing our transfer policy there are a number of key questions that we need to address:

- What are our highest priorities?
- Is student achievement of paramount importance?
- Do our objectives compete with each other or other district priorities?
- Is meaningful choice among schools compatible with support for a strong school in every neighborhood?
- Is the norm that all students attend their neighborhood school PreK-12 or should we consider a pure open enrollment system?
- Which system is most consistent with the emphasis we have placed on fewer transitions for students and the development of additional K-8 programs?
- What does the research literature and our own data tell us about whether transfers improve student achievement overall?"¹⁸

Three years later, in November 2009, SACET echoed the audit's concerns about the continued lack of clarity around the purpose of choice:

"A major constraint on this committee's ability to fully address the question posed to us [on designing an enrollment mechanism for focus high schools] was the absence of clarity on the function of the focus schools, how specifically they are expected to promote achievement of the declared goals of the reform, and how large a footprint they will have in the system. This committee urges PPS leadership and the School Board to define in much more detail how the focus schools are intended to fit into this high school system."

While our comments referenced high school redesign in particular, our concern applied to focus options K-12. Unfortunately, in 2014, clarity on the function of choice in the system and the optimal mix of neighborhood schools and focus options schools remains elusive.

Moreover, to our knowledge, PPS has yet to conduct the kind of thorough examination of the purpose and impact of choice that Superintendent Phillips acknowledged was necessary. Over the last 20+ years, PPS has not articulated the kind of school system that we are seeking to create or the specific educational opportunities that we are trying to give every student and how or why they should be delivered by different kinds of programs. Nor has the District or School Board ever articulated a specific decision to create a hybrid district or a long-term (or even short-term) plan or model to guide future decision-making. This is particularly concerning since, although no other school district in the country has the kind of hybrid system that has evolved over time within PPS, we continue to expand choice options.

To our knowledge, the closest thing we have had to a public debate on the nature of the district (neighborhood vs. focus option schools) occurred during the High School Redesign Process (2009-10). At that time, participants overwhelmingly endorsed neighborhood schools over focus schools, with the clear exception of Benson. Indeed, all evidence – from multiple surveys and multiple public processes – suggests that the public would prefer a district based on strong neighborhood schools. Nevertheless,

current district policy and practice, including the continued addition of new focus option programs, suggests that the proportion of students employing transfers and the number of focus option programs/schools will continue to grow, probably at an accelerated rate as immersion programs proliferate.

Problem Statements and Recommendations

Problem Statement and Recommendation One: Strategic Focus on Neighborhood Schools

First and foremost, SACET acknowledges that neighborhood schools are the heart of a community and that every child deserves a vibrant, sustainable, welcoming, and robust neighborhood school. SACET points to the high rates of neighborhood-to-neighborhood transfers and transfers to focus option schools as evidence of a high rate of dissatisfaction at some schools. There is under-representation of students of color and students from low-income families in both K-8 focus option applications and K-8 lottery approvals. The high rate of transfers out of neighborhood schools has resulted in concentration in schools, by race and class, resulting in *de facto* segregation. Since funds follow students, the same schools suffer from loss of teachers and decimation of programs and resources. Thus, in today's school system, neighborhood schools are not always a strong option for students of color.

SACET readily acknowledges that a quality school program is the key to retaining students in every school. SACET applauds past efforts and encourage continued strategic focus on improving leadership and teaching, parity in program offerings, and continued professional development in cultural competency for teachers, parents and school leaders. In addition, SACET acknowledges the critical need for a meaningful boundary review process that leads to schools that are large enough to support robust programming.

At the same time, SACET strongly acknowledges that any limits placed on the current system of transfers are only possible if neighborhood schools become an authentic choice for families. Every family must be treated with respect, and their children be given the high expectations that they can succeed regardless of the color of their skin and have a welcoming and robust school in their neighborhood. We support the use of strategic investments, and comprehensive and equitable boundary review toward that end.

SACET envisions a future where strong neighborhood schools supplant the need to move, and the desire to exercise school choice is driven exclusively by individual learning needs. We envision a future where race and economic privilege are not the deciding factors in who exercises choice for their child, and that well defined choices are available in every cluster, and limited so as to mitigate negative impacts on neighborhood schools, yet we are unclear at this time as to the specific levers that will lead to this positive outcome. We acknowledge the need for more listening and learning before we can solidify our recommendations for policy change.

SACET recommends strategic resource allocation to neighborhood schools to improve leadership and teaching, parity in program offerings, and continued professional development in cultural competency for school administrators, staff, and parents. In addition, SACET acknowledges the critical need for a meaningful boundary review process that leads to schools that are large enough to support robust programming. Particular attention must be paid to improving the teaching and learning experience for students of color, students which arrive from low-income families, students who are English language learners and students with disabilities.

Problem Statement and Recommendation Two: End Neighborhood-to-Neighborhood Lottery Transfers

SACET strongly believes that there is widespread program inequity across the K-5, K-8 and middle school spectrum. The committee believes the highest priority should be placed on offering strong neighborhood schools everywhere, regardless of grade configuration or location. SACET intends to seek input from communities of color before finalizing this recommendation in order to complete its analysis of potential consequences, recognizing that low-income students and students of color are disproportionately affected by inconsistencies in programming and disciplinary practices across schools, making access to transfers particularly important. However, SACET believes that placing the burden of redressing these school-based problems on individual families is fundamentally inequitable and that limiting transfers will force PPS to adopt systemic solutions.

SACET recognizes the dilemma facing many families of students of color. Few schools in PPS can claim to be serving students of color well, so it is not surprising that schools where they can thrive will attract students from other, less successful schools. In light of PPS's persistent difficulty in providing students of color with appropriate learning environments, SACET wants to preserve the ability of families to transfer out of a negative situation, but we believe that this is, at best, a stopgap solution. The burden of ensuring equitable learning opportunities for children of color, children in poverty, or children living with disabilities should not fall primarily on families, but on the school system. Indeed, we believe that it is the most fundamental responsibility of the district. Therefore, while we strongly support the continuation of hardship petitions, SACET challenges PPS to develop school monitoring mechanisms that can identify problematic situations early and intervene as appropriate so that students will not be forced to flee.

The current transfer system undermines efforts to create program equity, and SACET preliminarily recommends an end to neighborhood-to-neighborhood transfers through the lottery system. Applications to transfer through a hardship petition would still be allowed.

Recommendation Three: Accountability for Focus Options

SACET spent considerable time wrestling with the tensions that exist with the inclusion of focus option schools in the PPS portfolio of schools. While we recognize the paradox that choice presents, in that both families of color and white families exercise choice to meet a given child's unique learning or social needs, we draw attention to the clear evidence that the system of choice has produced inequitable results that too often fall along racial lines.

The committee is concerned that current transfer procedures do not provide effective filters to either ensure the students who are selected for focus options could not be equally well served in neighborhood schools, or that focus options are a balanced representation of the geography and demographics of the district as a whole. SACET's recommendations are driven by an intention for a system-wide approach to strengthening neighborhood schools, and more narrowly confining choice to fit the unique social or educational needs of individual students, specifically those which have been historically underserved.

SACET members have been particularly frustrated to find that there is still little written documentation for the existence of the PPS portfolio of choice, as well as for each of the focus option schools which currently exist.

Conversely, some SACET members would prefer there be no recommendation addressing accountability for focus options. Their strong preference would be the elimination of all non-immersion focus option schools because they see this accountability measure as a bureaucratic layer that will waste time rather than direct resources to neighborhood schools.

SACET continues to look more deeply into the role that focus option schools serve in the district, and at a minimum we recommend that such schools be held accountable to criteria relevant to the purpose they are purported to serve, and that they be assessed by the value they provide to the system as a whole. PPS must ensure that all students have equitable access to approved focus option schools.

Problem Statement and Recommendation Four: Support for Dual Language Immersion Programs

Currently, an intent of DLI programs is to provide a successful academic ESL option to EB students. Expansion and location of future DLI programs continues to occur, with special consideration of where EB communities reside. Given the popularity of immersion programs, the lack of DLI programs in every cluster in the district, and the increase in the number of EB students in PPS creates a high demand for access to these programs, despite a limited number of available spots open for EB students. Finally, SACET is aware of areas in the district where gentrification is occurring, potentially pushing out EB families away from programs designed to served them; thus, potentially causing an over-representation of EB applicants in the lottery for a DLI program.

SACET is in support of the growth of this model because of clear evidence of increased achievement for emerging bilingual students enrolled in dual language programs. However, we suggest careful intention regarding siting for accessibility to communities of color and consideration of the impacts of co-location.

Problem Statement and Recommendation Five: Modifications to the Focus Option Lottery System

Using the racial equity lens we discerned that there are three significant forces that limit access to focus option schools for students of color. First, the applicant pool for focus options is disproportionately white. Second, the impact of the co-enrolled sibling preference is that there are few, if any, slots to be allocated to applicants, particularly in smaller schools. Finally, the weight for socio-economic status is insufficient to offset these two larger variables.

Where lottery remains the tool for access to focus option schools, SACET unanimously recommends lottery preferences and weights be modified to increase chances of approval for historically underserved students, and to provide greater geographic diversity at schools intended to serve the district as a whole. The exact nature of those changes leaves much still to be investigated. In the current system, all too often privilege determines access to choice and we believe controls are needed to address this disparity.

There is unanimous support from SACET members that socio-economic status (SES) should receive a greater weight in the lottery, and strong support for the use of a geographic balancer, as applied at Benson High School. SACET recognizes that sibling preference is an important factor in increasing access for historically underserved students, and there is a slight majority on the committee who favor changing the preference to a weight, or eliminating the preference completely; however, this stance may change as the committee engages in listening sessions with communities of color. We recommend data simulations to determine if changing sibling preference to a weight, and increasing the weight of SES, leads to greater diversity.

SACET recommends lottery preferences and weights be modified to increase chances of approval for historically underserved students, and to provide greater geographic diversity at the focus option schools, which are intended to serve the district as a whole. More investigation is needed before determining the exact nature of the preferences and weights to be recommended.

Recommendation Six: Supporting Students with Disabilities

SACET also considered other historically underserved populations, in this case, students with disabilities. We draw attention to the over-representation of students of color amongst students who receive Special Education. Students of color are disproportionately identified for special education services, particularly services that cannot be offered at their neighborhood schools.

Students who receive specialized services frequently experience a greater degree of movement and disruption than their peers. Many students are placed outside of their neighborhood school in order to access services, and often experience this disruption more than once in their school career as programmatic availability or needs change. This results in families being split across more than one school, separating the student from family and peers, and compromising parents' ability to engage in their child's education.

SACET recommends that students with disabilities assigned to services outside of their neighborhood school be allowed to remain at that school to the highest grade, despite changes in a level of service. Further, we advocate that preference be granted for siblings to have the option to join them at the same school. Also, the committee unanimously encourages the district to implement universal design throughout the district.

SACET recommends that Policy 4.10.051-P Student Enrollment and Transfers be amended to acknowledge that the right to attend the neighborhood school or the right to request a transfer may be superseded for a student with disabilities by the assignment to specialized program services.

SACET's Future Work

These are SACET's initial recommendations. We have not yet completed an assessment of all of the transfer issues we have identified, nor have we heard from enough voices outside of the committee. In addition, we welcome the opportunity to coordinate our efforts with the upcoming district-wide boundary review, and hope to see the results of data simulations performed on some of our recommendations. We look forward to more opportunities to support continued improvement in the enrollment and transfer system. SACET has a running list of issues to be addressed. To name a few:

- Act as a real-time resource for District Wide Boundary Review
- Staying to the highest grade
- Sibling preference/weight issues
- Transportation, as affected by E&T
- Board exceptions to policy

Appendices

Appendix A – PPS Staff and Community Members

Acknowledgements: A complete list of the staff and community members who have aided and supported SACET's work.

STAFF TEAM

- Ruth Adkins and Bobbie Regan, SACET Liaisons, Portland Public Schools Board of Education
- Judy Brennan, Director of Enrollment and Transfer
- Jon Isaacs, Chief of Communications and Public Affairs
- Jeanine Fukuda, Assistant Director, Office of Equity and Partnerships
- Hector Roche, Senior Equity Manager, Office of Equity and Partnerships
- Harriet Adair, Executive Director of School Operations and Supports
- Larry Bingham, Communications Manager
- Shawn Helm, Wayne Coffey, Janet Ruddell and Janet Whitley, SACET technical support

SCHOOL PRINCIPAL PANELISTS: Margaret Calvert, Joseph Galati, Amy Kleiner, Raddy Lurie, Robin Morrison, Kevin Bacon, Carol Campbell, Elizabeth Casson-Taylor, Filip Hristic, Cindy Roby

CENTRAL OFFICE PANELISTS: Melissa Goff, Michael Bacon, Mary Pearson, Debbie Armendariz, Van Truong

PARENT PANELISTS: Alicia DeLashmutt, Tamela Tarver

Appendix B: Policy Framework

The current system of choice is governed by a set of Board policies:

- Strategic Plan (0.10.010-P)
- Student Achievement Policy (6.10.010-P)
- Educational Options Policy (6.10.022-P)
- Racial Educational Equity Policy (2.10.010-P)
- Student Enrollment and Transfers Policy (4.10.051-P)
- Student Assignment to Neighborhood Schools (4.10.045-P)

Below, we highlight the components of each policy that are most relevant to assessing the degree of alignment between the actual and intended impact of the current system of choice:

Strategic Plan

The Mission of PPS is “to support all students in achieving their very highest educational and personal potential, to inspire in them an enduring love for learning, and prepare them to contribute as citizens of a diverse, multicultural, and international community.”

The Core Values are:

- Every human being has intrinsic value.
- Creating trusting relationships, working together and building on the strengths of our diversity are essential for a strong community.
- Everyone has the ability to learn.
- When individuals have equitable and just access to opportunities and have satisfied basic needs, they can realize their full potential and contribute to the community.
- Involving stakeholders in decision-making leads to better outcomes.
- Adult behavior is a powerful teacher for young people.
- Assuming individual and collective responsibility for the choices we make is critical to creating the future we desire.
- Not involving stakeholders leads to adversarial positions.

Strategic Delimiters:

We will not initiate any new program or service unless:

- It is consistent with and contributes to our mission, and
- It is accompanied by a plan to assess its effectiveness relative to achieving our strategic objectives and mission.
- We will not enter into any new agreement unless it is consistent with and contributes to our mission.
- We must always consider impact on other parts of the PPS system.

Student Achievement Policy

In order to fulfill the stated mission, the Student Achievement policy spells out a number of principles to guide district action. Those most relevant to choice include:

- (2) Equal access to educational opportunities shall be provided for all students in the district to adequately prepare them for future educational and career choices.

(3) The implementation of the student achievement policy shall include a focus on reducing and eventually eliminating inequitable achievement outcomes for students based on ethnicity, family income levels, and home language.

(6) Resources shall be allocated in a manner that takes into consideration the unique needs and challenges facing schools and programs with high-need populations affected by poverty, limited English proficiency and disabilities.

Educational Options Policy

“The Board is committed to providing a quality school near every student’s home and an appropriate learning environment for all students, including those with special needs, within their home cluster...

The purpose of this policy is to implement goals included in the student achievement policy by offering Portland Public School District students and their families the support they need to make informed choices among a variety of educational options. The Board also is committed to providing other educational options. The Board believes that all of these educational options contribute to the health of the district and the community. The Board’s intent is to provide an opportunity for all students to apply to educational options within the Portland Public School District, promote equity and diversity in the admission of students to educational options and minimize barriers to participation in educational options.

The Board encourages the purposeful development of a variety of educational options through the cooperative efforts of the district, educators, students, their families and the community.

I. Purpose of Educational Options

The purpose of educational options is to offer students and their families meaningful choices that meet the different learning needs and educational interests of all students. The Board values all options, a continuum of which complement each other in serving student and family needs within the Portland Public School District. Students and their families are the primary decision makers about their choice of options; the district may assist students and their families in making appropriate choices.”

II. Definitions

(3) *Neighborhood school.* A school serving a designated attendance area. In addition to providing high quality educational opportunities, neighborhood schools offer students and their families the opportunity to build lasting friendships and a sense of community within their neighborhoods. As a center for many community activities, neighborhood schools are also important to the neighborhood as a whole.

(4) *Focus option.* A separate Board-recognized school or program structured around a unique curriculum or particular theme. Focus options may be part of or co-located in the same facility as a neighborhood school or other focus option. Focus options actively seek to create a sense of community in which racial, economic, and cultural isolation are reduced.

III. Policy Scope

This policy does not address the establishment and operation of special education and English Language Learner (ELL) programs, which are governed by other district policies. However, the educational options within the scope of this policy are open to all students, including ELL and special education program participants....

IV. Approval Process

- (2) The approval process shall be consistent with the following criteria
 - (c) Enhances the district's educational program and the Student Achievement Policy.
 - (d) Minimizes barriers to equal access to the option to meet the needs of all students in the district.

V. District Administrative Support and Evaluation

- (2) The district shall evaluate educational options on an established cycle consistent with district objectives, other district policies, and statutory requirements.
- (3) The district shall facilitate the siting of educational options to maximize the potential for cooperation and sharing of resources among different educational options and for distribution of options throughout the district."

Racial Educational Equity Policy

Educational equity means raising the achievement of all students while (1) narrowing the gaps between the lowest and highest performing students and (2) eliminating the racial predictability and disproportionality of which student groups occupy the highest and lowest achievement categories. The concept of educational equity goes beyond formal equality – where all students are treated the same – to fostering a barrier-free environment where all students, regardless of their race, have the opportunity to benefit equally...

In order to achieve racial equity for our students, the Board establishes the following goals:

- A. The District shall provide every student with equitable access to high quality and culturally relevant instruction, curriculum, support, facilities and other educational resources, even when this means differentiating resources to accomplish this goal.
- B. The District shall create multiple pathways to success in order to meet the needs of our diverse students, and shall actively encourage, support and expect high academic achievement for students from all racial groups.
- C. The District shall recruit, employ, support and retain racially and linguistically diverse and culturally competent administrative, instructional and support personnel, and shall provide professional development to strengthen employees' knowledge and skills for eliminating racial and ethnic disparities in achievement. Additionally, in alignment with the Oregon Minority Teacher Act, the District shall actively strive to have our teacher and administrator workforce reflect the diversity of our student body.
- D. The District shall remedy the practices, including assessment, that lead to the over-representation of students of color in areas such as special education and discipline, and the under-representation in programs such as talented and gifted and Advanced Placement.
- E. All staff and students shall be given the opportunity to understand racial identity, and the impact of their own racial identity on themselves and others.
- F. The District shall welcome and empower families, including underrepresented families of color (including those whose first language may not be English) as essential partners in their student's education, school planning and District decision-making. The District shall create welcoming

environments that reflect and support the racial and ethnic diversity of the student population and community. In addition, the District will include other partners who have demonstrated culturally-specific expertise -- including government agencies, non-profit organizations, businesses, and the community in general -- in meeting our educational outcomes.

Student Assignment to Neighborhood Schools

The Student Assignment to Neighborhood Schools Policy establishes the primary mechanism for student placement within PPS:

1. Establish a process for assigning students to neighborhood schools
2. Provide consistent guidelines for changes to school boundaries

Under this policy, most students are guaranteed a neighborhood school, although exceptions are noted for special program assignments, including Special Education. Additionally, students who begin at a neighborhood school are guaranteed the right to remain there, even if they move to a different neighborhood or have their neighborhood boundary shifted.

Student Enrollment and Transfers

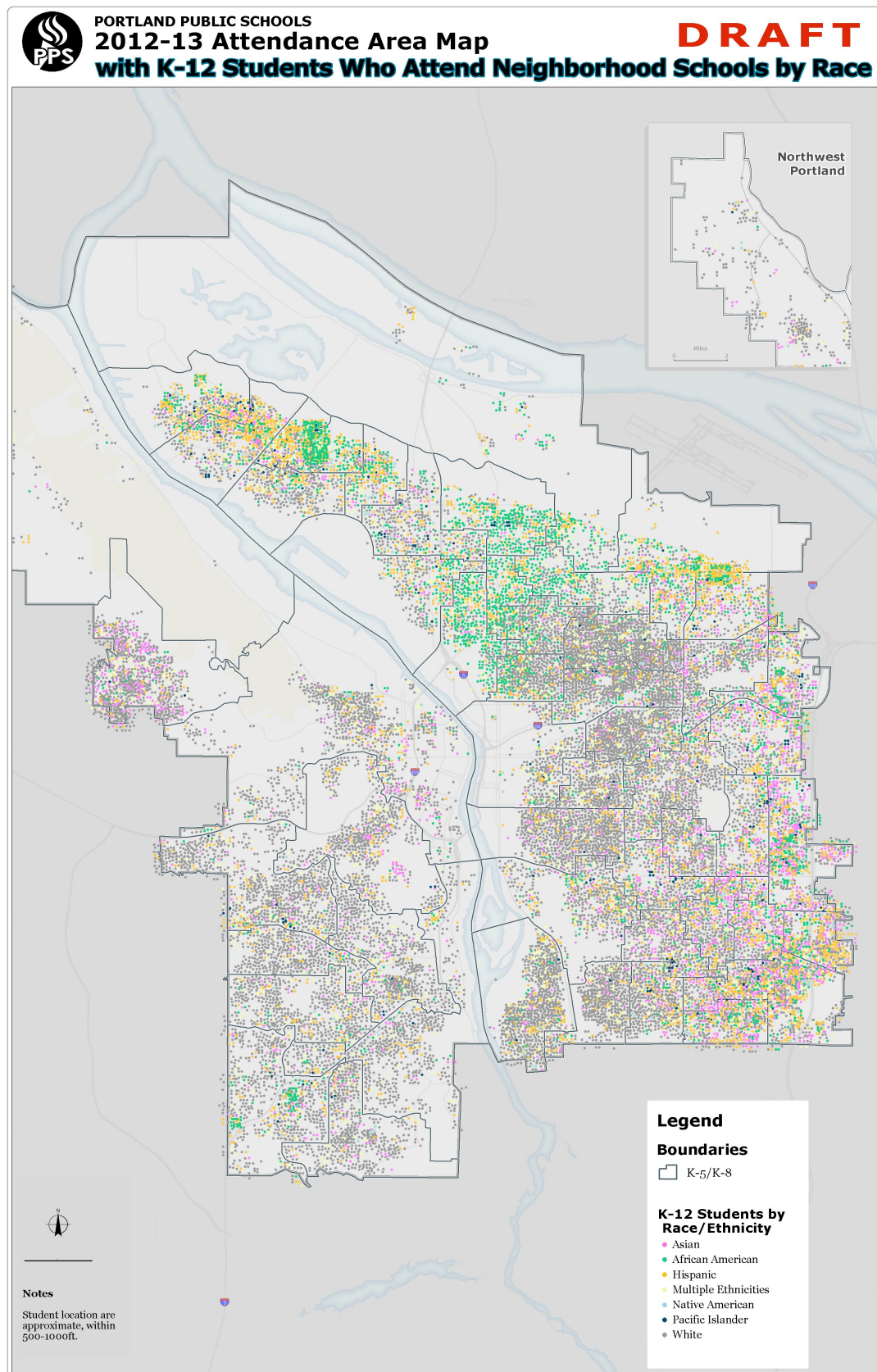
I. Policy Purpose

The purpose of this policy is to provide equal access to educational options for all students through an open, fair and accessible process and to promote equity and diversity in student transfers and admissions through alignment with the Educational Options Policy...The policy furthers the Student Achievement Policy., the district's policy to eliminate barriers to educational attainment [the Racial Educational Equity Policy], other district policies and state and federal requirements.

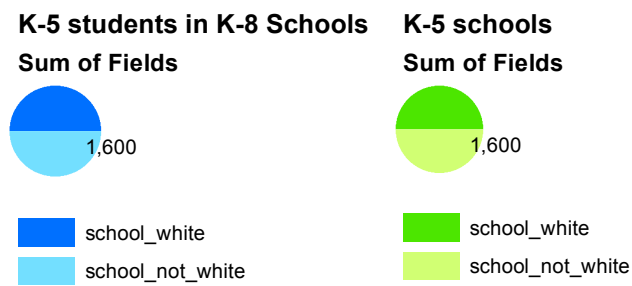
II. General Policy Statement

All Portland Public School students have the right to attend their neighborhood school. All students also have the right to request a transfer to attend any grade-appropriate school or program in the district. The Board is committed to families and students as the primary decision-makers for their choice of educational options.

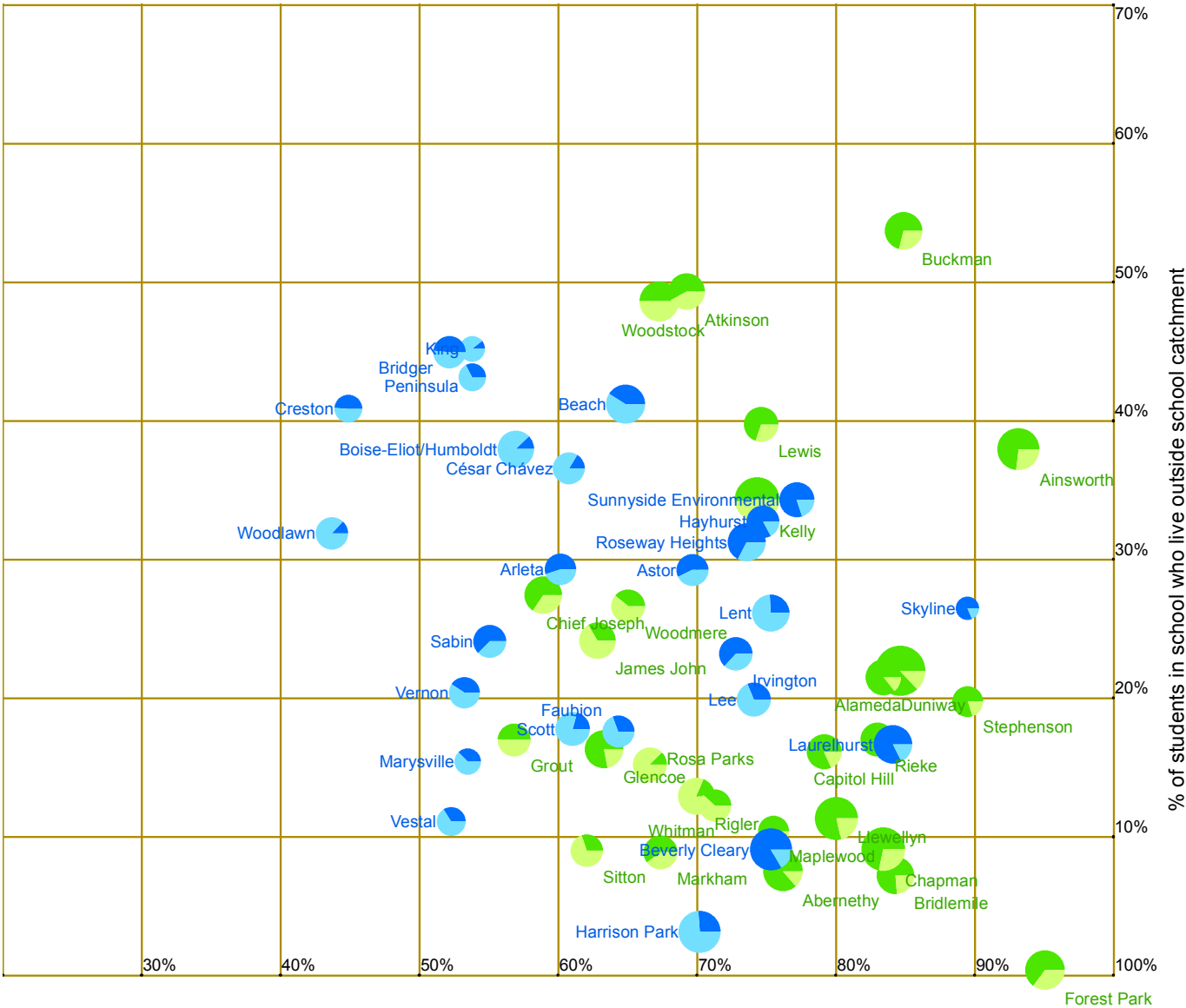
Appendix C: Additional Resources



K to 5th Plot of Capture Rate and Non-neighborhood students

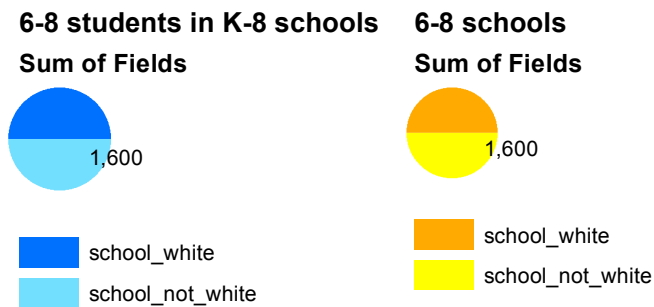


Size of Pie based on number of students enrolled at school in selected grades, as of October 2012.

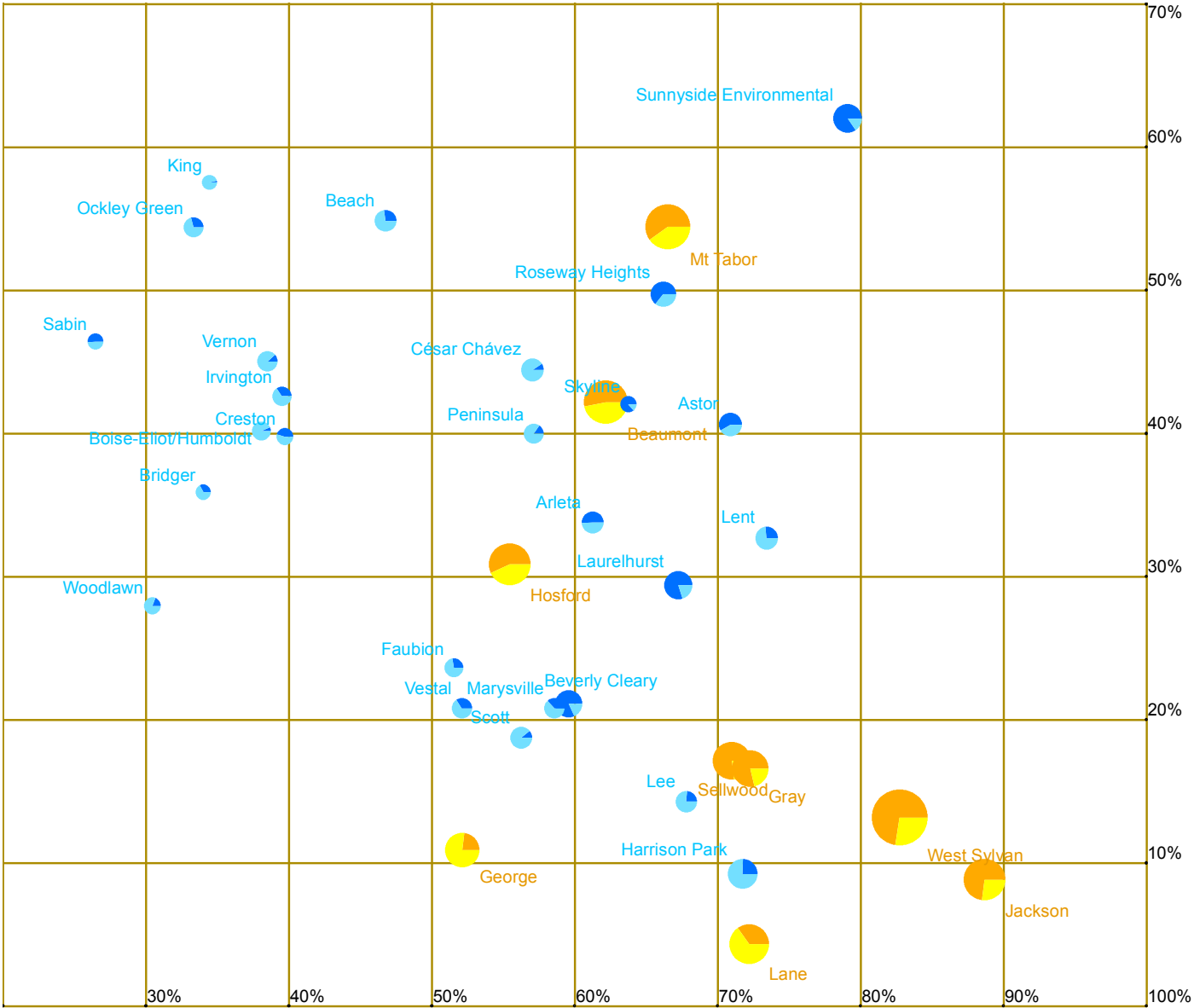


Capture Rate (% of Neighborhood students attending Neighborhood School)

6th to 8th Plot of Capture Rate and Non-neighborhood students

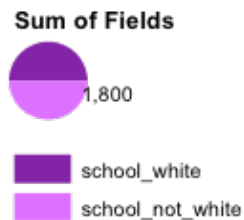


Size of Pie based on number of students enrolled at school in selected grades, as of October 2012.

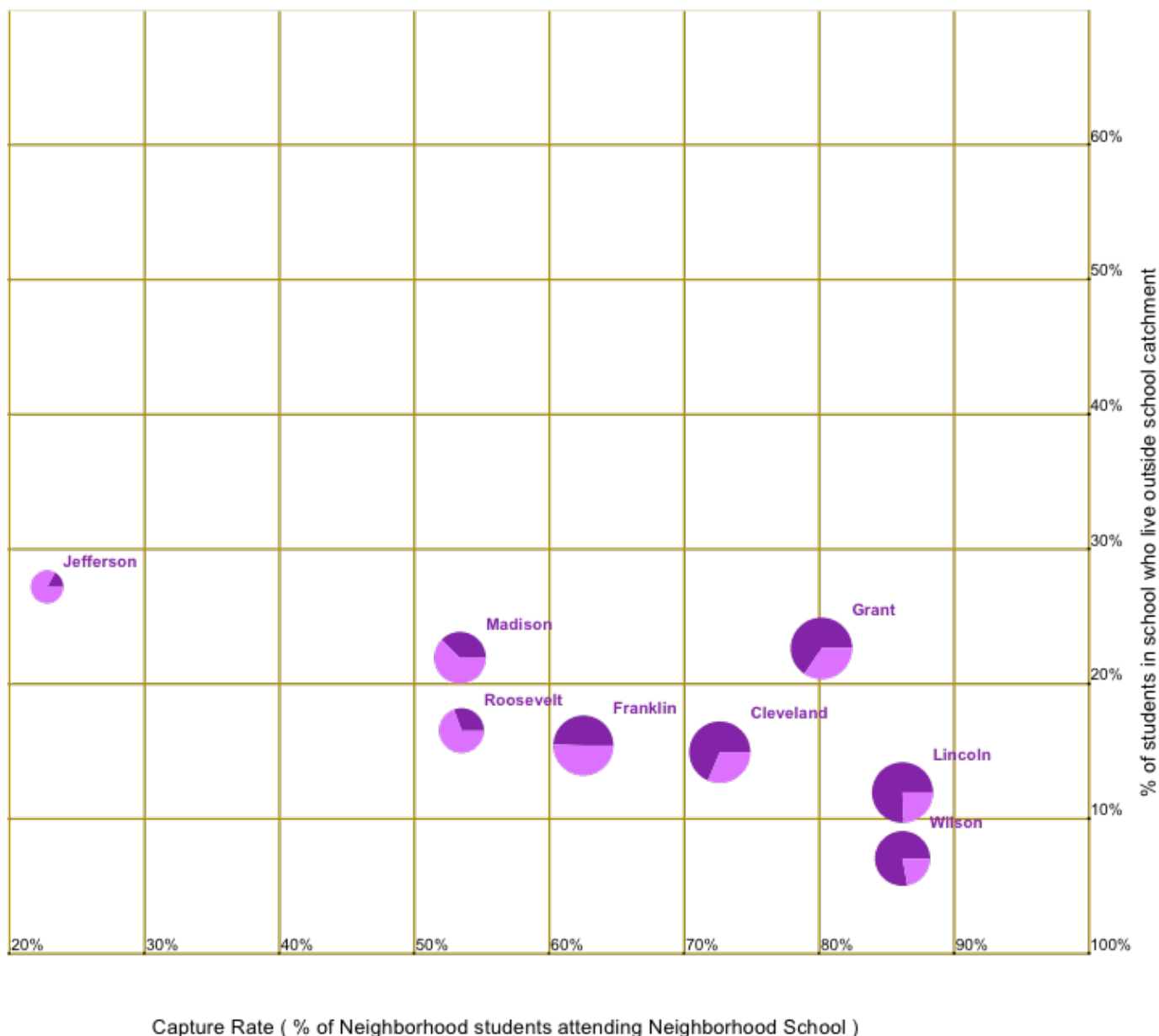


Capture Rate (% of Neighborhood students attending Neighborhood School)

9th to 12th Plot of Capture Rate and Non-neighborhood students



Size of Pie based on number of students enrolled at school in selected grades, as of October 2012.



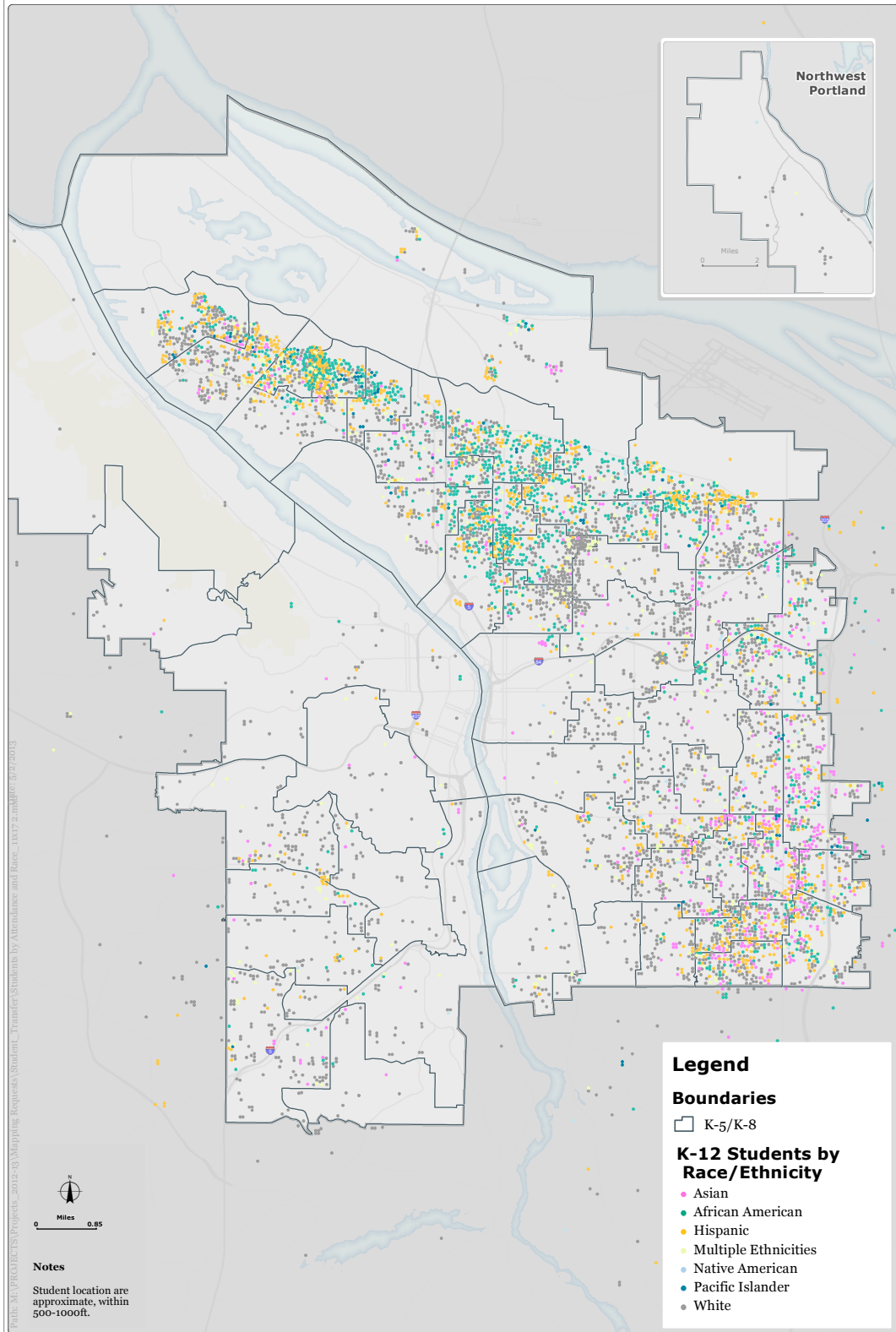


PORTLAND PUBLIC SCHOOLS

2012-13 Attendance Area Map

with K-12 Students Who Attend Other Neighborhood Schools by Race

DRAFT



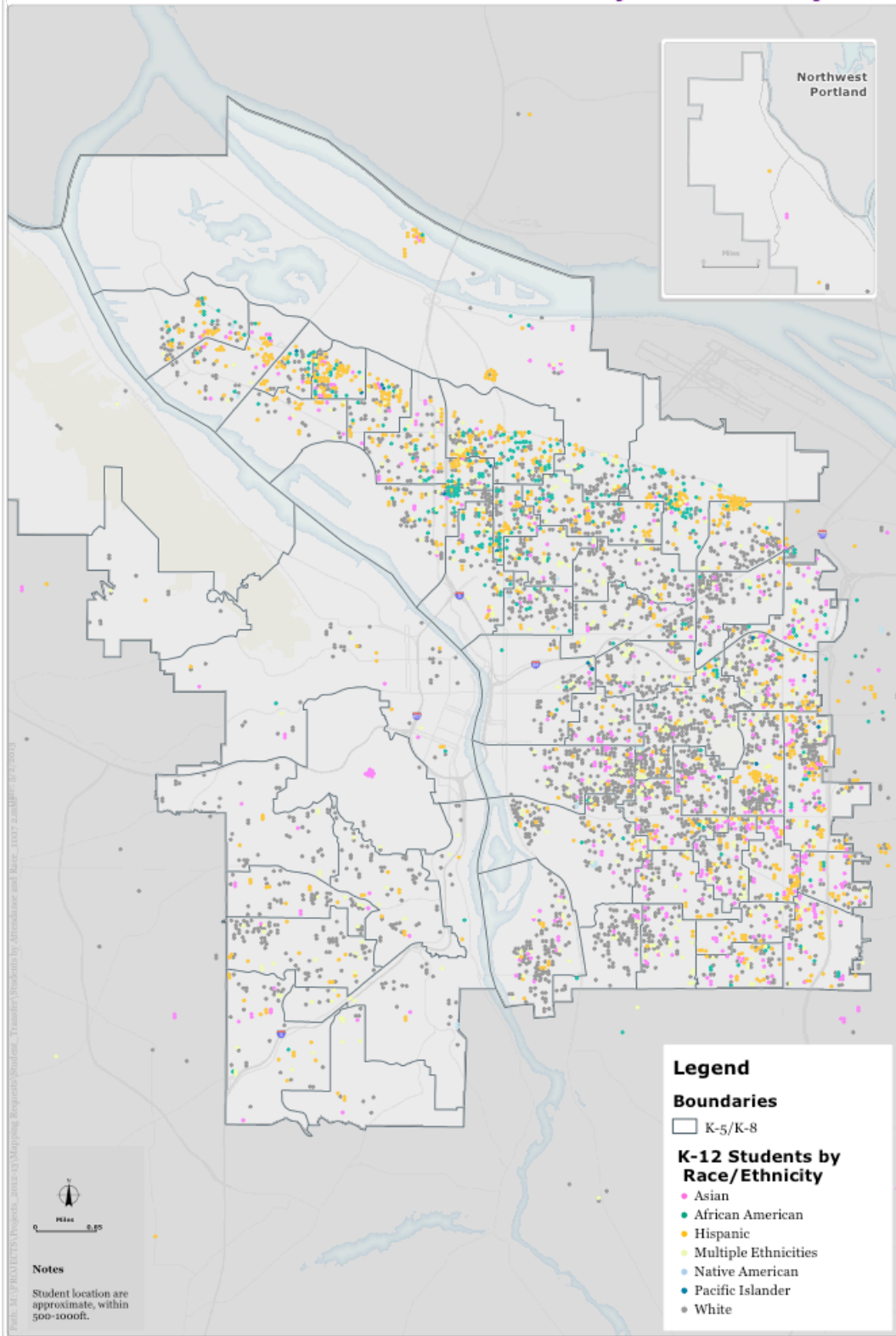


PORTLAND PUBLIC SCHOOLS

2012-13 Attendance Area Map

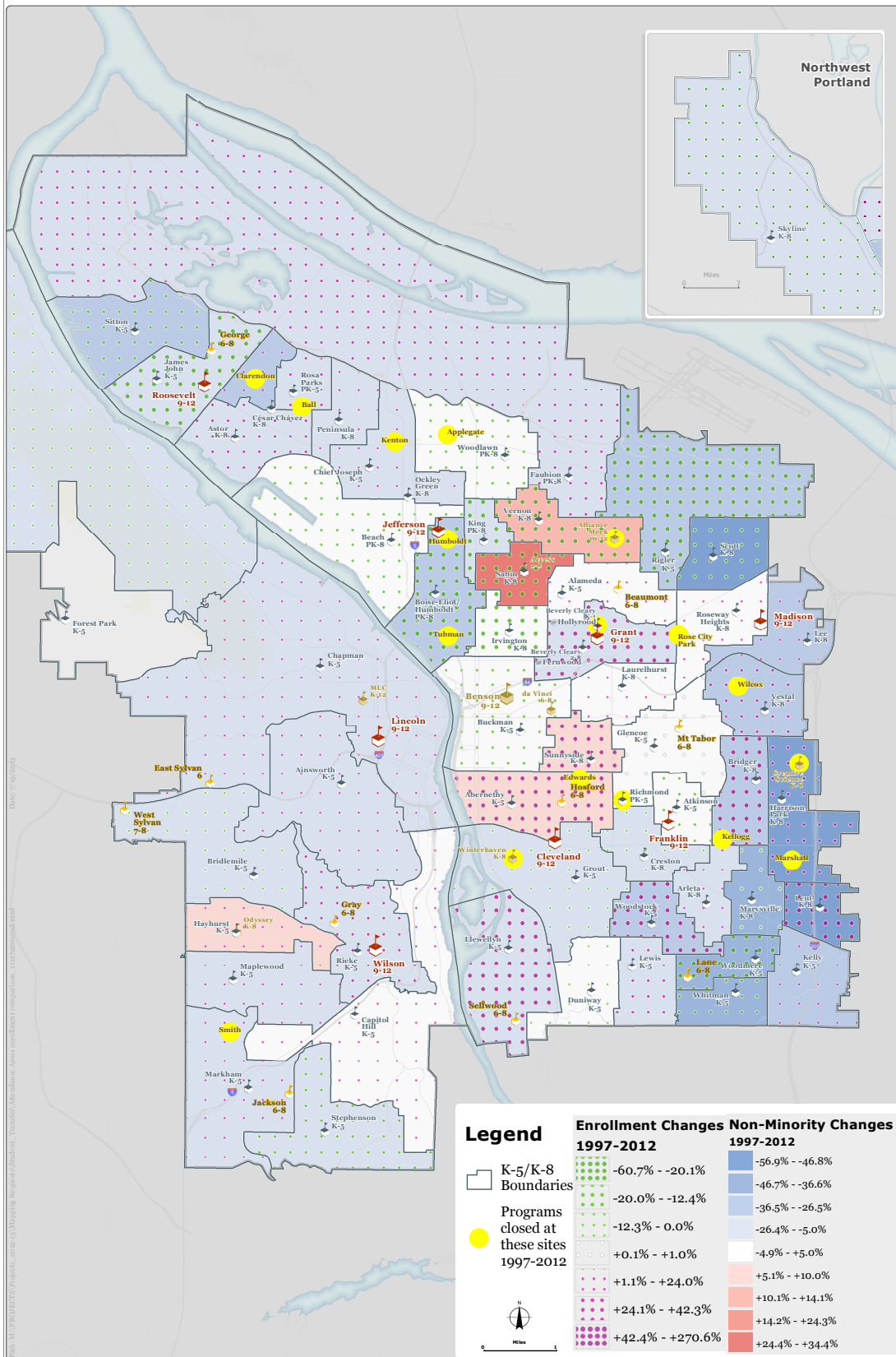
with K-12 Students Who Attend Focus Option Schools by Race

DRAFT





Attendance Area Enrollment Comparison 1997-2012



HS Cluster		1997			2012		
		White	non-White	Enrollment	White	non-White	Enrollment
	Schools with Neighborhoods Serving Grades K-8						
Cleveland	Abernethy	156	46	202	436	69	505
Cleveland	Brooklyn	150	61	211			
Cleveland	Buckman	397	128	525	327	133	460
Cleveland	Duniway	401	45	446	363	60	423
Cleveland	Edwards	199	29	228			
Cleveland	Grout	266	127	393	183	188	371
Cleveland	Hosford (6-8)	334	148	482	307	231	538
Cleveland	Lewis	250	31	281	280	120	400
Cleveland	Llewellyn	330	30	360	458	125	583
Cleveland	Sellwood (6-8)	505	62	567	350	105	455
Cleveland	Whitman	332	100	432	134	217	351
Cleveland	Woodstock	286	68	354	253	255	508
Franklin	Arleta	330	108	438	248	214	462
Franklin	Atkinson	326	195	521	254	186	440
Franklin	Bridger	198	63	261	183	222	405
Franklin	Creston	269	109	378	165	180	345
Franklin	Glencoe	385	83	468	369	103	472
Franklin	Kellogg (6-8)	513	154	667			
Franklin	Kelly	469	109	578	322	304	626
Franklin	Lane (6-8)	601	169	770	169	317	486
Franklin	Lent	292	84	376	149	424	573
Franklin	Marysville	299	98	397	131	221	352
Franklin	Mt. Tabor (6-8)	573	159	732	365	241	606
Franklin	Richmond	401	120	521			
Franklin	Sunnyside	253	78	331	494	111	605
Franklin	Woodmere	394	91	485	149	234	383
Franklin	Youngson	162	58	220			
Grant	Alameda	614	82	696	669	100	769
Grant	Beaumont (6-8)	426	284	710	311	272	583
Grant	Fernwood (6-8)	357	210	567			
Grant	Hollyrood (Beverly Cleary)	178	19	197	604	126	730
Grant	Irvington	344	232	576	257	203	460
Grant	Laurelhurst	474	83	557	543	122	665
Grant	Sabin	140	403	543	253	167	420
Jefferson	Applegate	115	154	269			
Jefferson	Beach	284	438	722	230	383	613
Jefferson	Boise-Eliot (B-E/Humboldt)	275	421	696	59	476	535
Jefferson	Chief Joseph	285	88	373	302	157	459
Jefferson	Faubion	185	165	350	132	322	454
Jefferson	Humboldt	60	356	416			
Jefferson	Kenton	137	108	245			
Jefferson	King	125	668	793	29	283	312
Jefferson	Ockley Green	254	333	587	58	185	243
Jefferson	Tubman (6-8)	116	402	518			
Jefferson	Vernon	106	454	560	140	300	440

HS Cluster		1997			2012		
		White	non-White	Enrollment	White	non-White	Enrollment
Jefferson	Woodlawn	76	462	538	63	376	439
Lincoln	Ainsworth	429	101	530	416	153	569
Lincoln	Bridlemile	432	59	491	349	108	457
Lincoln	Chapman	474	73	547	423	169	592
Lincoln	Forest Park				325	177	502
Lincoln	Skyline	289	22	311	226	47	273
Lincoln	West Sylvan (6-8)	766	110	876	644	244	888
Madison	Binnsmead (6-8)	511	198	709			
Madison	Clark (Harrison Park)	456	97	553	194	563	757
Madison	Gregory Heights (6-8)	530	251	781			
Madison	Lee	257	165	422	144	353	497
Madison	Meek	125	124	249			
Madison	Rigler	287	289	576	84	365	449
Madison	Rose City Park (Roseway Hts)	391	160	551	408	208	616
Madison	Scott	385	196	581	89	415	504
Madison	Vestal	178	106	284	134	261	395
Madison	Whitaker (6-8)	239	525	764			
Madison	Wilcox	131	57	188			
Roosevelt	Astor	279	101	380	276	202	478
Roosevelt	Ball (Rosa Parks)	114	185	299	52	353	405
Roosevelt	Clarendon (César Chávez)	204	235	439	67	406	473
Roosevelt	George (6-8)	345	216	561	88	297	385
Roosevelt	James John	360	283	643	146	293	439
Roosevelt	Peninsula	158	143	301	100	268	368
Roosevelt	Portsmouth (6-8)	265	194	459			
Roosevelt	Sitton	265	152	417	107	249	356
Wilson	Capitol Hill	280	45	325	328	75	403
Wilson	Gray (6-8)	420	117	537	332	90	422
Wilson	Hayhurst	272	88	360	345	67	412
Wilson	Jackson (6-8)	696	74	770	388	144	532
Wilson	Maplewood	265	25	290	259	68	327
Wilson	Markham	276	60	336	230	153	383
Wilson	Rieke	259	22	281	316	72	388
Wilson	Smith	225	60	285			
Wilson	Stephenson	372	24	396	263	66	329

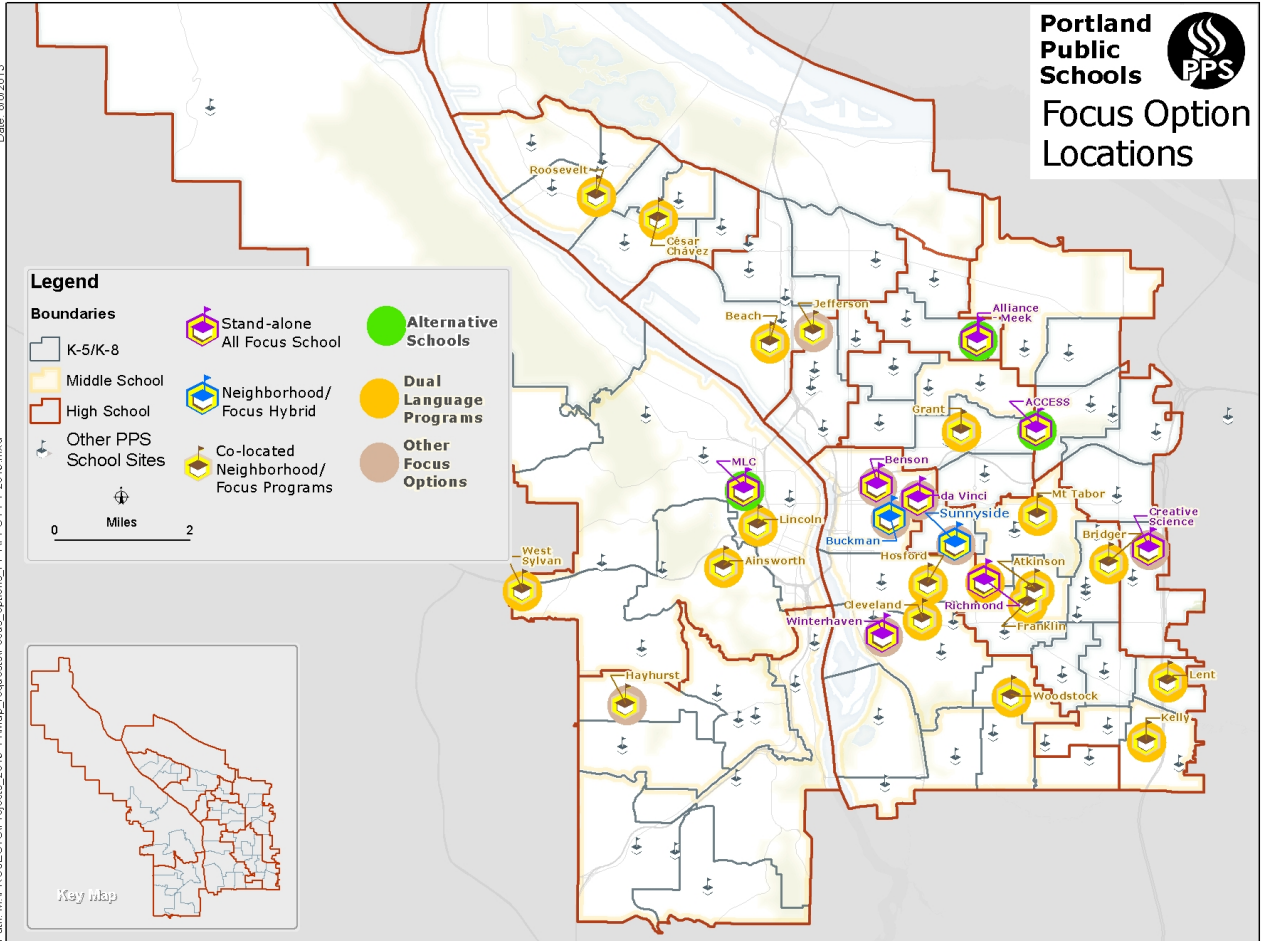
Schools Serving Grades K-8 Without Neighborhood Boundaries	1997			2012		
	White	non-White	Enrollment	White	non-White	Enrollment
Creative Science School				314	74	388
daVinci (6-8)	182	39	221	381	89	470
Richmond				391	271	662
Winterhaven	126	13	139	282	70	352

HS Cluster		1997			2012		
		White	non-White	Enrollment	White	non-White	Enrollment

High Schools	1997			2012		
	White	non-White	Enrollment	White	non-White	Enrollment
Cleveland	713	519	1232	1052	480	1532
Franklin	1146	418	1564	727	742	1469
Grant	1129	638	1767	1008	528	1536
Jefferson	201	784	985	75	366	441
Lincoln	1144	194	1338	1142	371	1513
Madison	745	498	1243	417	690	1107
Marshall	895	382	1277			
Roosevelt	721	484	1205	254	574	828
Wilson	1284	219	1503	962	274	1236
Benson	842,445	613	1455	255,143	633,857	889

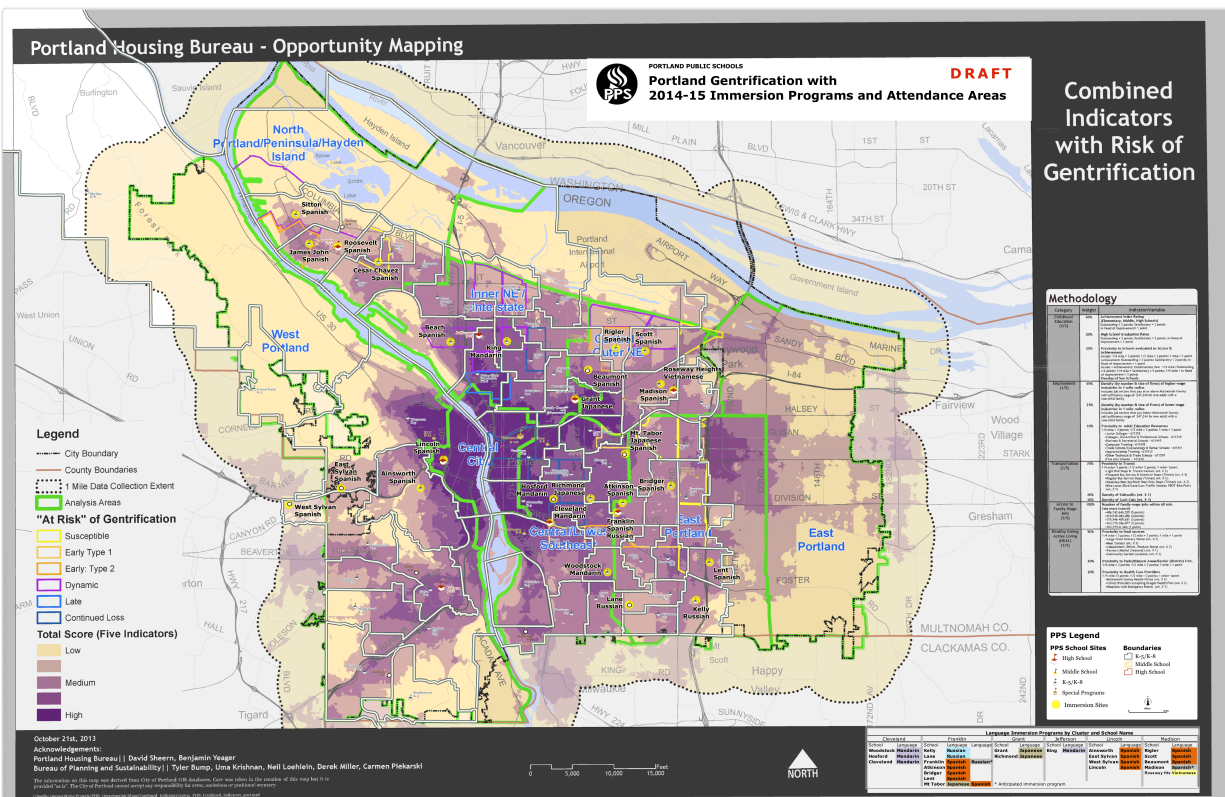
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Focus Option/Alternative School/Program List

School Name	Theme	Option Type	Grades	Enrollment	Preferences	Male weight	SES weight
Ainsworth	Spanish Immersion	Co-located	K-5	303	Spanish Language (15%), neighborhood (50%)	-	+
Atkinson	Spanish Immersion	Co-located	K-5	154	Spanish Language (50%), neighborhood (50%)	+	+
Beach	Spanish Immersion	Co-located	K-8	352	Spanish Language (50%), neighborhood (50%)	+	-
Benson	Polytechnic	Stand alone	9-12	889		-	-
Bridger	Spanish Immersion	Co-located	K-6	144	Spanish Language (50%), neighborhood (50%)	+	-
Buckman	Arts	Hybrid	K-5	460	Neighborhood guarantee	+	+
César Chávez	Spanish Immersion	Co-located	K-7	191	Spanish Language (50%), neighborhood (50%)	+	-
Cleveland	Mandarin Immersion	Co-located	9-12	72	None-Language proficiency required	+	+
Creative Science	Inquiry	Stand alone	K-8	388		-	-
daVinci	Arts	Stand alone	6-8	470		+	+
Franklin	Spanish Immersion	Co-located	9-10		None-Language proficiency required	-	+
Grant	Japanese Immersion	Co-located	9-12	94	None-Language proficiency required	+	+
Hayhurst Odyssey	History themed inquiry	Co-located	K-8	240		-	+
Hosford	Mandarin Immersion	Co-located	6-8	94	None-Language proficiency required	+	+
Hosford	Spanish Immersion	Co-located	6-8	37	None-Language proficiency required	+	+
Jefferson	Middle College	Hybrid	9-12	441	Neighborhood guarantee	+	-
Kelly	Russian Immersion	Co-located	K-5	200	Russian Language (50%)	+	-
Lent	Spanish Immersion	Co-located	K-6	153	Spanish Language (50%), neighborhood (50%)	-	-
Lincoln	Spanish Immersion	Co-located	9-12	157	None-Language proficiency required	-	+
Mt. Tabor	Japanese Immersion	Co-located	6-8	163	None-Language proficiency required	+	+
Mt. Tabor	Spanish Immersion	Co-located	6-8	51	None-Language proficiency required	+	+
Richmond	Japanese Immersion	Stand alone	PK-5	662		+	+
Rigler	Spanish Immersion	Co-located	K-5	246	Spanish Language (50%), neighborhood (100%)	-	-
Roosevelt	Spanish Immersion	Co-located	9-12	173	None-Language proficiency required	-	-
Sunnyside	Environmental Inquiry	Hybrid	K-8	605	Neighborhood guarantee	+	+
West Sylvan	Spanish Immersion	Co-located	6-8	159	None-Language proficiency required	+	+
Winterhaven	Math, Science, Technology	Stand alone	K-8	352		-	+
Woodstock	Mandarin Immersion	Co-located	K-5	328	Neighborhood (50%)	+	+
ACCESS	Highly gifted	Alternative	1-8	219	Not included in PPS lottery		
Alliance @ Meek	Alternative Tech	Alternative	10-12	148	Not included in PPS lottery		
MLC	Alternative	Alternative	K-12	455	Not included in PPS lottery		



2000 to 2010 school-aged population: Whole district by age groupings

Age Group	2000	2010	Change
Under 5	24,469	25,915	+5.9%
5 to 9	23,869	22,798	-5%
10 to 14	22,914	19,876	-15%
15 to 17	13,786	11,779	-17%
Total under 18	85,063	80,368	-5.5%

2000 to 2010 under-18 population: Select schools

Neighborhood	2000	2010	Change
Arleta	1,718	1,226	-28.6%
Marysville	1,352	1,348	-0.3%
Harrison Park	1,853	2,366	+27.7%
Boise-Eliot	1,013	594	-41.4%
King	1,300	811	-37.6%
Sabin	1,255	1,079	-14%

2000 to 2010 Census change in neighborhood ethnicity/race (all ages)

Neighborhood	Asian	Black	Hispanic	Multiracial	White
Arleta	-15%	-6%	+39%	5%	-1%
Marysville	+37%	+74%	+79%	-20%	-5%
Harrison Park	+91%	276%	108%	33%	+3%
Boise-Eliot	+47%	-42%	-29%	-13%	+63%
King	+52%	-44%	+2%	-15%	+71%
Sabin	+40%	-41%	-29%	-24%	+35%

Applicant/Approval Rate by School Type: 2011-13

	11-12 school year			12-13 school year			13-14 school year		
School type	Applied	Approved	Approve %	Applied	Approved	Approve %	Applied	Approved	Approve %
Neighborhood	705	524	74%	478	340	71%	425	338	80%
Hybrid/co-located	946	636	67%	1068	602	56%	1024	562	55%
Focus options	1056	467	44%	1181	417	35%	1306	414	32%
Total	2707	1627	60%	2727	1359	50%	2755	1314	48%

Demographics: Lottery Applicants vs. District

2012-13 demographics	Students of Color	LEP	F/R Meal	TAG	SPED
K-8 lottery applicants	37%	6%	27%	11%	8%
District (K-12)	44%	8%	46%	13%	14%

Demographics: Stand-Alone Focus Options Applicants vs. District

2012-13 applicant demographics	Students of Color	LEP	F/R Meal	TAG	SPED
CSS (K-8)	32%	4%	32%	6%	11%
daVinci (6-8)	25%	0%	21%	26%	13%
Richmond (K-5)	36%	1%	15%	2%	0%
Winterhaven (K-5)	28%	1%	10%	30%	7%
District (K-12)	44%	8%	46%	13%	14%

Demographics: Focus Option Approvals vs. District

2012-13 approved student demographics	White	LEP	F/R Meal	TAG	SPED
K-8 lottery applicants	63%	6%	27%	11%	8%
K-8 lottery approvals	62%	10%	32%	10%	9%
District	56%	8%	46%	13%	14%

Demographics: Applicants vs. Approved for Stand-Alone Focus Options

2012-13 applicant/ approved student demographics	Students of Color	LEP	F/R Meal	TAG	SPED
CSS applied/ approved	32% 22%	4% 6%	32% 38%	6% 7%	11% 7%
daVinci applied/ approved	25% 17%	0%	21% 25%	26% 27%	13% 12%
Richmond applied/ approved	36% 33%	1% 1%	15% 15%	2% 1%	0% 0%
Winterhaven appl/ approved	28% 20%	1% 0%	10% 17%	30% 28%	7% 8%
District	44%	8%	46%	13%	14%

Lottery Weights & Preferences in Action: Examples

School	Grade	Slot types	Applicants	Approvals	Approval Reason				
					Base value	Weigh value	Co-enroll Sibs	Linked Sibs	Region
CSS	K	n/a	241	50	23	0	27/32	0/2	n/a
daVinci	6	n/a	431	150	134	2	15/20	1/5	n/a
Winter-haven	K	n/a	156	24	7	1	16/16	0	n/a
Beach	K	NB/SP	6	6	6	0	0/1	0	n/a
Beach	K	T/SP	5	5	5	0	0/3	0	0/4
Beach	K	NB/EN	53	30	8	0	12/16	0	n/a
Beach	K	T/EN	66	9	5	0	4/6	0	9/9

Appendix D: Endnotes

¹ Many of these issues will need to be addressed during the Enrollment Balancing/District-Wide Boundary Redraw process scheduled to occur within the next year, underscoring the linkage between Enrollment & Transfer and Boundaries.

² Between 1986-2005, PPS established 3 programs in Spanish Immersion, 1 in Mandarin, and 1 in Japanese. In 2005, PPS added 2 programs in Spanish and 1 in Russian. In September 2014, 3 more Spanish programs and a Vietnamese program will be added. Discussions are currently under way to create more immersion programs in 2015. To date, the Wilson Cluster remains the only area in PPS with no immersion programs of any kind. See Appendix C for more information on the dates, locations, and languages offered through immersion programs.

³ Portland Public Schools Enrollment Forecasts 2012-13 to 2025-26, Portland State University Population Research Center, August 2012

⁴ For a comparison of the racial breakdown of students in 1997 and 2012, see Appendix C.

⁵ The only exception was Rosa Parks, with 75 percent low-income students vs. 76 percent in the neighborhood.

⁶ Portland Public Schools Student Transfer System: District objectives not met Blackmer, Gary and Flynn, Suzanne. June 2006

⁷ SACET Report on High School Redesign, May 7, 2009, pp. 2

⁸ SACET Recommendations to the Superintendent on Enrollment & Transfer Policy Planning for High School System Design Plan, April 16, 2010, pp. 1

⁹ *ibid.* pp.14

¹⁰ *ibid.* pp. 13

¹¹ Portland Public Schools Student Transfer System: District objectives not met Blackmer, Gary and Flynn, Suzanne. June 2006, pp. 13-14

¹² Coalition of Communities of Color: An Unsettling Profile, 2010, pp. 30-44.

¹³ Improving Graduation Rates at Portland Public Schools, pp. 14-16.

¹⁴ Exclusionary Discipline in Multnomah County Schools: How Suspensions and Expulsions Impact Students of Color, 2012, p. 42. "Expel Check," *Willamette Week*, Sept. 25, 2013. See also, Oregon's School to Prison Pipeline Update, 2013. PPS publishes annual reports on discipline rates at the school and district levels, including relative rates for different racial and ethnic groups here: <http://www.pps.k12.or.us/departments/research-evaluation/5287.htm>.

¹⁵ Oregon's School-to-Prison Pipeline. American Civil Liberties Union, Oregon chapter.

¹⁶ Portland Public Schools Student Transfer System: District objectives not met Blackmer, Gary and Flynn, Suzanne. June 2006, pp. 17

¹⁷ ibid. pp. 22

¹⁸ ibid. pp. 25