



Staff Analysis and Report to the Board

Board Meeting/Work Session Date: Jan 15, 2019
Senior Lead: Claire Hertz
Department Lead: Cynthia Le
Staff Lead: Shawn Helm

SUBJECT: PSU Enrollment Studies and the Portland Plan Staff Analysis and Report to the Board

OVERVIEW

Charles Rynerson from the Population Research Center (PRC) at Portland State University will present PPS enrollment forecasts on January 15, 2019.

Following this presentation, Joe Zehnder, Chief Planner at City of Portland Oregon will talk about the Portland Plan.

Enrollment forecasts are a necessary element for the annual staffing and budgeting cycle, as well as short- and long-term facility and enrollment and program balancing planning. PPS receives enrollment forecasts from the Portland State University Population Research Center (PRC). District-wide forecasts based on fall 2018 enrollment are included in this packet, and are part of the presentation. Individual school forecasts and details of enrollment projections at a sub-district level will be presented in a different meeting.

BACKGROUND

PPS experienced ten consecutive years of enrollment growth between 2008-09 and 2017-18, adding more than 3,500 students. Enrollment for 2018-19 was also projected to increase, but instead enrollment is overall mostly flat from last year, indicating a slowing in student population. Reasons for the shift include lower birth rates and lack of housing affordability. The presentation will discuss this.

RELATED POLICIES/BEST PRACTICES

PPS Policy 4.10.045-P, Student Assignment to Neighborhood Schools states, "The Superintendent or designee shall regularly monitor enrollment, program demand and demographic trends to anticipate the need for school boundary changes and consider other viable options." PPS 4.10.045-P(IV)(A)

Administrative Directive 4.10.049-AD, further describes the annual school enrollment and program data analysis, which includes "Student population projections for a minimum of 5-7 years, based upon the best available demographic information and residential housing trends." PPS 4.10,049-AD (III)(A)(2)

Enrollment forecasts are an essential element of PPS Long-Range Planning, which is required under ORS 195.110.

PPS Board Policy 2.10.010-P, Portland Public Schools Racial Educational Equity Policy, states “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.” Enrollment and demographic trends are the basis for resource allocation planning and differentiation.

ANALYSIS OF SITUATION

Continued enrollment growth is expected, but at a slower pace. In the coming five years, most growth will be at grades 9-12, as several large cohorts of students move up through the system. There will be short term declines in grades K-5, with flat to slight increase in enrollment district-wide.

FISCAL IMPACT

The number and type of students enrolled in PPS has major revenue implications. PPS is distributed State School Fund resources based on average enrollment (ADM) weighted by student factors, such as students in poverty, ELL, SPED, Teen Parents. PRC projects October enrollment, which is closely tied to ADM and eventual revenue. The PPS Finance department used PRC projected enrollment to estimate ADM and Revenue for budgeting 2018-19. The actual enrollment (and resulting eventual revenue) came in lower than the PRC “Medium” (most likely) forecast for 2018-19 -- in fact it came in lower than the “Low” estimate that they provide. The PPS Finance team is reviewing improved local tax receipts and the actual lower enrollment to determine how updated revenue estimates for 2018-19 compare to what was originally budgeted. Details of this analysis will be separately discussed in a different finance presentation.

PRC is projecting flat enrollment for the next 2-3 years. This means less revenue growth (based on enrollment) than we have seen in recent years. PPS revenue will also decline due to fewer students in poverty based on recent census data released in December (see chart below).

CENSUS Small Area Income and Poverty Estimates: Ages 5 to 17 in Families in Poverty

| Year | Grade | Total Population | Relevant Ages 5 to 17 | Relevant Ages 5 to 17 in Families in Poverty | Relevant Ages 5 to 17 Ratio |
|-------|-------|------------------|-----------------------|--|-----------------------------|
| 2015 | KG-12 | 494,509 | 56,309 | 7,308 | 13 |
| 2016 | KG-12 | 500,445 | 56,467 | 7,235 | 12.8 |
| 2017* | KG-12 | 505,330 | 56,894 | 6,382 | 11.2 |

**2017 is the most recent that is available, released December 2018.*

https://www.census.gov/data-tools/demo/saipe/saipe.html?s_appName=saipe&map_yearSelector=2017&map_geoSelector=s_a_eusd&s_state=41&s_measures=sa_sd&s_district=4110040&s_year=2017,2016,2015&menu=grid_proxy

This Fiscal Impact statement is to note that there will be implications of changing enrollment. How this impacts 2019-2020 budgeting and staffing is still under analysis.

In comparing Portland Public Schools with large Oregon suburban districts, we see that PPS has more schools with a smaller average student body. In some areas of the city we have a concentration of under-enrolled schools, defined as having only one teacher per grade for a neighborhood school. For the current fiscal year, the Board has directed PPS to subsidize many of these under-enrolled schools. It is unclear if this is financially sustainable.


Fewer students in grades K-5 means that PPS will qualify for less City Arts Tax. With the current threshold for K-5 Art, and the continuing decline in K-5 enrollment, there will be fewer City-funded Arts teachers each year. Many under enrolled schools will only qualify for 0.50 Arts tax FTE.

TIMELINE FOR IMPLEMENTATION/EVALUATION

On January 15, 2019, District-level long range forecasts are being presented to the board.

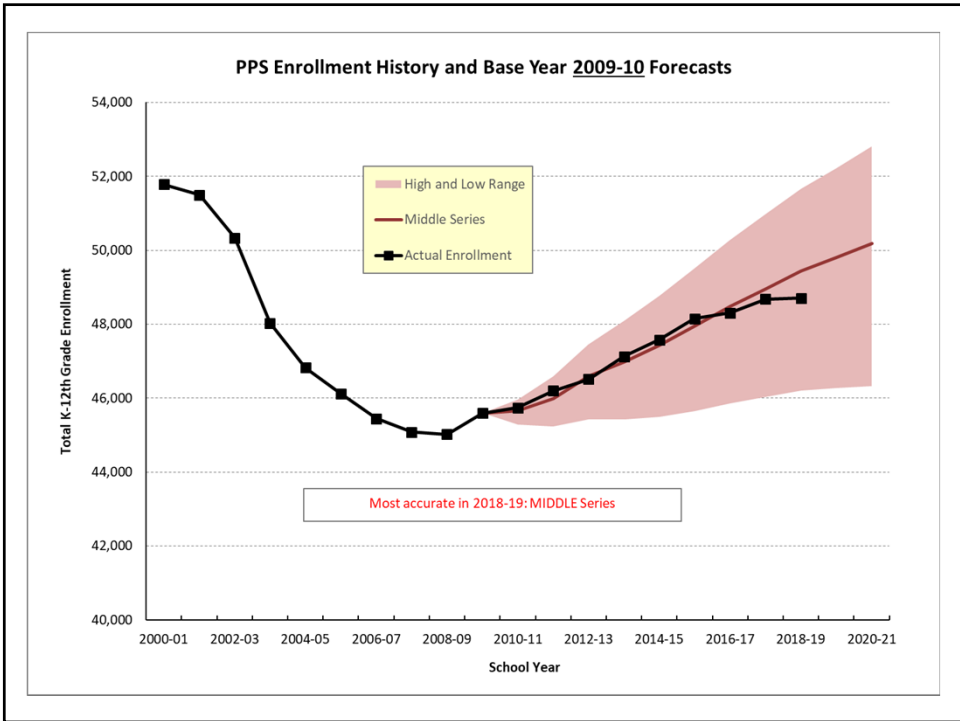

PRC has prepared one-year school-level enrollment forecasts with the District. Staff are in the process of producing reports for school leaders on expected enrollment changes. In a little over a month, when staffing allocations are released to Principals, enrollment projections will show school staffing may change since teachers are allocated based on the number and type of students.

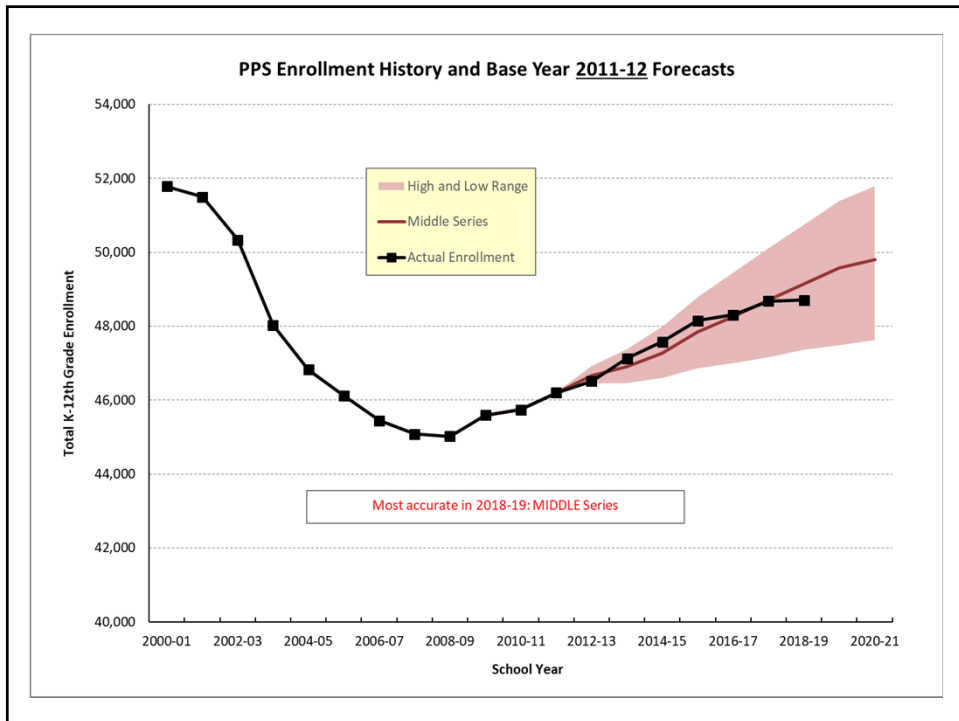
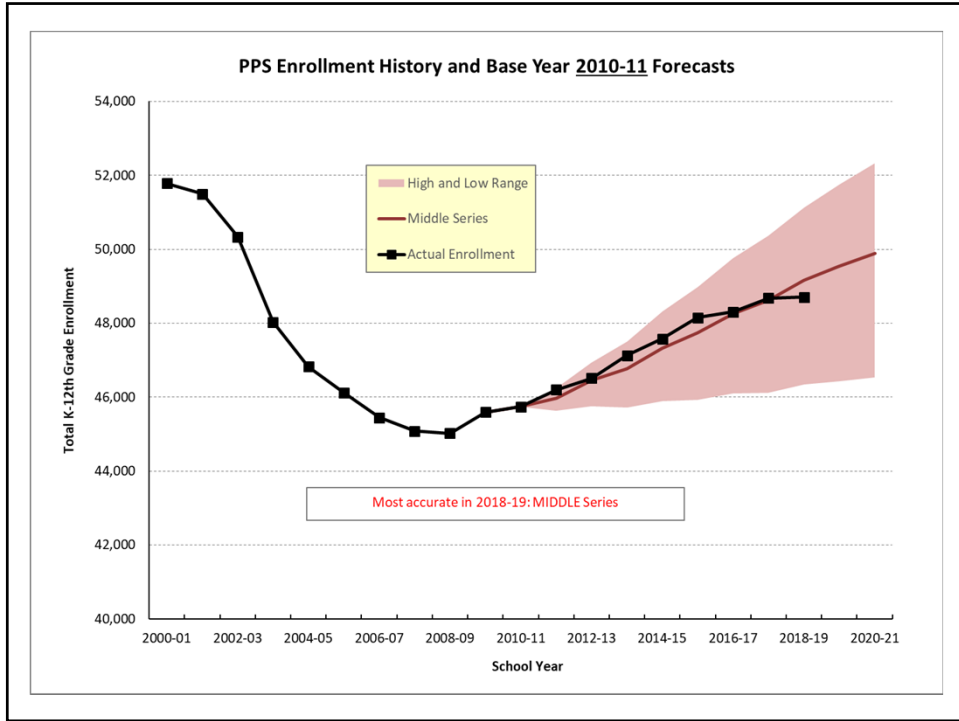
The district is in process to start an enrollment and program balancing analysis and public engagement process to address under-enrollment and/or over-capacity facilities. This will largely be done through outside contractors. Enrollment forecasts will be a critical element of this work.

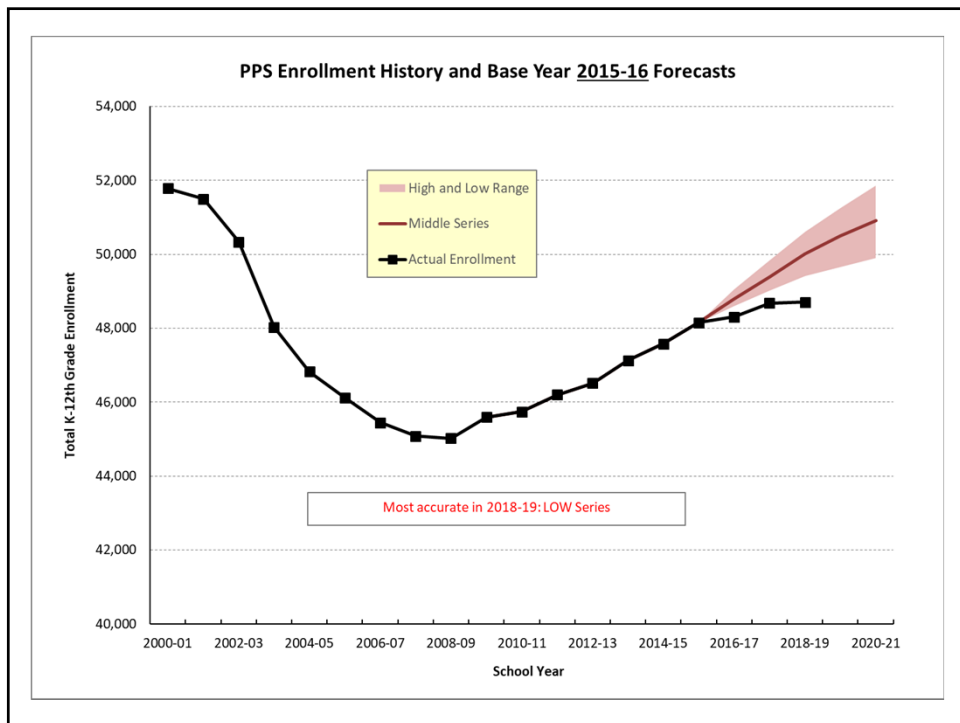
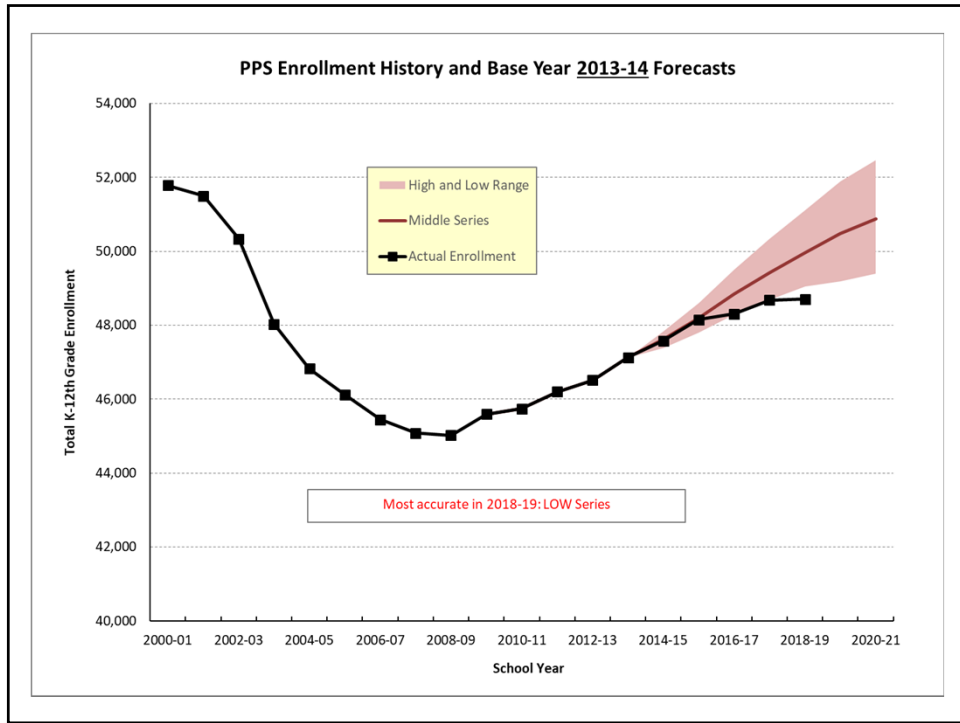

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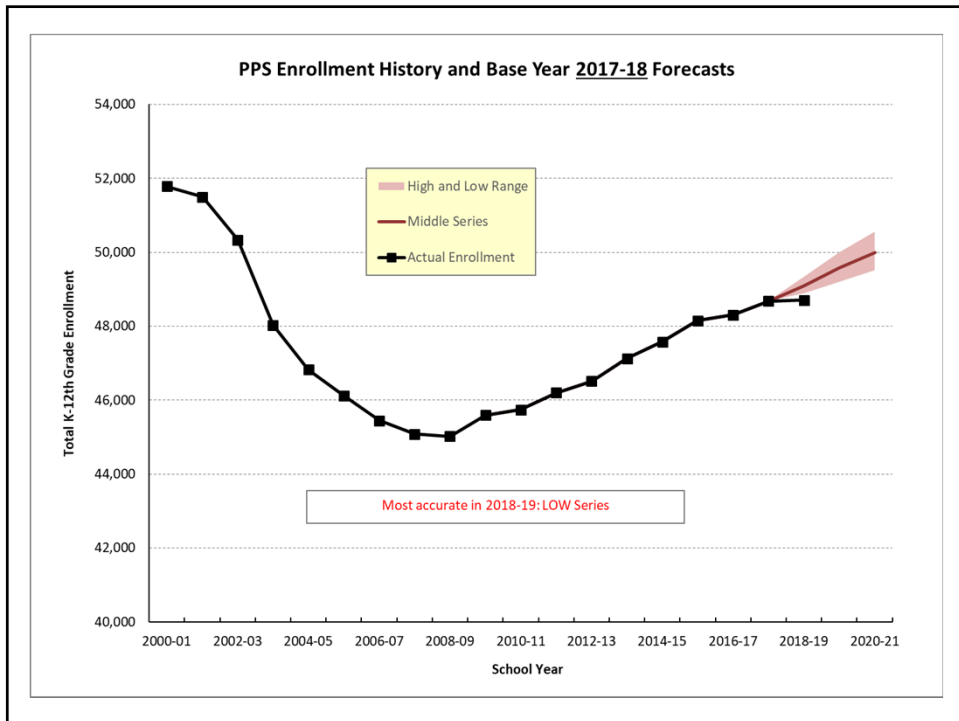
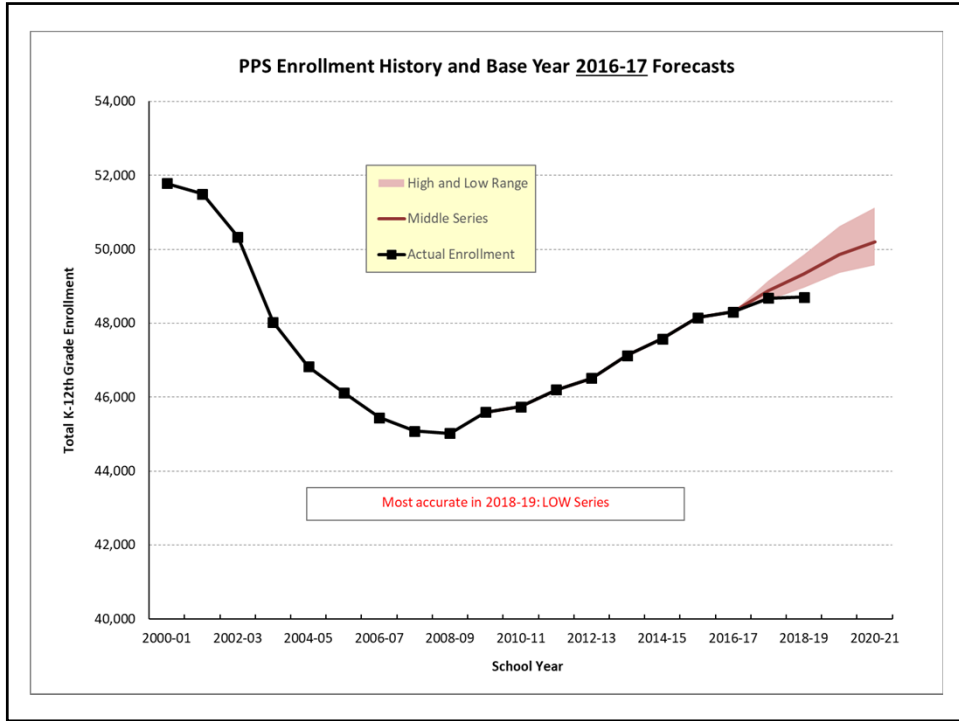
Enrollment Trends and Forecasts

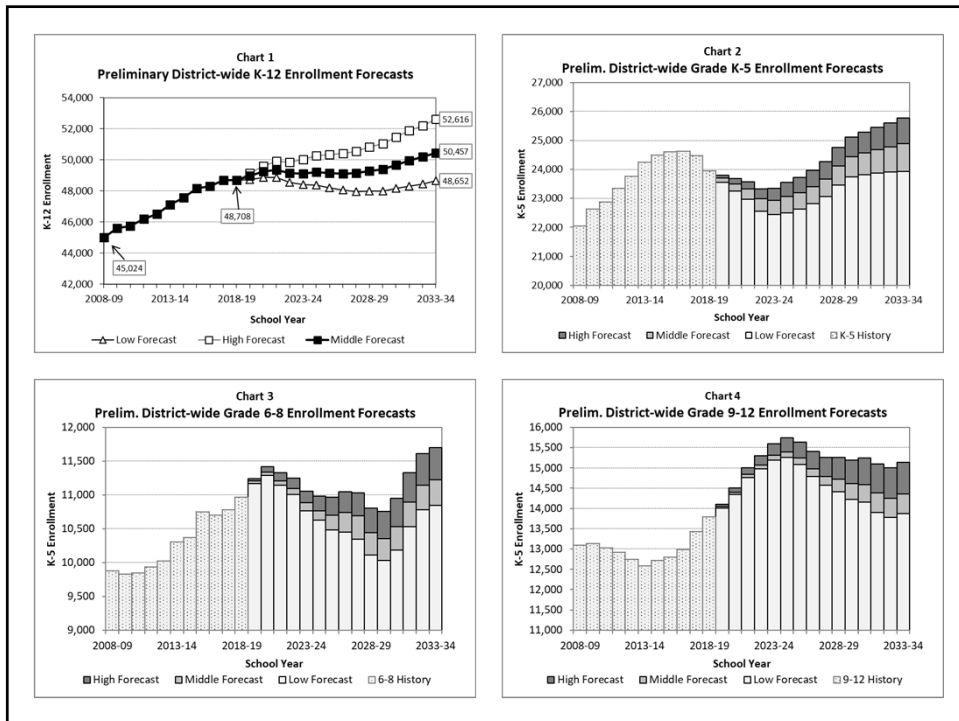
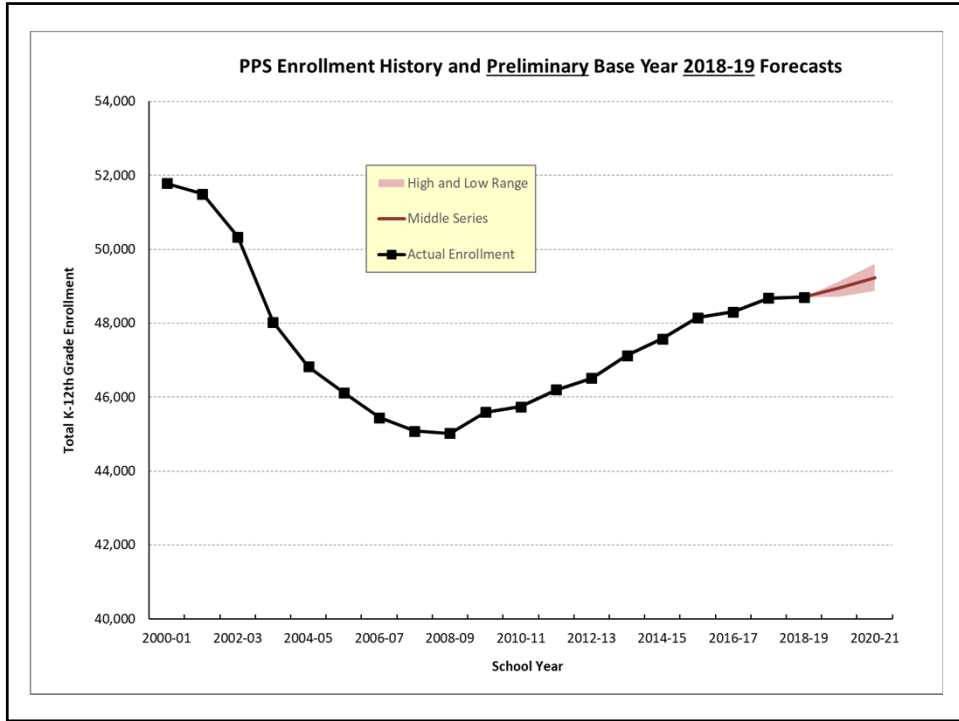
Charles Rynerson
Population Research Center
Portland State University
January 15, 2019











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District-wide Forecasts Based on:

- Historic enrollment trends
- Births to PPS residents through 2017
- Fertility rates
- Migration by age group
- Kindergarten and 1st grade capture rates

Resident PPS Students by H.S. Cluster and School Attendance Area Based on:

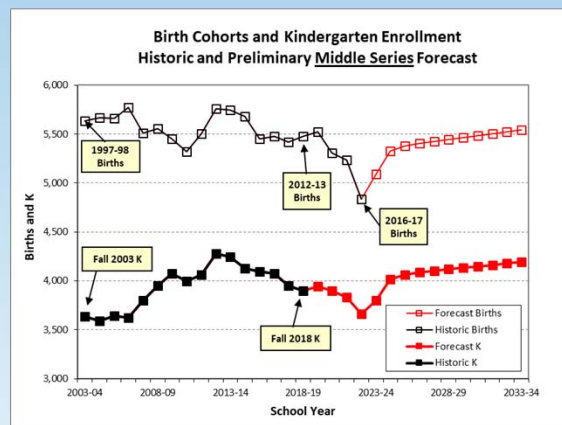
- Historic enrollment trends
- Births by resident high school cluster through 2017
- Known residential development, particularly affordable housing
- Portland Plan residential capacity and growth allocation

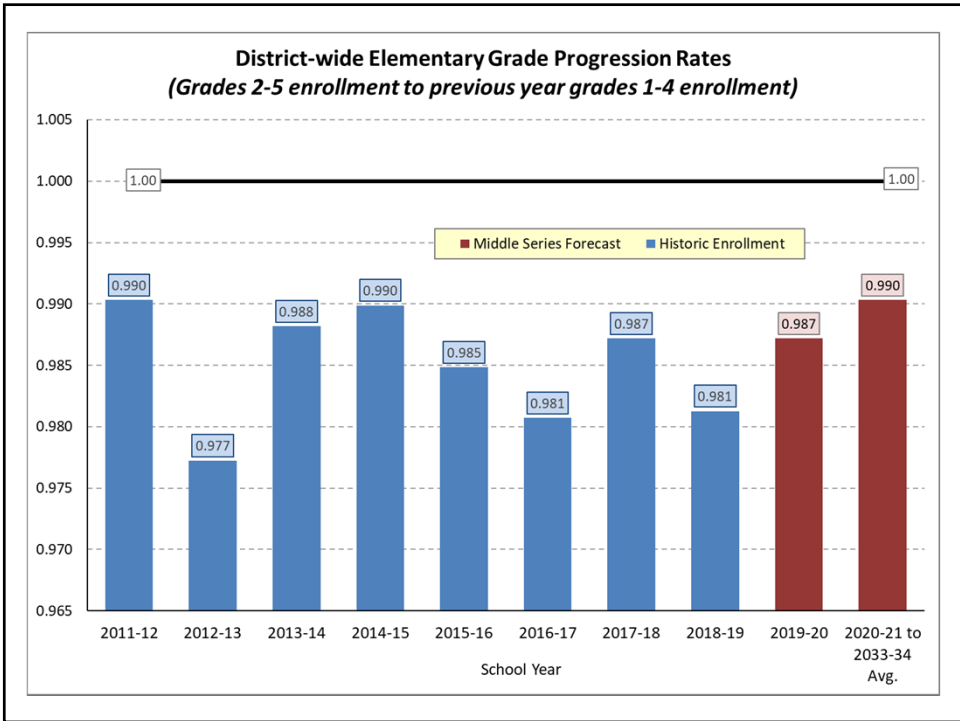
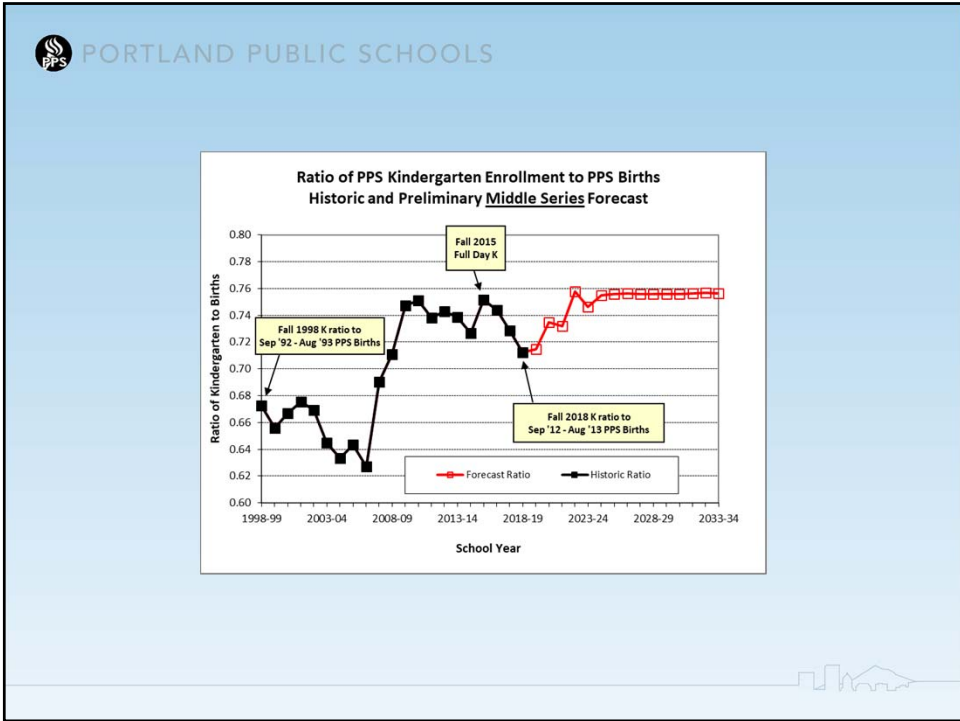
Individual School Enrollments Based on:

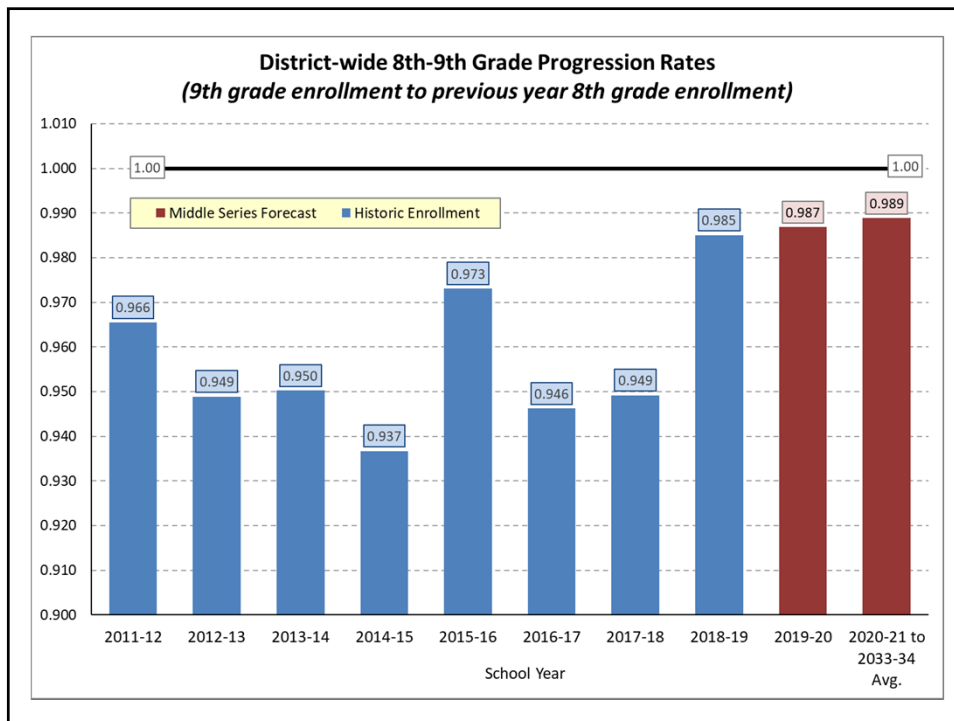
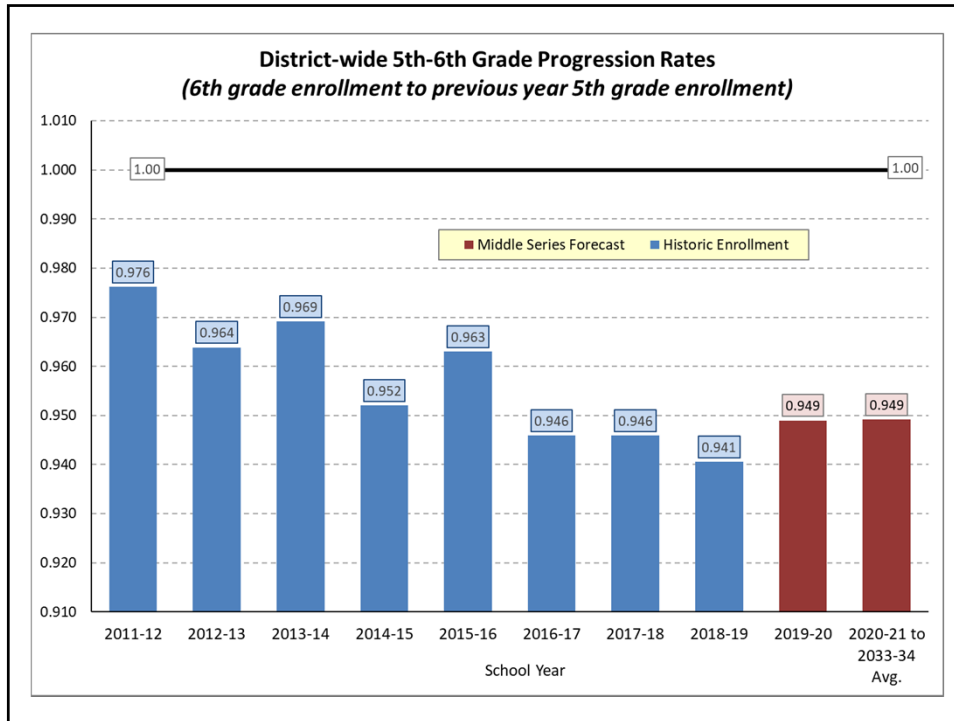
- Historic enrollment trends
- Shares of attendance area residents
- Expected number of non-residents
- “Status quo” resident shares and non-resident numbers by default
- Coordination with PPS staff on boundary, grade configuration, and program changes and transfer slots

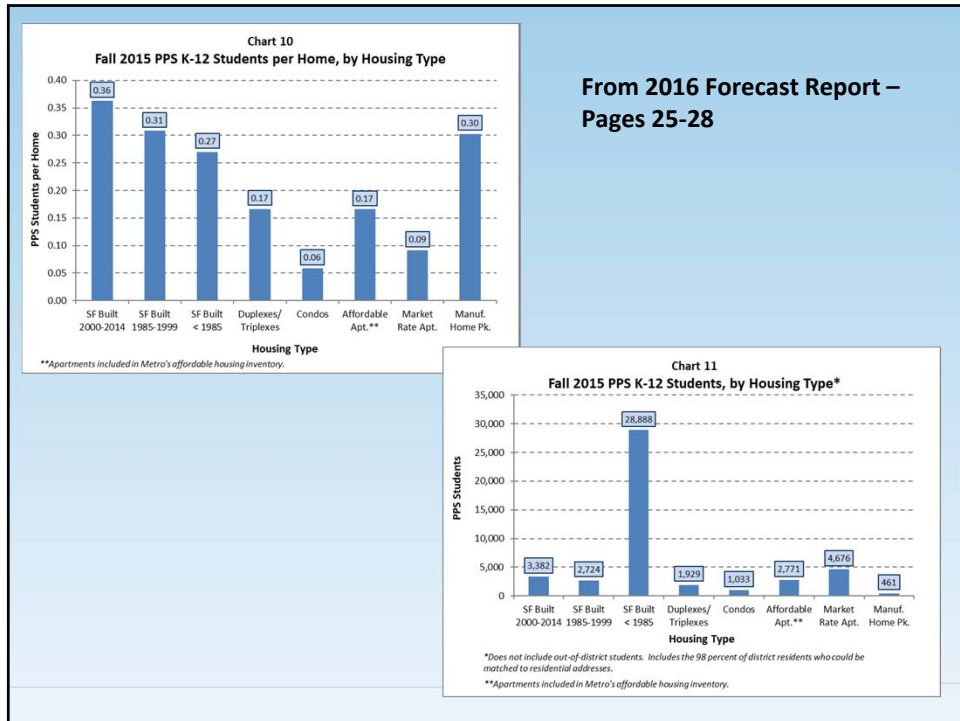


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How Many Students Will Reside in New Apartments? It Depends...

PPS Students in New Multi-Family Housing: Case Study in 2017 Forecast Report – Page 17

12 new buildings on SE Division

- 414 units; nearly all studios and one bedrooms
- 5 PPS K-12th grade students in fall 2016
- About 1 student per 100 units**

4 new income-restricted housing developments

- One each in N, SE, NW, SW Portland
- 866 units; 28% two bedroom and 53% three+ bedroom
- 975 PPS K-12th grade students in fall 2016
- About 112 students per 100 units**



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Thank You!

Questions?

