



Staff Analysis and Report to the Board

Board Meeting/Work Session Date: April 15, 2019

Senior Lead: Claire Hertz

Department Lead: Judy Brennan

SUBJECT: Proposed revisions to policy 4.10.020-P, Compulsory Enrollment; Age and Grade Level at Entrance, and rescission of policy 4.10.032-P, Early School Entrance

I. BACKGROUND

More than 5,000 new students enroll in PPS each school year. The purpose of the new draft policy is to clarify and streamline guidance through changes to current policy 4.10.020-P and rescission of 4.10.032-P.

II. RELATED POLICIES/BEST PRACTICES

ORS 336.092; ORS 336.095; ORS 339.115

PPS 4.10.010-P, Compulsory Enrollment and Attendance; PPS 4.20.010-P, Promotion and Retention of Students

All language in the policy was reviewed for compliance, and reflects current practice.

Regarding best practice, we reference Oregon Early Learning Standards and other resources such as Association of Kindergarten Entry Age with Early Literacy Outcomes, <http://eric.ed.gov/?id=EJ978814>; and Kindergarten Entry & Placement, <https://www.naeyc.org/files/naeyc/file/positions/Psunacc.pdf>. Regarding grade level placement based on prior experience, if the child is younger than Oregon age minimum: The guidelines support educational continuity from PK to K to 1st grade even if child's school district has different cut-off birthdates. Additionally by not allowing K age students to repeat PK, we are aligning with NAEYC best practices (NAEYC's 2001 Report, [*STILL Unacceptable: Trends in Kindergarten Entry and Placement*](#)) This policy allows placement of students with grade level peers, promoting social and emotional growth while treating as individuals for course selection and appropriate academic need.

III. ANALYSIS OF SITUATION

A lack of policy clarity regarding age and prior experience has led to inconsistent enrollment practices across schools, with different schools enrolling students with similar age and prior school experience into different grade levels.

IV. FISCAL IMPACT

No known impacts

V. COMMUNITY ENGAGEMENT (IF APPLICABLE)

This policy review and revision has been largely an internal process. A team of central office staff representing Early Childhood Education, Enrollment & Transfer, ESL, General Counsel, Office of School Performance and Talented and Gifted considered frequently asked questions from parents and school administrators secretaries and counselors and drafted

revisions. Additional central departments were informed of the proposed changes and provided opportunity to comment. Key questions:

- Should students who have completed kindergarten be allowed to enroll in 1st grade if they turn six after September 1?
- Should students who are six years old be assigned to kindergarten or first grade if they have not completed kindergarten?
- Should students enrolling during the school year, or arriving with limited educational records be assigned to a grade level based upon their age or their prior school experience?

The staff team made further changes based on input received from the Board's Policy and Governance Committee on January 31, 2019, adding language about compulsory enrollment which has been located in Policy 4.10.10-P.

A first reading occurred on February 26, 2019. The policy was posted for public comments from February 26-April 4. No comments were submitted through the formal process, but Director Paul Anthony invited input through Facebook which resulted in 21 comments. The most frequent topic was age of enrollment for kindergartners. The attached data shows the age of kindergartners on September 1 of the current school year.

After further review and discussion, the Policy and Governance Committee approved the proposed changes for full Board consideration on April 4, 2019.

VI. TIMELINE FOR IMPLEMENTATION/EVALUATION

Connect to Kindergarten events begin in winter, and peak enrollment time is mid-August. Approval of the proposed policy revisions by mid-April allows for immediate guidance to schools and families, as well as opportunities for staff professional development. The changes will be communicated through admin connection, existing training opportunities and the Enrollment and Transfer Center's website.

Related policy and administrative directive revisions underway:

Policy 4.10.010-P, Compulsory Enrollment and Attendance, will be revised to reflect the changes to Policy 4.10.020-P, and to update procedures for determining exemptions to compulsory enrollment.

Policy 4.20.010-P, Promotion and Retention of Students, will be revised to update procedures for promotion and retention of students.

Administrative Directive 4.10.033-AD, Early Entry into Kindergarten, will be updated to reflect a more equitable system for early entry testing and determination.


VII. BOARD OPTIONS WITH ANALYSIS

The Board could delay a decision on these policy changes while awaiting staff recommendations on the related policies described above. While there may be a benefit to considering a more holistic package enrollment and grade-placement modifications, the delay would allow inconsistencies in entry-level enrollment practice to continue into the next school year.

VIII. STAFF RECOMMENDATION

Consider the proposed changes to Policy 4.10.020-P and rescission of Policy 4.10.032-P now, instead of waiting for staff recommendations on related policy changes.

IX. I have reviewed this staff report and concur with the recommendation to the Board.


Guadalupe Guerrero
Superintendent
Portland Public Schools

4/10/19
Date

ATTACHMENTS

- A. Draft policy 4.10.020-P -redlined
- B. Draft policy 4.10.020-P-clean copy
- C. Policy-4.10.032-P-redlined
- D. Policy-4.10.032-P Rescission memo
- E. Draft resolution
- F. Age of PPS Kindergartners 2018-19

BOARD POLICY 4.10.020-P Age Compulsory Enrollment; Age And Grade Level At Entrance

~~(1) Preschool – Early Childhood Centers. A child will be admitted to early childhood education when space in such programs permits and provided his/her fourth birthday occurs on or before September 1. The Head Start Program admits three year olds on a "space available" basis.~~

~~(2) Kindergarten. A child will be admitted to kindergarten if his/her fifth birthday occurs on or before September 1.~~

~~(3) First Grade. A child will be admitted to the first grade if his/her sixth birthday occurs on or before September 1.~~

~~(4) Students 19 Years of Age. Resident students over age 19 who have a diploma may be admitted with the approval of the [superintendent or designee] and upon payment of tuition at a rate established by the district. Students who turn 19 years of age during the school year shall continue to be eligible for a free and appropriate public education for the remainder of the school year.~~

~~(5) Students 21 Years of Age. The district shall admit otherwise eligible students who have not yet attained 21 years of age prior to the beginning of the current school year if they are shown to be in need of additional education in order to receive a diploma or are receiving special education services and have not yet received a regular high school diploma. These students may attend school without paying tuition for the remainder of the school year.~~

All children between the ages of 6 and 18 years who have not completed the 12th grade are required to regularly attend public school full-time, unless exempted as per ORS 339.030 and PPS 4.10.010-P.

1) Preschool through First grade: Admission is allowed for children whose birthdays occur on or before September 1, as follows:

a) Preschool: A child is eligible to apply for Preschool if his/her third birthday occurs on or before September 1.

b) Pre-Kindergarten: A child is eligible to apply for Pre-Kindergarten if his/her fourth birthday occurs on or before September 1.

(a) A child whose fifth birthday occurs on or before September 1 is not eligible for Pre-Kindergarten.

c) Kindergarten: A child will be admitted to Kindergarten if his/her fifth birthday occurs on or before September 1, or if approved through the Early Entry to Kindergarten process.

(a) A student whose fifth birthday occurs after September 1 and on or before October 1 may apply for early entry into Kindergarten, as allowed in Administrative Directive .4.10.033-AD.

- (b) A student whose sixth birthday occurs on or before September 1 may enroll in Kindergarten if he/she has not successfully completed a kindergarten program.
- (c) If the parent/guardian wishes, a student who has been enrolled in Kindergarten outside of PPS may be placed in Kindergarten when entering the district during the school year, even if the birthdate occurs after September 1.
- d) First Grade: A child will be admitted to the first grade if his/her sixth birthday occurs on or before September 1, or with evidence of successful completion of a kindergarten program.
- (a) A child whose sixth birthday occurs after September 1 who has been enrolled in first grade outside of PPS will be placed in first grade when entering the district during the school year.
- 2) Second through Twelfth Grade: A student newly enrolling in PPS will be assigned to a grade based on his/her age or prior school experience:
- a) A student who has successfully completed a grade level will be enrolled in the next grade level when entering the district at the start of a school year.
- b) A student who has been enrolled in a grade level outside of PPS will be placed in that same grade level when entering the district during the school year.
- c) A student who is newly enrolling without educational records from a previous school will be placed in the appropriate grade level based on his/her age. Course selection for a middle or high school student will occur in collaboration with the student, family, counselor and other school staff, and take into consideration student skill level and necessary high school graduation requirements.
- 3) Students 19 years of age: Students who turn 19 years of age during the school year shall continue to be eligible for a free and appropriate public education for the remainder of the school year.
- 4) Students 21 years of age: The district shall admit otherwise eligible students who have not yet attained 21 years of age prior to the beginning of the current school year if they are shown to be in need of additional education in order to receive a diploma or are receiving special education services and have not yet received a regular high school diploma. These students may attend school without paying tuition for the remainder of the school year.
- 5) Nothing in this policy prevents a family from seeking grade acceleration or retention, as allowed in Policy 4.20.010-P.

Legal References: ORS 327.006; ORS 336.092; ORS 336.095; ORS 339.115 History: Adpt 9/71; Amd 9/73; Amd8/81; Amd 10/27/83; Amd 8/95; Amd 9/9/02; BA 2420: Amd 2/19



Compulsory Enrollment; Age and Grade Level at Entrance

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 - i) A child whose fifth birthday occurs on or before September 1 is not eligible for Pre-Kindergarten.
 - c) Kindergarten: A child will be admitted to Kindergarten if his/her fifth birthday occurs on or before September 1, or if approved through the Early Entry to Kindergarten process.
 - i) A student whose fifth birthday occurs after September 1 and on or before October 1 may apply for early entry into Kindergarten, as allowed in Administrative Directive .4.10.033-AD.
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 - iii) If the parent/guardian wishes, a student who has been enrolled in Kindergarten outside of PPS may be placed in Kindergarten when entering the district during the school year, even if the birthdate occurs after September 1.
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Compulsory Enrollment; Age and Grade Level at Entrance

- c) A student who is newly enrolling without educational records from a previous school will be placed in the appropriate grade level based on his/her age. Course selection for a middle or high school student will occur in collaboration with the student, family, counselor and other school staff, and take into consideration student skill level and necessary high school graduation requirements.
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- 4) Students 21 years of age: The district shall admit otherwise eligible students who have not yet attained 21 years of age prior to the beginning of the current school year if they are shown to be in need of additional education in order to receive a diploma or are receiving special education services and have not yet received a regular high school diploma. These students may attend school without paying tuition for the remainder of the school year.
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Brenda Martinek, Chief
Office of Student Support Services

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January 28, 2018

The Office of Student Support Services recommends rescission of the "Early School Entrance" Policy 4.10.032-P. A hard copy of the Policy is attached to this memo. The following statement is proposed for the "Age and Grade at Entrance" Policy 4.10.020-P:

"A student whose fifth birthday occurs after September 1 and on or before October 1 may apply for early entry into Kindergarten, as allowed in Administrative Directive .4.10.033-AD."

Inserting this statement into Policy 4.10.020-P will make information about early entry accessible to more stakeholders, and allow for the rescission of Policy 4.10.032-P.

Direct Report recommending rescission:



Brenda Martinek

1/28/19
Date

4.10.032-P Early School Entrance

Early entry evaluations identify children who would be best served by beginning school before they meet the state age requirement for school entrance. The intent of early entry is to admit early those children whose needs will best be met through advanced placement for the current year and throughout their K-12 education. The child's advanced development in social, emotional, academic, intellectual and physical functioning are taken into consideration in the evaluation.

Legal Reference: ORS 339.115 History: Adpt 1/11/96; Amd 9/9/02; BA 2420

2018-19 Kindergartners by Age

SUMMARY

Age at start of kindergarten	Count	%
Birthdate before 09/02/2012 (6 years old at start of school)	188	4.80%
Birthdate between 09/02/2012 and 09/02/2013 (5 years old at start of school)	3689	94.60%
Birthdate after 09/02/2013 (4 years old at start of school)	22	0.05%

COUNT BY GENDER--Kindergartners who are 4 or 6 years old at the start of the school year

Age at start of kindergarten	Gender	Count	%
Birthdate before 09/02/2012 (6 years old at start of school)	F	68	36.20%
	M	120	63.80%
Birthdate after 09/02/2013 (4 years old at start of school)	F	18	81.80%
	M	4	18.20%

COUNT BY SCHOOL--Kindergartners by birthdate

School Enrolled in Kindergarten 2018-19	Birthdate before 09/02/2012	Birthdate between 09/02/2012 and 09/02/2013	Birthdate after 09/02/2013	Grand Total
Abernethy	7	78		85
Ainsworth	12	89		101
Alameda	8	95	4	107
Arleta	4	66		70
Arthur Academy	2	25		27
Astor	1	42		43
Atkinson	3	68		71
Beach	1	77		78
Beverly Cleary	3	65	1	69
Boise-Eliot/Humboldt	1	47		48
Bridger	1	57		58
Bridlemile	3	75	2	80
Buckman	2	73	1	76
Capitol Hill	3	62		65
César Chávez	2	58		60
Chapman	2	48	2	52
Chief Joseph	4	52		56
Cm2 Opal School	2	14		16
Creative Science	4	41	1	46
Creston	2	39	1	42
Duniway	9	67	1	77
Emerson School	4	19		23
Faubion		88		88
Forest Park	5	55		60
Glencoe	4	61		65
Grout	4	63		67
Harrison Park	1	72		73
Hayhurst	5	86	1	92
Irvington	3	54		57
James John	3	68		71

2018-19 Kindergartners by Age

COUNT BY SCHOOL--Kindergartners by birthdate

School Enrolled in Kindergarten 2018-19	Birthdate			Grand Total	
	before 09/02/2012	between 09/02/2012 and 09/02/2013	Birthdate after 09/02/2013		
Kairos PDX		1	38	39	
Kelly		4	82	87	
Laurelhurst		5	69	75	
Le Monde		1	52	53	
Lee		1	50	51	
Lent			46	46	
Lewis		2	61	63	
Llewellyn		4	72	77	
Maplewood		6	62	69	
Markham		4	67	71	
Marysville		2	37	39	
Metro. Learning Center			22	22	
MLK Jr			56	56	
Peninsula		1	52	54	
Portland Village School		4	37	41	
Richmond		8	95	103	
Rieke		2	50	53	
Rigler		1	51	52	
Rosa Parks		1	44	45	
Rose City Park		8	93	102	
Sabin		6	82	89	
Scott		4	65	69	
Sitton			64	64	
Skyline			24	24	
Special Education					
Instruction		1	5	6	
Stephenson		4	61	65	
Sunnyside					
Environmental		1	44	45	
Trillium			8	8	
Vernon		1	70	71	
Vestal			56	56	
Whitman		2	33	35	
Winterhaven		1	22	23	
Woodlawn			71	71	
Woodmere		3	51	54	
Woodstock		5	93	98	
Grand Total		188	3689	22	3899