Note: Those wishing to speak before the School Board should sign the public comment sheet prior to the start of the meeting. No additional speakers will be accepted after the sign-in sheet is removed, but testifiers are welcome to sign up for the next meeting. While the School Board wants to hear from the public, comments must be limited to three minutes. All those testifying must abide by the Board's Rules of Conduct for Board meetings.

Public comment related to an action item on the agenda will be heard immediately following staff presentation on that issue. Public comment on all other matters will be heard during the "Public Comment" time.

This meeting may be taped and televised by the media.

AGENDA

1.	**PUBLIC COMMENT**	6:00 pm
2.	**LINCOLN CONSITUTION TEAM RECOGNITION**	6:20 pm
3.	**UPDATE: SUPERINTENDENT'S ADVISORY COMMITTEE ON ENROLLMENT AND TRANSFER**	6:35 pm
4.	**BOUNDARY ASSESSMENT: PORTLAND STATE UNIVERSITY**	7:20 pm
5.	**PRESENTATION: COMMUNITY EDUCATION PARTNERS AND PPS DISCIPLINE DATA**	8:05 pm
6.	**FRANKLIN HIGH SCHOOL SCHEMATIC DESIGN** *(action item)*	*9*:00 pm
7.	**BUSINESS AGENDA**	9:30 pm
8.	**ADJOURN**	9:45 pm

Portland Public Schools Nondiscrimination Statement

Portland Public Schools recognizes the diversity and worth of all individuals and groups and their roles in society. The District is committed to equal opportunity and nondiscrimination based on race; national or ethnic origin; color; sex; religion; age; sexual orientation; gender expression or identity; pregnancy; marital status; familial status; economic status or source of income; mental or physical disability or perceived disability; or military service.

Board of Education Informational Report

MEMORANDUM

Date: **May 28, 2014**

To: Members of the Board of Education

From: Judy Brennan, Enrollment Director
Jon Isaacs, Chief of Communications and Public Affairs

Subject: Superintendent's Advisory Committee on Enrollment and Transfer Status Report

This Memorandum provides an update on the status of the Superintendent's Advisory Committee on Enrollment and Transfer (SACET). In March, 2013 the superintendent charged this group with developing recommendations to align enrollment and transfer policies with the district's strategic framework and racial educational equity policy. The committee delivered the attached status report to Superintendent Smith this week.

We are pleased to share this report with you, and are very grateful for the committee's commitment to the understanding and improving a complex and challenging topic. We also appreciate SACET's Board liaisons, Ruth Adkins and Bobbie Regan, who have regularly attended committee meetings and shared important perspectives with the group.

The report outlines several preliminary recommendations for adjusting enrollment and transfer policies and related practices. It notes, as well, the group's desire to conclude important elements of their work that remain unfinished at this time. In particular, to hear directly from historically underserved families, to model lottery changes with an eye toward finding unanticipated outcomes and coming to decisions on some outstanding topics.

SACET is scheduled to present a summary of the report to you on June 2, 2014. The committee is eager to hear your initial thoughts about their preliminary recommendations and the work they envision in the near future.

Please contact us with any questions.

**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**

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.

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.

At this time, 12 of 15 SACET members support the preliminary recommendation package, with three members not yet casting their votes.

<u>Choice in PPS: Historical Context</u>

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.
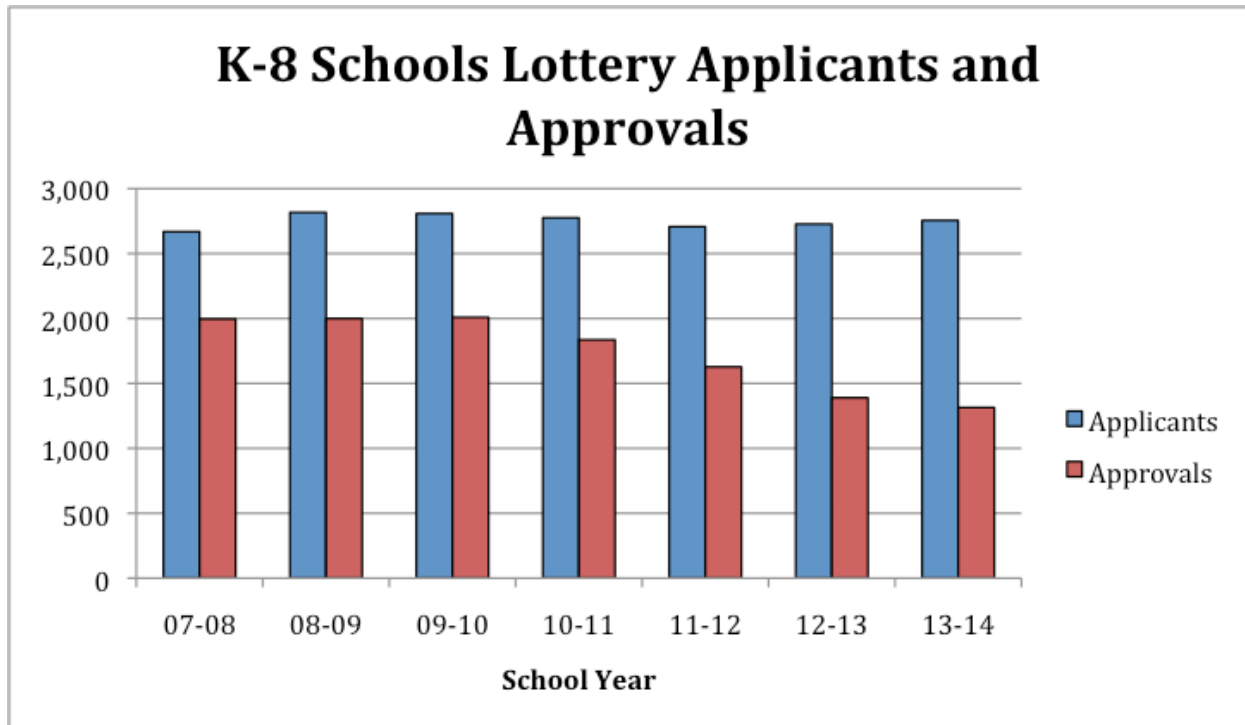
Demographics of transfer applicants and approvals

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.

K-8 Transfer Applicants vs. All K-8 Students, 2012-13

K-8 Transfer Approvals vs. All K-8 Students, 2012-13

LEP = Limited English Proficiency, FRL = Free & Reduced Lunch (low income),
TAG = Talented & Gifted, SpEd = Special Education
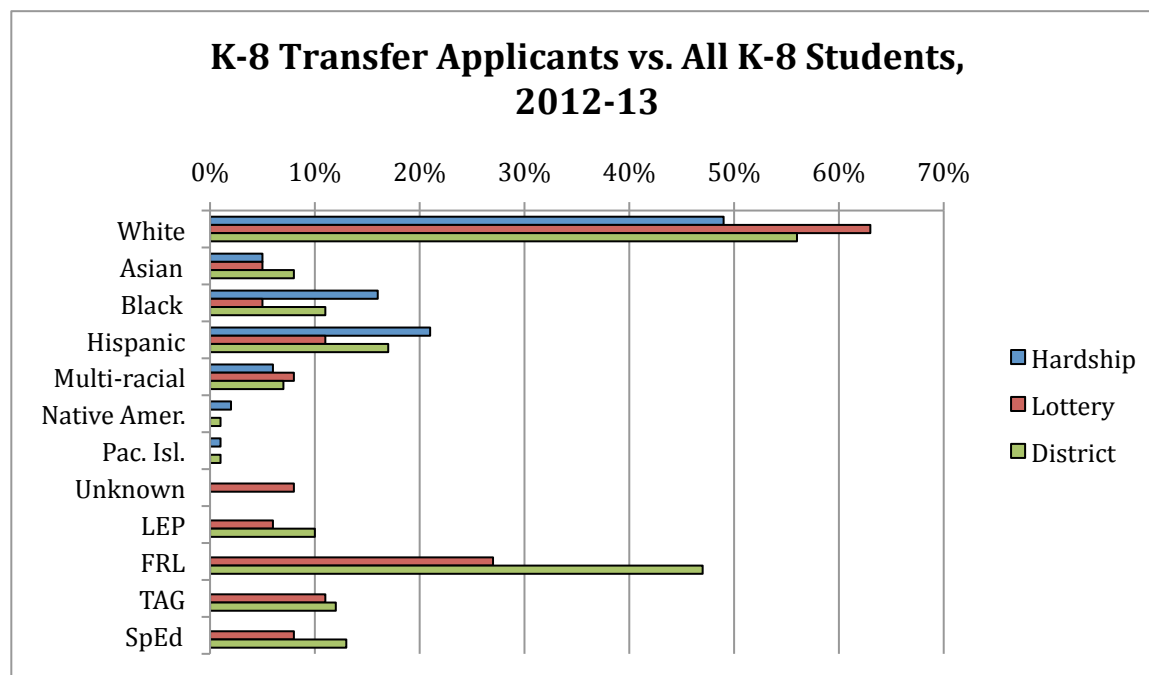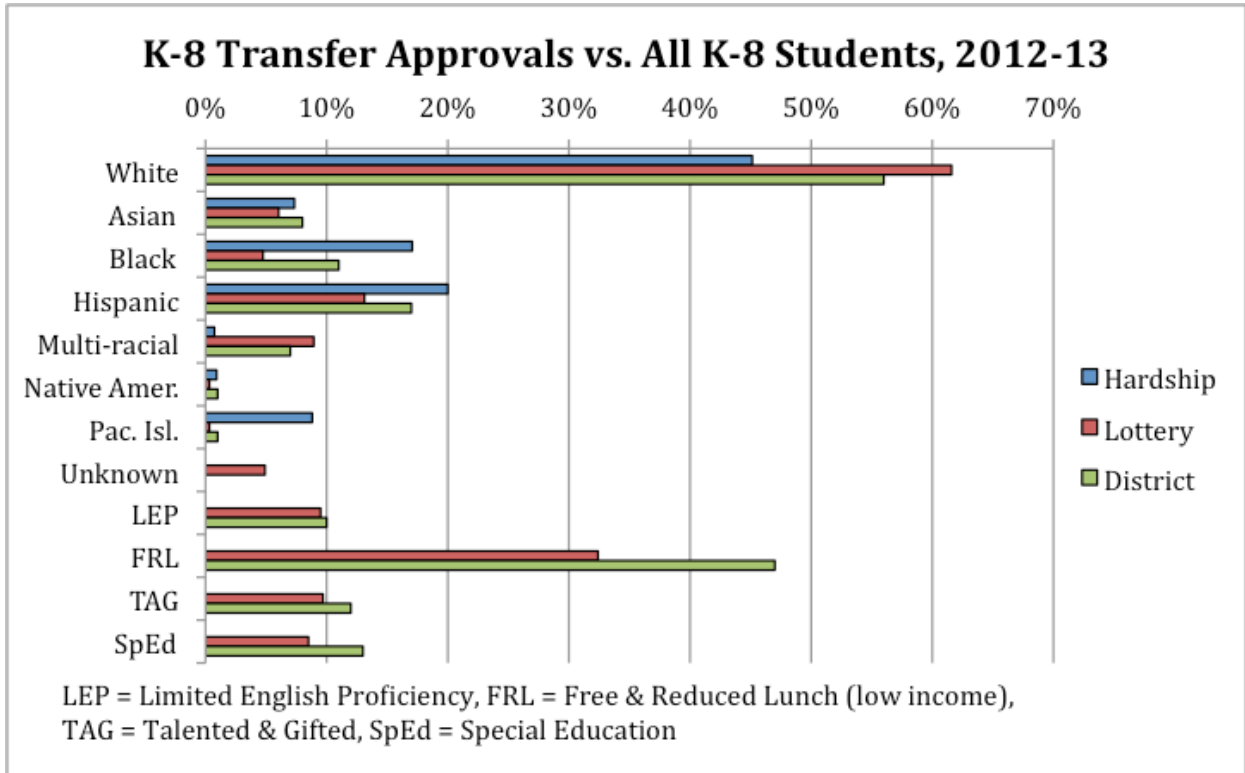
The patterns were similar for those who were successful in the petition and lottery processes, as shown in the above chart.

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.

High School Transfer Approvals vs. All High School Students, 2012-13
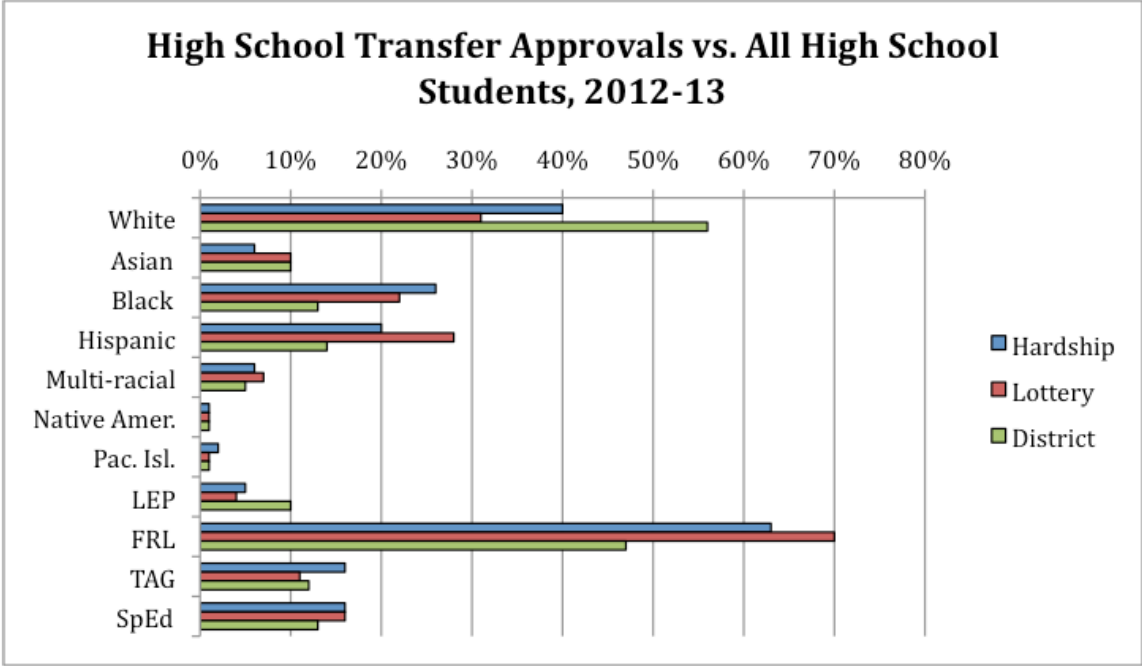
Impact of Transfers on K-8 Schools

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 neighborhoods 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.

<u>SACET's Future Work</u>

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 the 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.

<u>Student Assignment to Neighborhood Schools</u>

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.

<u>Student Enrollment and Transfers</u>

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
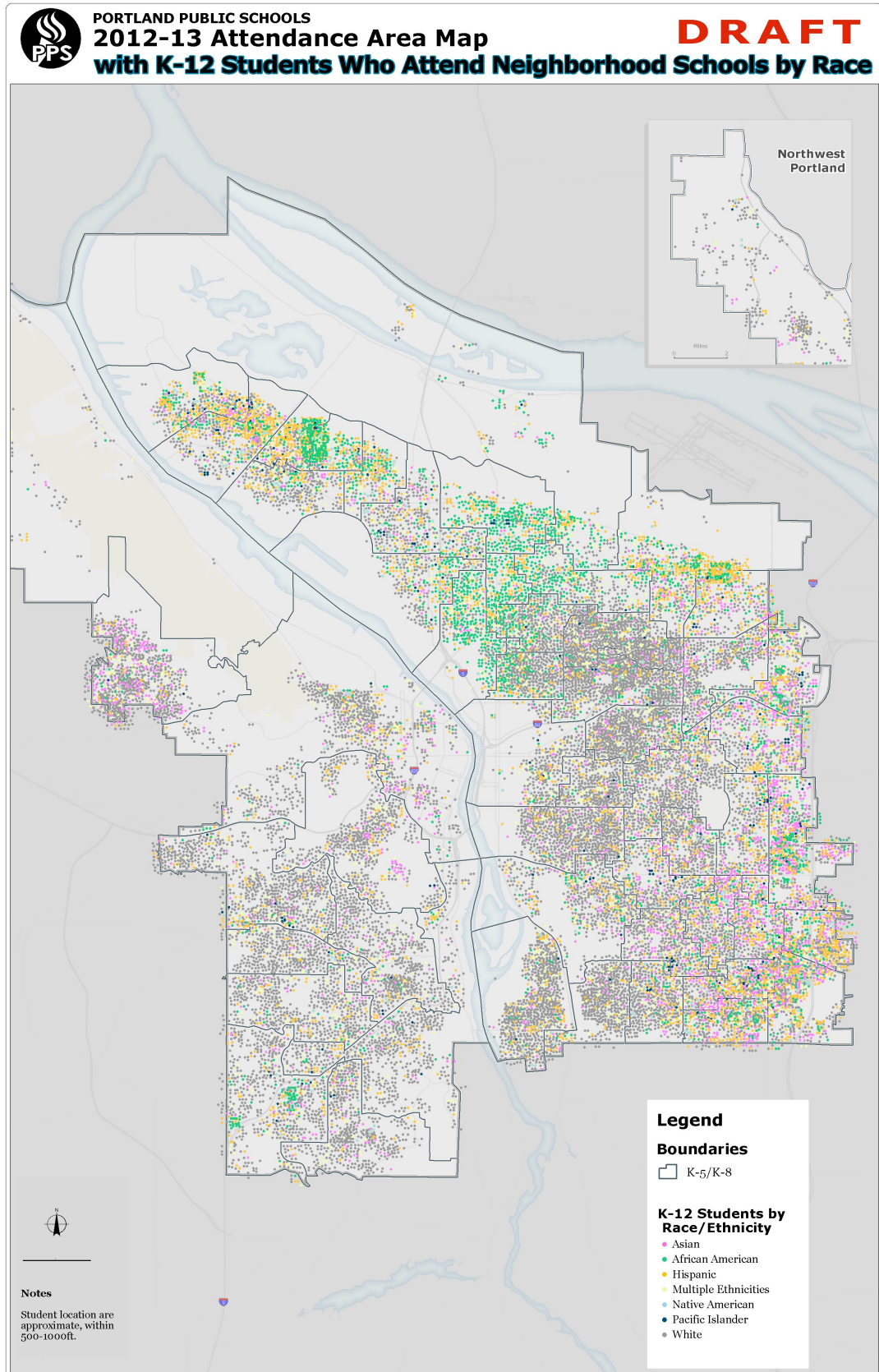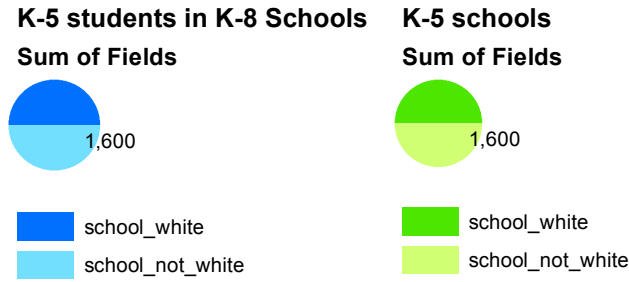
PORTLAND PUBLIC SCHOOLS
2012-13 Attendance Area Map
with K-12 Students Who Attend Neighborhood Schools by Race

DRAFT

Northwest
Portland

Legend

Boundaries

☐ K-5/K-8

K-12 Students by Race/Ethnicity
- Asian
- African American
- Hispanic
- Multiple Ethnicities
- Native American
- Pacific Islander
- White

Notes

Student location are approximate, within 500-1000ft.

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

K-5 students in K-8 Schools
Sum of Fields

1,600

school_white
school_not_white

K-5 schools
Sum of Fields

1,600

school_white
school_not_white

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)

% of students in school who live outside school catchment

36

6th to 8th Plot of Capture Rate and Non-neighborhood students
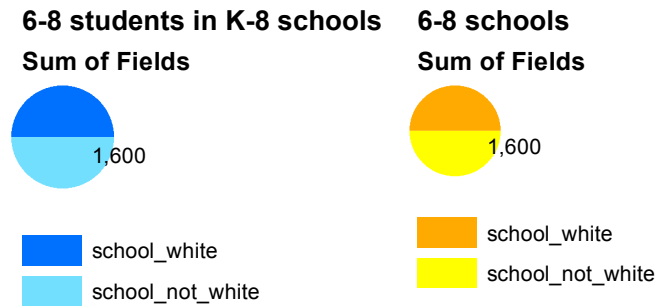
6-8 students in K-8 schools
Sum of Fields

1,600

school_white
school_not_white

6-8 schools
Sum of Fields

1,600

school_white
school_not_white

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)

% of students in school who live outside school catchment

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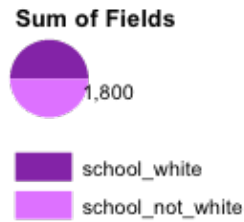
Sum of Fields

1,800

◼ school_white
◼ school_not_white

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

Jefferson

Madison

Grant

Roosevelt   Franklin   Cleveland

Lincoln

Wilson

% of students in school who live outside school catchment

60%

50%

40%

30%

20%

10%

20%   30%   40%   50%   60%   70%   80%   90%   100%
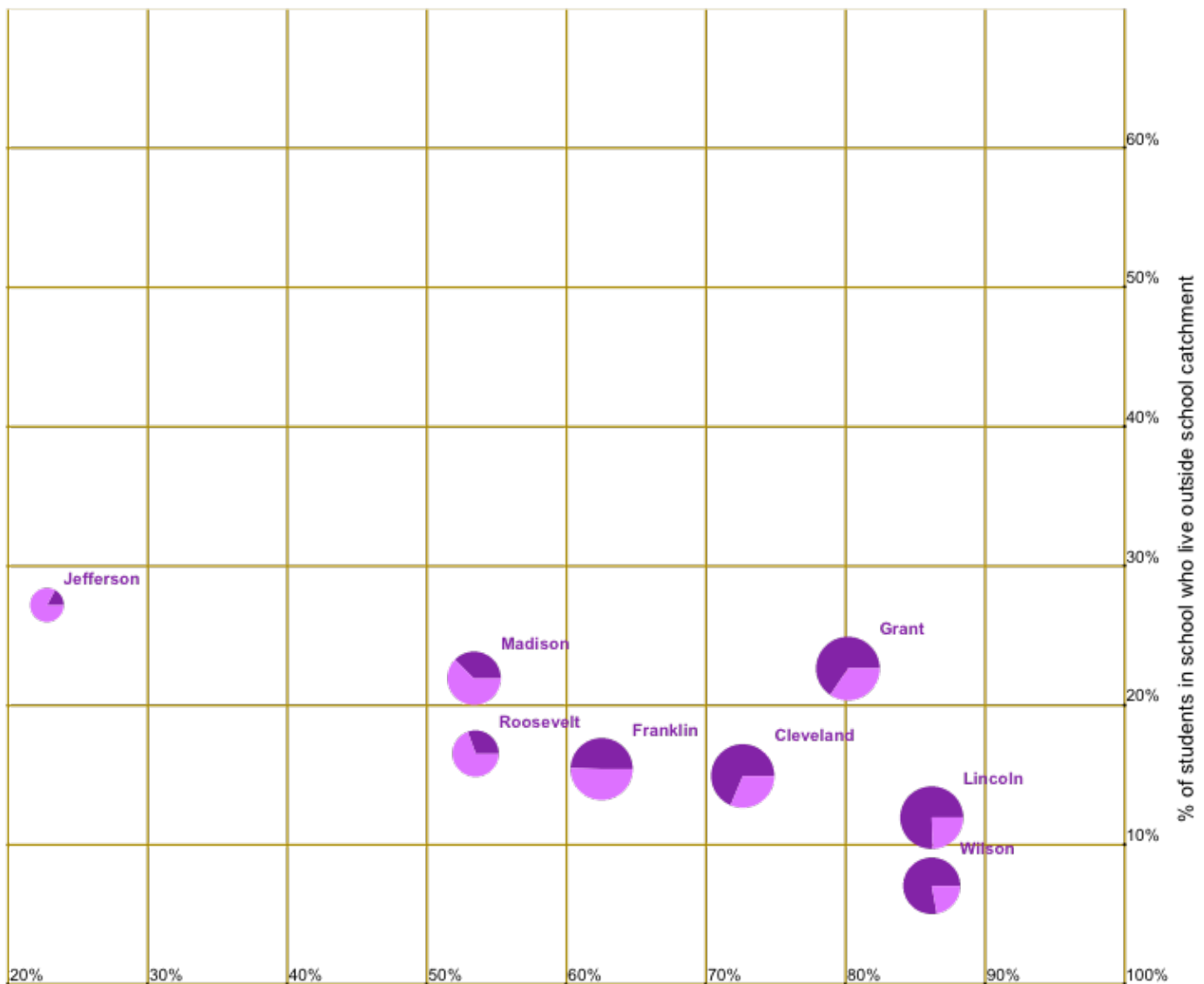
Capture Rate (% of Neighborhood students attending Neighborhood School)

Portland Public Schools
2012-13 Attendance Area Map
with K-12 Students Who Attend Other Neighborhood Schools by Race

DRAFT

Northwest Portland

Legend

Boundaries
K-5/K-8

K-12 Students by Race/Ethnicity
Asian
African American
Hispanic
Multiple Ethnicities
Native American
Pacific Islander
White

Notes
Student location are approximate, within 500-1000ft.

39
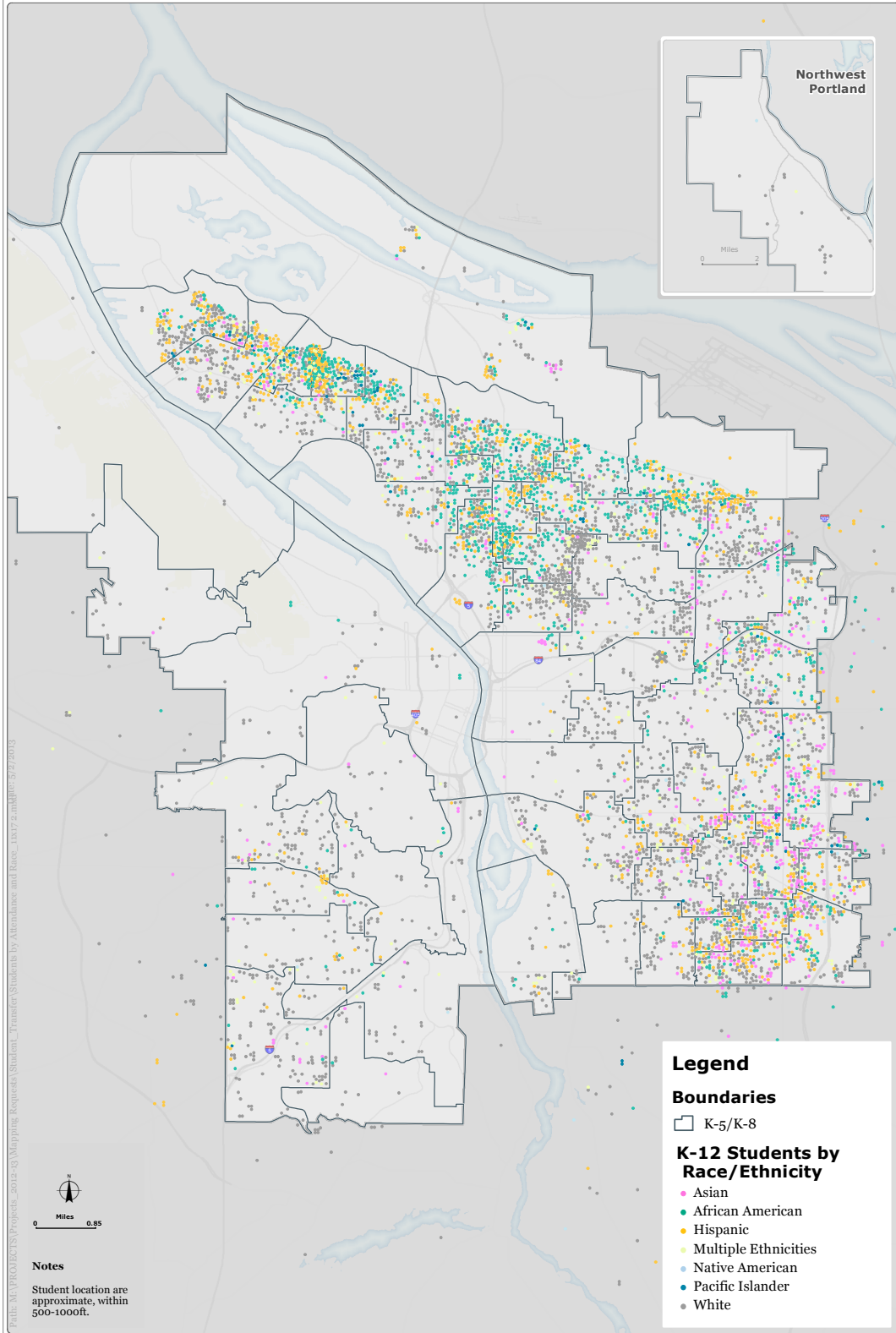
PORTLAND PUBLIC SCHOOLS
2012-13 Attendance Area Map
with K-12 Students Who Attend Focus Option Schools by Race

DRAFT

Northwest Portland

Legend

Boundaries

☐ K-5/K-8

K-12 Students by Race/Ethnicity
- Asian
- African American
- Hispanic
- Multiple Ethnicities
- Native American
- Pacific Islander
- White

Notes

Student location are approximate, within 500-1000ft.

Legend

K-5/K-8 Boundaries

Programs closed at these sites 1997-2012

Enrollment Changes 1997-2012

-60.7% - -20.1%
-20.0% - -12.4%
-12.3% - 0.0%
+0.1% - +1.0%
+1.1% - +24.0%
+24.1% - +42.3%
+42.4% - +270.6%

Non-Minority Changes 1997-2012

-56.9% - -46.8%
-46.7% - -36.6%
-36.5% - -26.5%
-26.4% - -5.0%
-4.9% - +5.0%
+5.1% - +10.0%
+10.1% - +14.1%
+14.2% - +24.3%
+24.4% - +34.4%

HS Cluster	Schools with Neighborhoods Serving Grades K-8	1997			2012		
		White	non-White	Enrollment	White	non-White	Enrollment
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

		1997			2012		
Schools Serving Grades K-8 Without Neighborhood Boundaries		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

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		

Portland Housing Bureau - Opportunity Mapping

PORTLAND PUBLIC SCHOOLS
Portland Gentrification with
2014-15 Immersion Programs and Attendance Areas

DRAFT

Combined Indicators with Risk of Gentrification
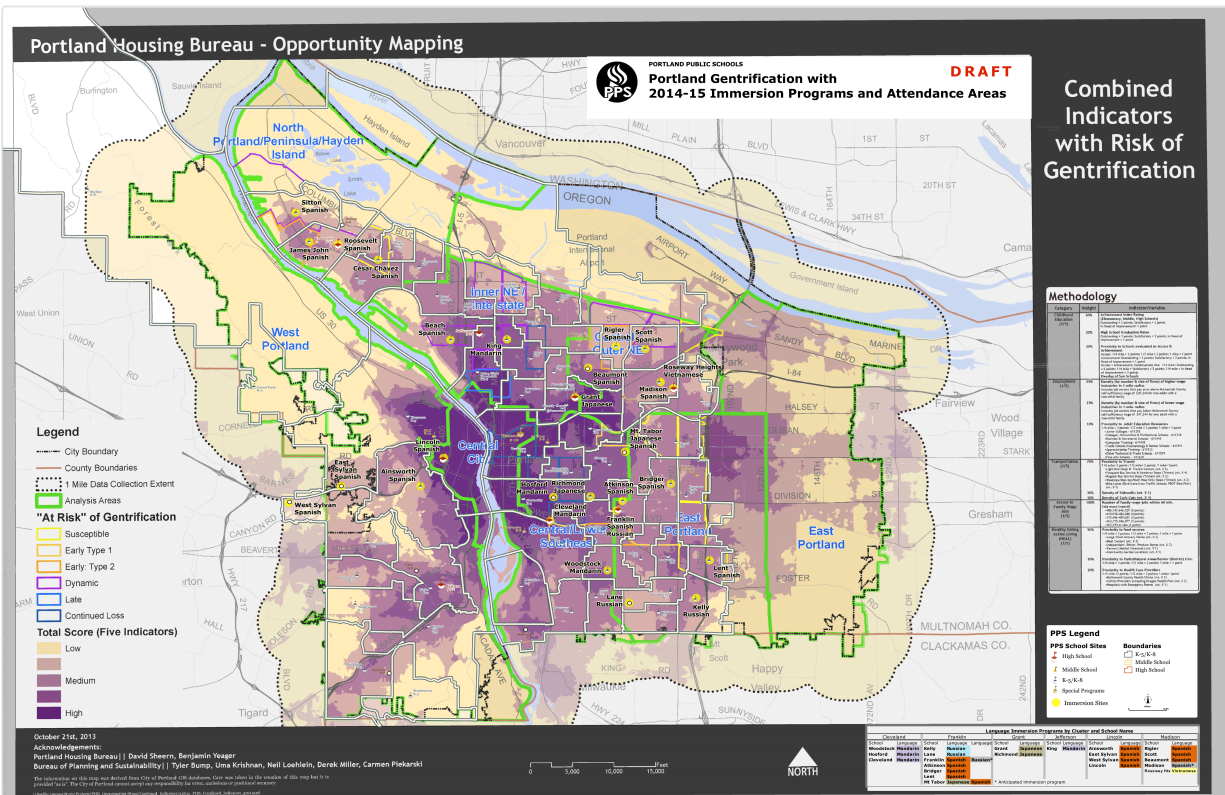
2000 to 2010 school-aged population: Whole district by age groupings

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

School type	11-12 school year			12-13 school year			13-14 school year		
	Applied	Approved	Approve %	Applied	Approved	Approve %	Applied	Approved	Approve %
Neighbor-hood	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	Appli-cants	Appro-vals	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

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[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

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[17] ibid. pp. 22

[18] ibid. pp. 25

Board of Education Informational Report

MEMORANDUM

Date: **May 28, 2014**

To: Members of the Board of Education

From: Judy Brennan, Enrollment Director
Jon Isaacs, Chief of Communications and Public Affairs

Subject: PSU Center for Public Service district-wide boundary review assessment

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Last fall, PPS engaged in a partnership with the Portland State University Center for Public Service (CPS) on a district-wide boundary review process. CPS recently completed the first phase of the project, an analysis of PPS' stakeholder and organizational readiness to conduct district-wide boundary review. The attached report summarizes their findings.

The CPS team partnered with the National Policy Consensus Center (NPCC) for this phase of work, which included talking with over 100 stakeholders, reviewing large quantities of data, policies and historical documentation, and interviewing representatives of 14 other school districts. The report highlights that, while PPS has well developed policy tools to address enrollment, ambiguity and inconsistency in policy prioritization and practices has led to confusion and mistrust. Furthermore, while the team found a high willingness among stakeholders for engagement, it is not uniform across the district, and there is considerable skepticism that the process will produce equitable results.

CPS offers three methods for a district-wide boundary review process, which vary in scope, scale, longevity and potential outcomes. The team suggests that PPS engage in a "bridge phase" to clarify goals, scope, roles and other important elements of the process before deciding on a specific method.

The CPS team is scheduled to present a summary of the report to you on June 2, 2014. We look forward to hearing your initial thoughts about their assessment and the work they envision in the near future.

Please contact us with any questions.

Center for Public Service

Complex Challenges and New Opportunities: Building the Framework for Boundary Review

An Assessment of PPS's Organizational Readiness and Options for Citizen Engagement

Prepared by:

The Center for Public Service
Mark O. Hatfield School of Government
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Shannon Grzybowski
Marcus Ingle
Phil Keisling
Doug Morgan
Tobias Read

For NPCC:
Sarah Giles
Jim Jacks
Wendy Willis

May 2, 2014

Portland State
UNIVERSITY

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Executive Summary

On February 25, 2013, the PPS Board unanimously approved Resolution 4718, which directs staff "to develop and recommend a process for a comprehensive review of school boundaries district-wide and policies related to student assignment and transfer to better align with the Racial Educational Equity Policy and promote strong capture rates and academic programs at every grade level."

To deal with the student assignment and transfer policy issues, Superintendent Carole Smith charged the "Superintendent's Advisory Committee on Enrollment and Transfer" (SACET) with recommending changes to student assignment and transfer policies to bring them into alignment with the district's racial educational equity policy. As for the District-wide Boundary Review component, in December 2013, Portland Public Schools entered into an Intergovernmental Agreement with the Center for Public Service (CPS) at Portland State University (PSU) to assist the District with eventually achieving two important tasks:

1. Devise and implement a process to engage a wide range of current and future PPS parents, students and staff, community organizations; and other key stakeholders to conduct a comprehensive District-wide Boundary Review and recommend new PPS school boundaries for adoption by the Portland School Board;
2. Create a flexible and dynamic "Boundary Review Framework" on which the current and future boundary-setting processes will be based.

CPS proposed a three-phase approach for the "PPS District-Wide Boundary Framework" project, which would include recommendations at the end of each Phase as to recommended next steps. As initially outlined from the vantage point of October 2013, the proposed approach would be as follows:

➢ Phase I (3 months): Initial Assessment and Framework Recommendations

➢ Phase II (7-8 months): Stakeholder and Community Engagement

➢ Phase III (4 months): Final Recommendations, Community Deliberations, and Decision Making

This report concludes Phase I and includes the Findings and Recommendations from our Initial Assessment.

Overview of Background and Context

Fewer than 10 years ago, the outlook for PPS was gloomy: declining enrollment, shrinking budgets, and low graduation rates. The outlook for PPS is much brighter in 2014. Enrollment is growing and is projected to continue doing so for the foreseeable future. In the last three years, high school completion rates have risen from 62% to 67% across all schools (including alternative schools). Student test scores in the district are also up modestly in most schools. As a result of several recent events – the 2013 Legislature's record $7 billion appropriation for K-12 schools, voter approval of a major bond measure; the PAT/PPS teacher contract settlement – this April Superintendent Carole Smith was able to propose the most expansive PPS budget in more than a decade. The budget included funding for the reconstruction of three major facilities – Franklin, Roosevelt, and Faubion - and money to hire 180 new teachers.

At the same time, about 39% of PPS's students are now enrolled in school facilities that – by current PPS definitions and guidelines – are either over-enrolled or under-enrolled. But while the Board's decision to conduct a district-wide boundary review is widely recognized as needed, _how_ to go about this important task is a significant challenge, and the main focus of this Phase I Assessment. For further information about the history and dimensions of PPS's boundary situation, see Background on p.10.

Lessons from Other Districts

A review of other districts' experiences with enrollment-balancing and boundary review show they are largely driven by a range of local factors and historical contexts that make generalizations about "likely success paths" difficult to make. Virtually everyone we interviewed spoke to the inherent contentiousness of this process; even the most carefully crafted, patient, and credible process will likely cause significant controversy, especially among parents who believe boundary changes will adversely affect their children's educations.

However, in interviewing representatives from 14 school districts around the country, we learned several key lessons that could be valuable for PPS: establish values; be patient and don't rush the process; have a strong committee to lead the work; know your facilities, programming, and other needs prior to starting; ensure community input is reflective of the community; review boundaries on an ongoing basis; and have data readily accessible to the public. For more information, see Lessons from Other Districts on p.15.

Initial Assessment Findings and Conclusions

CPS/NPCC team has organized its Findings and Conclusions in two categories: PPS Organizational Capacity and Readiness and Stakeholder and Community Engagement Considerations. Table 1 presents an overview of these findings and conclusions. For additional information, see Initial Assessment on p.19.

Table 1: Overview of Findings and Conclusions

	Findings	Conclusions
Organizational Capacity & Readiness	PPS lacks internal clarity and alignment on the purpose and goals of the proposed District-wide Boundary Review (See Finding 1.1)	• The immediate-term capacity crisis seems to be driving the strategy for achieving the much-larger equity goal, which risks undermining PPS's credibility with the community and potentially fails to make the changes that will positively impact both enrollment and equity. • Building internal clarity and alignment among and between key PPS officials before embarking on this major district-wide initiative presents a significant opportunity to build credibility and lasting success within this difficult and contentious arena. • Additional resources and clarifications of expectations and roles would build the internal capacity necessary to conduct a district-wide boundary review that engages staff throughout PPS and leads to a successful process.
	PPS has well developed policy tools to address enrollment, but they are not explicitly tied to policy priorities (See Finding 1.2)	• PPS has strong policy tools in place, but without prioritization or explicit criteria outlining when or how they are used, the decisions feel ad-hoc. • PPS has an opportunity to tie its strategies to policies and goals by creating Board-level policy guidance to staff as to which options to consider first, and on what basis to recommend a given approach over another.
	Policy ambiguity and inconsistent practices create confusion and mistrust (See Finding 1.3)	• Communities want clear articulation about when and how community input will be used in district decision-making • Some previous PPS decisions lacked clarity on the policy or principles behind them. PPS now has an opportunity to clearly tie actions and strategies to district-wide goals and policy principles. • Without clear policies, principles, and transparent decision-making, PPS may make political decisions, rather than goal-oriented policy decisions for District-wide Boundary Review.

	PPS has great data capabilities, but key boundary review information isn't easily accessible (See Finding 1.4)	• Preparing and making available some additional data analyses could help inform boundary review discussions
		    o Longitudinal enrollment and school program comparisons
		    o Qualitative "customer satisfaction"
		    o School facility and decision framework analysis

Stakeholder & Community Engagement	Stakeholders have mixed perceptions and understanding of "District-wide Boundary Review" (See Finding 2.1)	• Among community members there are varying degrees of knowledge, understanding, and relationship with the district, which results in lack of "starting place" for District-wide Boundary Review discussions. • Because PPS has not conducted boundary reviews routinely, the public perceives boundaries as relatively permanent and expects the boundaries that result from a District-wide Boundary Review to be permanent as well.
	Stakeholders are skeptical that boundary review can address inequity (See Finding 2.2)	• Imbalance of power and inequitable offerings across the district will create "winners" and "losers" unless those issues are addressed.
	Capacity to engage the public is not uniform across the district (See Finding 2.3)	• Although they vary across the district, infrastructure and community organizing capacity exist in many schools and community-based organizations, but accessing it and utilizing it will require time and resources.
	Willingness to engage is high, but mistrust is a challenge (See Finding 2.4)	• Much of the public's willingness to participate is rooted in mistrust and fear, rather than in opportunity. Further, a real or perceived lack of transparency in district decision-making leads some under-represented communities to believe that people with high influence and power can sway district officials to get what they want.

Recommendations and Proposed Decision-Making Framework

Rather than move immediately to launch its District-wide Boundary Review process, and before embarking on any community engagement portion of this effort, PPS should first address issues that CPS/NPCC found in the initial assessment:

1. **Establish shared understanding—**Between and among central administrative leadership, management, the Board, and school building staff, PPS should establish a shared understanding of the District-wide Boundary Review, its goals, scope, key components, and how it fits in with the district's other strategies.

2. **Establish and normalize policy principles and practices—**PPS should establish and normalize policy principles and processes that are non-negotiable components of the process and determine where the district has flexibility, where it does not, and how to articulate that internally and externally.

3. **Clarify roles of participants—**PPS should ensure that participants—staff and stakeholders— understand their role in the process. Carefully and precisely clarifying roles at the onset of the process will support and carry further the "shared understanding" of this process. Since District-wide Boundary Review will require significant engagement, support, and implementation of results from staff at all levels of the organization, CPS/NPCC recommends that PPS produce a "responsibility chart" that outlines the roles of key individuals and groups in the boundary review process and the implementation of its results. Further, CPS/NPCC believes boundary review should be coordinated and aligned wherever practicable with the SACET policy review process.

4. **Build infrastructure—**CPS/NPCC recommends that PPS prepare, in advance, a package of useful data and analysis that will help inform parents and stakeholders and support the District-wide Boundary Review conversations. PPS should also put in place at the outset a "Community Organizing Infrastructure" strategy so that a community engagement effort can begin as soon as Phase II is launched.

Once PPS is ready to officially begin its District-wide Boundary Review and decision-making process, we recommend the following four-step general structure and sequence:

➢ **Step I: Values and Core Principles—**Prior to developing or discussing any proposed maps or a long-term framework for future boundary reviews, it is important for PPS to first identify and articulate a set of underlying values, core principles, and decision-making criteria against which actual boundaries and related policies will ultimately be judged.

➢ **Step II: Decision-Making Framework**—At the end of Step I – and again, prior to any specific boundary maps or related policies being recommended by PPS officials— the PPS board should formally adopt the framework that will be used to evaluate subsequent proposals on specific boundary lines and a long-term boundary review framework.

➢ **Step III: Boundary Maps and Framework Options**—Based on the Step II Framework adopted by the Board, PPS officials should solicit community input that will result in specific recommendations on boundary-related strategies that are deemed consistent with and designed to help achieve PPS's mission and adopted educational goals.

➢ **Step IV: Formal Adoption of New Boundaries and Long-Term Boundary Review Framework**—After one or more recommended boundary maps, frameworks, and ancillary policies are identified and the public is provided ample time and opportunity for input, the PPS Board should make its final decisions.

The PPS/NPCC team recommends that no later than August 1, 2014, PPS officials should make an explicit decision on the timing and pace of its District-wide Boundary Review process. This decision, in turn, will have major implications for how best to structure – and what is realistically possible – relative to an effective community engagement process during these four steps.

More specifically, CPS/NPCC has identified three potential approaches to the timing and pace of its District-wide Boundary Review process:

➢ Option I would be a mathematical rebalancing of students across schools, based primarily on PPS's existing boundary change policies. This option would largely be a staff-led process, with very limited community engagement. Staff would propose new boundaries no later than the Fall 2014, the Board would vote on new boundaries no later than January 2015, and new boundaries would be in place for the 2015-16 school year.

➢ Option II would follow the same timeline as Option I – with new boundaries decided upon and in place for the 2015-16 school year – but would strive for greater involvement of the PPS community, with input solicited across a wider range of policy goals, beyond mathematical re-balancing.

➢ Option III would provide significantly more time for community engagement – both during the Phase I "Values and Principles" stage, and during the Phase III stage of "Boundary and Framework Options" (in the four-step proposed framework above). This approach would culminate in PPS Board decisions no later than January 2016, for full implementation in the 2016-17 school year.

While many PPS officials have expressed a hope to have new boundaries in place by the 2015-16 school year, such timing is not required by current Board policy. Options I and II would likely mean that the District-wide Boundary Review process and any community engagement would need to be launched shortly after the end of the current 2013-14 school year, with the bulk of the effort during Step I ("Values and Core Principles") being concentrated during the months of summer and early Fall.

Under any option PPS chooses, it will need to ensure transparent decision-making is in place. For more information on Recommendations and the Decision-Making Framework, see p.36.

Introduction

In 2012, Portland Public Schools launched an enrollment balancing process within the Jefferson High School Cluster to "create the enrollment stability necessary to support effective teaching and learning for students at every school" (Carole Smith, 2/1/13). During a somewhat contentious process that resulted in the closure of two schools, concerned community members, especially within the Jefferson cluster, urged PPS to undertake a district-wide approach to student assignment and transfer policies, as well as a District-wide Boundary Review. At a January 26, 2013 community meeting in the Jefferson Cluster, parents and teachers called on the district for long-term solutions. One Jefferson teacher and parent pleaded, "Our schools in this cluster need stability. Our schools, for so long, have been reconfigured and reinvented. I wouldn't blame parents for transferring from their neighborhood school if they don't know one year to the next what programming will be there. No matter what we do, I ask that we think long-term about the stability." Another parent said, "All of the proposals I've seen are short-sighted band-aids… I've seen many [proposals], but I haven't seen any that demonstrate how this process is affecting the capture rate in my neighborhood…I want someone on the school board to have some vision to…make a change that…[will] invest in us and will make our schools better."

In response, on February 25, 2013, the PPS Board unanimously approved Resolution 4718, which directs staff, "to develop and recommend a process for a comprehensive review of school boundaries district-wide and policies related to student assignment and transfer to better align with the Racial Educational Equity Policy and promote strong capture rates and academic programs at every grade level."

To deal with the student assignment and transfer policy issues, Superintendent Carole Smith charged the "Superintendent's Advisory Committee on Enrollment and Transfer" (SACET) with recommending changes to student assignment and transfer policies to bring them into alignment with the district's racial educational equity policy. As for the District-wide Boundary Review component, in December 2013, Portland Public Schools entered into an Intergovernmental Agreement with the Center for Public Service (CPS) at Portland State University (PSU) to assist the District with eventually achieving two important tasks:

1. Devise and implement a process to engage a wide range of current and future PPS parents, students and staff, community organizations; and other key stakeholders to conduct a comprehensive District-wide Boundary Review and recommend new PPS school boundaries for adoption by the Portland School Board;

2. Create a flexible and dynamic "Boundary Review Framework" on which the current and future boundary-setting processes will be based.

CPS proposed a three-phase approach for the "PPS District-Wide Boundary Framework" project, which would include recommendations at the end of each Phase as to recommended next steps. As initially outlined from the vantage point of October 2013, the proposed approach would be as follows:

➢ Phase I (3 months): Initial Assessment and Framework Recommendations

➢ Phase II (7-8 months): Stakeholder and Community Engagement

➢ Phase III (4 months): Final Recommendations, Community Deliberations, and Decision Making

To conduct the Phase I work, CPS partnered with PSU's National Policy Consensus Center (NPCC). The major purpose of the Phase I Initial Assessment deliverable was to determine whether PPS was sufficiently prepared to meaningfully and constructively engage the public in a District-wide Boundary Review process – and if so, to recommend the type, scope, and timing of such a community engagement process. To make this determination, the CPS/NPCC team and PPS officials agreed upon three major deliverables within this Phase I Scope of Work (SOW):

1. **Data Collection & Analysis**
   a. Collect and analyze existing data from PPS and other relevant sources
   b. Collect information from district officials to provide an understanding of the current "state of affairs" for embarking on this work
   c. Review district policies and past practices regarding boundary changes;
   d. Determine what important information is missing, or needs updating;
   e. Research other school districts across the U.S. with a goal of identifying 6-8 districts that can be used as benchmarks and useful comparisons.

2. **Stakeholder & Community Engagement**
   a. Identify an estimated 25-30 key individuals and/or organizations whose knowledge, diverse perspectives, institutional positions, and/or current or past involvement in PPS issues are important in helping design an effective Stakeholder and Community Involvement Strategy;
   b. Conduct interviews and/or focus groups to collect feedback from key identified individuals and organizations;
   c. Evaluate the viability of using broad citizen engagement tools;
   d. Recommend a broad-reaching community engagement process to help determine the key values, relevant criteria, and tools needed for future project phases based on a thorough analysis of research, interviews and focus groups, and other relevant information, including input from key PPS leaders

3. **Decision-making Framework**
   a. Recommend a decision-making framework for use in Phase II that will produce both an initial set of boundary recommendations for 2015-16 and a long-term "Boundary Review Framework" capable of being used for 20-30 years.

The CPS/NPCC conducted its work between December 16, 2013 and April 30, 2014. During most of this period, PPS was engaged in contract negotiations with the Portland Association of Teachers. While a strike was averted in mid-February and a new contract signed, several months of uncertainty presented significant challenges to the timely gathering of information and the interviewing of key stakeholders, especially those on the core management team and outside the district. As a consequence, the original agreement for Phase I was modified with a no-cost extension of 30 days, from March 31, 2014 until April 30, 2014.

During Phase I, CPS and NPCC worked collaboratively with PPS staff to assess PPS's internal capacity and ability to meaningfully engage the public in a District-wide Boundary Review process. The teams used a variety of assessment and interview tools as follows:

➢ PPS policy and process analysis

➢ Analysis of student assignment and boundary change processes from other school districts nationwide

➢ Interviews of other school district officials and national experts

➢ Stakeholder interviews, both internal and external

➢ Analysis of existing PPS data

➢ Strengths Weakness Opportunity Threat (SWOT) analysis

➢ Attendance at district-led and school-led meetings on enrollment and facility issues

Accordingly, the findings and recommendations of this Phase I assessment are based on several dozen, in-depth interviews and information sessions with PPS officials, as well as 29 meetings with internal and external stakeholders that reflect the views of more than 100 people. In addition, the team researched and/or interviewed 20 individuals from outside Portland, including school officials in 14 other districts and states, and national experts on school enrollment and boundary issues. We also attended 10 community, SACET, and district-led meetings.

This report concludes Phase I. It contains CPS/NPCC's findings and recommendations for next steps in designing a successful District-wide Boundary Review process. A well-designed process will then provide a strong foundation on which the PPS Board and staff can make credible and educationally-sound decisions related to boundaries in order to best achieve its stated mission to better address racial equity and educational achievement for all its students.

The CPS/NPCC team especially wants to acknowledge the cooperation and help of Superintendent Carole Smith and her management team – and especially Judy Brennan, the Director of Enrollment Planning – as well as the many hours of time given by leaders and members of SACET. Both the time people gave – and the candor they expressed – were invaluable contributions to this effort.

Background

Seven years ago, Portland Public School (PPS) Board members, staff, parents, and citizens were asking the same basic questions their counterparts are asking today:

1. What has occurred with PPS student enrollment during the previous five years? That is, what do we already know that could shed important perspective on the current situation, and future trends?

2. Based on the available demographic, housing, and other relevant information we have– what is our best, data-informed projection as to PPS's student enrollment in five years? (Back then, for the 2012-13 school year). For 10 years hence (2017-18)?

The answers in 2007 and today about PPS enrollment numbers – both actual and projected enrollments – perhaps frame the district-wide boundary review challenge facing the PPS district better than anything else.

During that 2007-08 school year, PPS student enrollment was 45,083. This represented a dramatic plunge of more than 5,000 students from the 2002-03 enrollment of 50,334 – the equivalent of "losing" two 500-student elementary schools, each and every year, for a half-decade.

Making a difficult situation worse, the decline varied widely across the district, hitting communities of color and/or lower-income neighborhoods especially hard. More than 70% of this enrollment decline had occurred within just three of PPS's then-nine "High School Clusters." Schools within the Jefferson cluster in North/Northeast Portland lost 2,015 of those students during this period. Southeast Portland's Franklin cluster (805) and Madison (731) were also hard hit. Meanwhile, one of those cluster areas – SW Portland's Lincoln cluster – had actually grown, by 305 students.

The "forward look" from the vantage point of 2007-08 wasn't exactly rosy, either. While PPS's plummeting numbers were expected to slow and eventually bottom out, by 2012-13 PPS still projected 500 fewer students, at 44,588. By 2017-18, there was expected to be only a small uptick to 45,489 total students –a level still nearly 5,000 students below 2002-03 enrollments, 15 years before.

What PPS officials decided to do as a result of this picture is a familiar– and to many parents, staff, and citizens still a painful— story. Based on actual declines, and a projected "steady state" situation (at best) for years to come, between 2002 and 2007, the PPS Board voted to close or re-purpose 15 school facilities.[1]

What a difference just a few years can make.

In its August 2012 official Enrollment Forecast, PPS noted that actual 2012-13 student enrollments stood at 46,517—nearly 2,000 more than what was projected just five years earlier. From the vantage point of 2012-13, 2017-18 looked even more different: a projected K-12 enrollment of 48,706 students, more than 3,200 compared to the 2007-08 forecast.

The 2012 forecast also predicted that PPS would be enrolling even more students in 2021-22 than it was in 2002-03, when it began to close more than a dozen schools.

Dynamics at Play

At the outset, it's important to emphasize that no school boundaries ever can – or should be –viewed as "permanent." Even with "steady state" enrollment at the district level, significant changes at the individual neighborhood levels will make some boundary adjustments inevitable. This is why a proposed new set of PPS boundaries in the relative near-term represents only half the equation. Just as important – or perhaps more so – is a proposed new framework that would allow PPS officials to continue to adjust and change those boundaries for years or even decades beyond that.

It's also important to note that there are a number of separate but often inter-locking issues that directly relate to future school facility use and capacity –and which inevitably affect how citizens will likely view any proposed District-wide Boundary Review process. Four factors in particular are worth discussing in more detail: changing demographics, school configuration, enrollment and transfer policies, and enrollment and capture rates.

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[1] The elementary and middle schools closed or re-purposed between 2002-07 included Applegate, Ball, Brooklyn (now housing Winterhaven), Clarendon, Edwards, Kellogg, Kenton, Meek, Smith, Rose City (now housing ACCESS Academy, and temporarily housing Marysville. Some Beverly Cleary students will also be housed there in 2014-15), Whitaker, Wilcox, and Youngson. Vocational Village High School was also closed. In the 2008-13 period, PPS shuttered Humboldt and Tubman schools; closed Marshall High School; and considered closing Jefferson as part of a major "high school re-design" process.

Changing Demographics

This spring (April 2014), Portland State's Population Research Center, which provides enrollment projections for the district and all its individual schools, will release its latest forecast. Projected students are expected to be up even more. Based on a combination of demographic data and new housing data provided by Portland city officials, it's plausible that by 2030 PPS will be enrolling 55,000 or even 60,000 students.

Based on today's best available information – and forecasting tools, while imperfect, have improved considerably since the mid-2000s – the biggest facility and boundary-related challenges facing PPS (now, and for the foreseeable future) have little to do with the need to _expand_ existing boundaries, so that remaining facilities can accommodate students once assigned to recently-closed facilities. Rather, the challenges increasingly involve the opposite scenario: _shrinking_ existing boundaries to deal with serious over-enrollment issues in certain facilities, and contemplating options to increase space; or re-opening recently closed schools, or even build or open new schools.

While increased enrollments may bring a whole different set of dynamics into play, they also require boundary changes as over-crowded schools may likely need to shrink, shedding students and re-assigning them from one "Neighborhood School Catchment Area" to another. (Throughout this report, the abbreviation "NSCA" will be used for this important term, which defines the geographical area from which each neighborhood-based school is expected to draw its students). Though the underlying causes for boundary changes may differ, the effect on parents and students is no less felt. For those who prefer their current neighborhood school, being "re-districted out" of one's school feels just the same, regardless of whether it's the result of declining or growing enrollments.

School Configuration

During the last decade, while PPS was closing more than a dozen school facilities, the District also embarked on a major initiative to "re-configure" certain schools and the grade levels they accommodated. Seven middle school programs (Grades 6-8) were terminated. Today, more than 4,000 6th to 8th graders now attend K-8 programs, while about 5,500 still attend Grades 6-8 middle schools.

This change was not adopted uniformly across the district. All seven middle schools closed between 2005 and 2008 were East of the Willamette River. Only one neighborhood K-8 school operates on the West side of PPS: Skyline, whose 267 students not only makes it the smallest neighborhood school in the entire PPS system, but puts it nearly 250 students below what PPS considers the proper " target size" to ensure an appropriate range of educational choices and offerings.

Most of the middle school/K-8 changes were heavily concentrated in certain parts of the district – especially in North, Northeast, and Southeast Portland's Jefferson, Roosevelt, Franklin, Madison, and Marshall clusters. The district's seven remaining middle schools on the East side are primarily in the Grant, Cleveland, and Franklin clusters

PPS's decision to reconfigure elementary and middle schools was aligned with research that shows better performance from low performing students by allowing them continuity with peers and less disruptive transitions. However, the District not only adopted this major grade re-configuration in a non-uniform way across the district; it did so in the absence of an explicit policy finding as to the educational goals and standards that would be used to evaluate the results.

During the CPS/NPCC stakeholder interviews, there was notable skepticism (and even some anger) from many community members at how these decisions were made and implemented. It's likely this recent experience will affect how certain community members view the district's boundary review process. Even among those parents who now may strongly support their K-8 programs, these changes added another layer of disruption to communities already grappling with the closure of neighborhood schools.

Enrollment and Transfer Policies

A third major dynamic also has direct relevance to today's school boundary landscape. During the last decade – which was dominated not just by declining enrollments and grade re-configurations but also reduced program budgets and increased class sizes— the district continued to rely on and even expand its long-standing practice of giving parents options outside their NCSAs/neighborhood schools. As a result of a variety of focus option programs and schools, alternative programs, and a liberal transfer policy, approximately 33% of elementary students now attend a school outside their own neighborhood – and the same is true for about 30% of middle school students and about 35% of high school students.

Many parents – as well as current and past PPS officials and Board members – strongly support the current arrangements and the flexibility and choices they provide students. Some PPS officials even credit this approach during the last decade with helping convince many PPS parents to keep their students in the public school system, rather than opt for private school or other alternatives. Between the 2000 and 2010 censuses, students within the PPS boundaries who were enrolled in non-PPS schools – e.g. private schools and home-school options – rose just 2%, from 16% of the total to 18%. And even at 18%, PPS still has one of the lowest rates in the U.S. among larger urban school systems. Advocates argue that without such flexibility Portland's school closure situation might have been much worse.

But today, to an increasing number of parents and PPS officials, many of these current policies and practices are seen as reinforcing educational inequities and exacerbating underlying patterns of racial and socioeconomic discrimination, leaving certain schools in the poorest and most diverse neighborhoods to struggle amidst continuing enrollment declines and less robust programs.

Accordingly, existing PPS policies and practices related to enrollments and transfers is the subject of a far-reaching review by a diverse group of citizens on the Superintendent's Advisory Committee on Enrollment and Transfer (SACET). In 2013, Superintendent Carole Smith charged SACET with recommending changes to PPS's Enrollment and Transfer policy. Draft recommendations are expected later this spring. Certain potential policy changes under review could have a major impact on boundary-related dynamics.

Enrollment and Capture Rates

The "capture rates" of various facilities also varies dramatically. For students in five elementary school catchment areas – Ainsworth, Alameda, Buckman, Stephenson, and Forest Park – 85% or more attend their neighborhood school. Meanwhile, at the spectrum's other end, for six other elementary schools – Bridger, Creston, King, Vernon, and Woodlawn – the "capture rate" is less than 50%. This divergent picture is even more dramatic at the

high school level. Lincoln (87%), Wilson (86%) and Grant (83%) capture the vast bulk of their NSCA's, PPS-enrolled students, while Madison (56%) and Roosevelt (53%) struggle.[2]

The amount of discretion that PPS decides to allow in the assignment of students will have an enormous impact on how to establish (and periodically adjust) the boundaries of neighborhood school catchment areas. Yet even if transfers are tightly constrained, or even disallowed in some cases due to crowding issues, managing sudden and unforeseen shifts in underlying enrollment patterns can still pose real challenges. This can be illustrated by looking briefly at where perhaps the most growing pains within the entire system can be found, at Beverly Cleary K-8 in NE Portland.

During the 2008-09 school year, there were just 557 students at Beverly Cleary, whose K-1 students attend the former Hollyrood Elementary School while students in grades 2-8 attend the former Fernwood Middle school. Just 57% of PPS-enrolled students within this neighborhood school catchment area (NSCA) attended Beverly Cleary; the remaining students attended other PPS programs.

By the 2010-11 school year, enrollment had grown to 606 students at Cleary, which was already taxing the two physical sites that comprise the current school. By 2012—13, 730 students were attending (70% of the NSCA) and the district projected 773 total by 2017-18. That number was exceeded, and then some, when 814 enrolled this current year (2013-14).[3]

Though it offers the most dramatic example within the PPS system, Beverly Cleary is not alone in experiencing rapid enrollment spikes. During the last five years, other fast-growing schools include Sabin (39%); Abernethy (35%); Kelly (33%); Llewellyn (31%); and Bridger (31%).

The causes and the effects of such rapid growth vary widely. Enrollment hikes seem more driven by changing demographics and/or behavior patterns at the neighborhood level. For example, families with young children may be deciding to remain, transfer their children to, or even move into particular NSCAs based on the high reputation of a given school. Some NSCA parents – who'd earlier decided to send their students elsewhere – might even have decided to pull them back to their neighborhood school.

Meanwhile, other PPS schools, at the other end of the spectrum, are losing students (despite overall district gains). In the last five years, enrollments at Rosa Parks, Atkinson, Vernon, and Jackson (6-8) declined by more than 10% due to declining neighborhood population and limiting transfers in from other schools.

As of October 2013, for all K-12 programs, 16 schools across seven of the eight high school clusters were over-enrolled.[4] Meanwhile, 18 schools across seven of the eight clusters have

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[2] Students in the Jefferson cluster have dual enrollment options and may enroll in Jefferson or another designated high school.

[3] Even at 814 enrolled students, another 268 students within the Beverly Cleary NSCA attend other PPS schools; even a small fraction of them deciding to "return closer to home" would put additional and unforeseen stress on the system, further suggesting that boundary adjustments of some kind are needed.
[4] Capacity is currently defined by utilization rate, which compares the number of classrooms to the number of teachers assigned to a building, or 1500 students in a high school.

lower enrollment than PPS's targeted enrollment. Combined, 18,839 or approximately 39% of PPS students are in schools that are over or under enrolled.

The need to balance enrollment – and alter PPS's existing neighborhood school boundaries – is abundantly clear. The main question is: How should PPS go about this major obligation, in a way that it can reach a credible and sustainable solution, using existing data and community input, to create boundaries that promote strong capture rates and academic programs at every school?

Lessons from Other Districts

A review of other districts' experiences with enrollment-balancing and boundary review show they are largely driven by a range of local factors and historical contexts that make generalizations about "likely success paths" difficult to make. Virtually everyone we interviewed spoke to the inherent contentiousness of this process; even the most carefully crafted, patient, and credible process will likely cause significant controversy, especially among parents who believe boundary changes will adversely affect their children's educations. The CPS/NPCC team looked to other parts of the U.S. for best practices in boundary review. We interviewed several national experts whose perspectives included many districts, as well as district officials from 14 school districts.[5] We learned that there is no one right-way to do boundary reviews, but each district provided lessons that could be useful as PPS begins the process.

The Executive Director of the Center for Reform of School Systems (CRSS) based in Houston, Texas, emphasized the importance of basing school boundary changes on a clear set of expressed values that reflect broad community agreement, but noted that even that won't guarantee a smooth process. "You can have beautiful criteria, but still get 'killed' by those who see their ox getting gored," she notes. "It makes for a long campaign, and you'll be accused of terrible things. But you need to do it—so when you do have to answer to the media and the public, you'll be able to say you had a process that was based on broad community input." In her opinion, very few districts approach boundary review as they should. "Boards should take the time to set the policy first—but even that is painful enough, so they tend to wait until they have to do the actual boundaries, since they're going to get beat up anyway."

> **Lessons: Adopt values with community input and be patient with the process**

> **Tampa, FL—**William Lazarus, of Seer Analytics, provided a similar perspective.[6] In the late 2000s, he consulted on a school boundary review process for the Hillsborough County (Tampa) Florida school district. Hillsborough, a district four times PPS's size with 200,000 students, was faced with changing boundaries for

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[5] CPS/NPCC researched boundary processes and/or interviewed district representatives from school districts in Boston, MA; Denver, CO; Hillsbourough County, FL; Hood River, OR; Houston, TX; Montgomery County, MD; Minneapolis, MN; Louisville, KY; Oakland, CA; Salem, OR; San Francisco, CA; Seattle, WA; Tillamook, OR; and Washington, DC. The practices found in the examples above were found in multiple distircts.

[6] PPS contracted with Lazarus's company, Seer Analytics to forecast and model PPS high school boundaries during the 2010-11 High School System Design.

approximately nine of its 23 high schools due to a growing population and the need to build new facilities.

Lazarus says the district spent several years engaging citizens around the question of basic values and principles, deliberately choosing not to introduce any maps into the process until broad agreement could be forged on these underlying principles. More than 80 public meetings were held, some with hundreds of participants and others with just a handful. Lazarus explained the process this way in an article for School Administrator:

> "By removing maps from the equation and setting decision rules based on community values, the project team communicated the message that boundary solutions would be generated without considering specific communities and households. Everyone would be treated impartially and fairly. As one team member said, the team "couldn't guarantee equity of outcome but could ensure the basic fairness of the process."

In an interview, Lazarus also stressed the importance of time and patience. The values eventually adopted by Hillsborough could easily fit on a single page – they involved racial diversity, short walking distance and/or low transportation costs for kids getting to their schools.

Based on this first stage, Seer then applied sophisticated data analytics to create a series of 79 "boundary scenarios" that gave different weights to various criteria. After more community meetings and discussions, the scenarios were winnowed down to four by school district staff, based on more community discussions regarding the values earlier agreed to. When the Hillsborough School Board eventually settled on one recommendation, it was unanimously approved – "with not a single parent or community member speaking out against them."

(As relatively smooth as the high-school related boundary changes in Hillsborough turned out to be, however, the district decided not to go forward with a more sweeping set of changes around the district's middle schools.)

➢ **Lessons: Let values and a strong committee guide the process**

Hillsboro, OR— Hillsboro, Oregon concluded a relatively quick (but also relatively small) boundary adjustment process in March 2014. Nevertheless, it too was driven by strongly expressed values identified by the School Board that were already in place when this adjustment process began. They include: minimizing disruptions; making a change that is sustainable for the long-term; considering transportation costs; creating an appeals process; and equity.

In Hillsboro's case, a specific set of housing developments triggered the need to determine where new students would be assigned, and how those assignments would impact the District as a whole.

The District's relationships with the City and County allowed them to anticipate the new housing, and the District to convene a Boundary Committee, including the principal and a parent representative from each impacted school, according to a staff-driven proposal.

After six committee meetings, five community meetings, and an additional question and answer session, the evolved plan was unanimously approved by the Hillsboro School Board. That approval came approximately three months after the District announced the formation of the Boundary Committee.

➢ **Lesson: Understand your needs and challenges prior to launching the boundary review**

Seattle, WA—PPS's "peer districts," those of similar size, with similar characteristics and capture rates, have also experienced recent growth and boundary adjustments. Seattle Public Schools' enrollment has been—and is projected to continue—climbing. The five-year projection period between 2011-2016 is expected to see nearly 5,000 new students, increasing the student population from 48,496 to 53,376. In response to recent growth and in anticipation of more, the School Board adopted its "Growth Boundaries" plan in November 2013. New boundaries will be rolled out between 2014 and 2020, as newly constructed schools come online, requiring boundary shifts for existing schools. These changes follow another recent boundary-setting process for SPS: until 2011, SPS didn't have boundaries or guaranteed neighborhood schools.

The Growth Boundaries project was short and Board-driven. The project took place between April 2013 and November 2013, beginning with the Board adopting "Guiding Principles" for the process and ending with a unanimous vote in favor of the new boundaries. But Tracy Libros, Manager of Enrollment and Planning, noted that the boundary adjustment process came on the heels of a major construction levy, for which the district had assessed facility needs, capacity issues, and future enrollment projections. She said that SPS had spent about a year compiling all of its data and designing a process, prior to actually launching the process or any community outreach. Libros stressed the importance of "nailing down" everything possible before starting a major boundary change. For example, she suggested that PPS figure out all of its programming needs and locations, facilities challenges, capacity, and other outstanding questions prior to beginning a dialogue with the public.

Seattle's "Guiding Principles" include grounding decisions in data; equitable access to services and programs; maximize walkability; cost-effective transportation; maintain features of the New Student Assignment Plan; minimize disruptions; be mindful of fiscal impact; and be responsive to family input. Libros noted that although the guiding principles helped ground the process and gave the Board a backstop, "it's naïve to think the process will go smoothly."

➢ **Lessons: Ensure community input is reflective of the community and review boundaries on an ongoing basis**

Minneapolis, MN—Minneapolis dealt with declining enrollment for several years until a recovering economy and real estate market allowed for improved mobility and resulted in increasing student population. After plummeting from 38,411 in 2005-06 to 33,584 in 2009-10 – a decline in scale similar to that experienced by PPS – enrollment in Minneapolis Public Schools (MPS) has rebounded by nearly 3,000 students, to 36,451. Additional growth of another 3,000 is projected within five years. That influx caused an urgent need to rebalance populations with facilities and programs, while lowering class sizes. Amid great controversy, in December 2013, the Board approved a five-year forward-looking enrollment plan.

While the external forces brought the issue to the fore, the District spent considerable time identifying and refining core values. The Board and Superintendent

brought conversation starters to a community engagement process. Despite, and probably because of their efforts, the District recognized the challenges of ensuring an accurate reflection of the community through an engagement process. Their district is divided into three areas, each of which have monthly meetings. These monthly meetings formed the core of the community engagement process, and each meeting included breakout groups and reports back. In addition, the District used these community meetings as the basis for online surveys and FAQs posted on social media, as well as public Q&A exchanges. It was an iterative process, and because the Board put such an emphasis on public input, the entire process took nearly twenty-four months.

The driving values Minneapolis settled on do not resolve themselves easily. On one hand, the District sought to minimize disruption, and to emphasize community schools, but on the other hand, the District also sought schools that reflect the City's population as a whole. That tension remains, and as Minneapolis looks to the future, school officials express relief that they made the rolling five-year plan subject to annual review. They also are eager to continue working on further refinements to the expression of their driving values, and improved communication between internal and external stakeholders.

➢ **Lesson: Readily accessible data highlights key information about schools**

Denver, CO—Denver Public Schools (DPS) has seen enormous growth in the last 10 years, with most of that occurring in the last seven years. Between 2003 and 2013, DPS enrollment increased from 72,188 to 88,208, making Denver one of the fastest growing urban school districts in the country. Denver officials attribute the single biggest reason for this enrollment growth as an increase in the proportion of Denver families choosing to send their children to DPS. Between 2000 and 2010, the population of school-aged children in Denver only grew by 2%, while student enrollment grew by 14.5%. Additionally, DPS has increased its graduation rates; this alone, they say, accounts for 2,000 of its "new" students.

DPS allows significantly more choice within its system than even PPS. While students are, by default, assigned to their neighborhood school, any student can apply to attend any school in the district. Across K-12 grades, 53% of students attend a school other than their neighborhood school, with that number ranging from 3% to 82% for individual schools. There are two rounds of application processes to choose the desired school.

However, a 2010 Institute for Innovative School Choice report noted that there are significant inequities in this system. For example, the first round of choice,

> "Requires people to behave differently depending on whether or not they are satisfied with their home school. Those who are willing to attend their home school can take risks and apply to popular schools in Round 1, while those who are unsatisfied with their home school must be careful about listing popular schools. If those who are unsatisfied with their home schools are not accepted to their Round 1 choices, they will be forced to attend their boundary school. These families should consider listing less popular schools as choices (misrepresenting choices) simply to make sure that they are accepted somewhere, and that is precisely the wrong set of incentives one would want."

(The report illustrates many other inequities in DPS's system, such as a non-centralized sub-process that allows principals to "save seats" for desired students and individual schools having the ability to establish their own criteria for weighing transfer applicants.)

With so much growth and so much choice, Denver is building new schools and adjusting existing boundaries as necessary. And even with this level of choice, boundary changes are contentious, often because of the inequality of schools between neighborhoods, in some part, due to the numbers of students enrolling in schools other than their neighborhood school.

Despite significant equity issues and more movement between neighborhood schools than PPS sees, DPS offers one very important lesson to PPS: it has a great deal of accessible data on the programs, quality, and performance of each school in the system. Each year, DPS publishes the School Choice Enrollment Guide, designed to help parents make school choices and to plainly see the differences between schools. DPS uses a School Performance Framework (SPF) rating to measure each school's performance. The comprehensive rating aims to tell how well a school is able to meet the needs of its students using student academic growth, student academic proficiency, parent satisfaction, re-enrollment rates, and student engagement to create a rating. Based on the percentage of points scored, schools are rated: Distinguished, Meets Expectations, Accredited on Watch, Accredited on Priority Watch, or Accredited on Probation.

Each district faced challenges unique to its community, but used a process or had tools in place to ease tensions. As further discussed in Finding 1.2, PPS already has a strong boundary change policy in place. Adapting some, or all, of the lessons above could further strengthen PPS's position for a successful District-wide boundary review.

Initial Assessment

At the outset, it should be noted that PPS embarks on its District-wide Boundary Review effort in a significantly stronger position to achieve success and win community support than it would have possessed had it launched this initiative several years ago. In addition to shrinking enrollments and 15 school closures, much of the last 10 years has been characterized by budget cuts, staff reductions, and mixed (or worse) indicators of educational achievement.

When PPS undertook its high school redesign effort in 2010-11, it was driven in part by the recognition that less than 64% of its 9th graders were completing high school within a four-year period – one of the state's lowest rates, and one worse than many districts with significantly fewer resources. In many K-5 and K-8 schools – especially those serving communities of color and low-income students – fewer than 75% of third graders were reading at grade level, and high school completion rates were closer to 50%.

Though profound challenges still remain, in the last three years, high school completion rates have risen from 62% to 67% across all schools (including alternative schools). Student test scores in the district are also up modestly in most (though not all) schools. As a result of several recent events – the 2013 Legislature's record $7 billion appropriation for K-12 schools, voter approval of a major bond measure, and the PAT/PPS teacher contract settlement – this April Superintendent Carole Smith was able to propose the most expansive PPS budget in more than a decade. The budget included funding for the reconstruction of

three major facilities – Franklin, Roosevelt, and Faubion - and money to hire 180 new teachers.

Combined with the retirement or departure of 220 existing teachers, 400 new teachers will come into the PPS system for the 2014-15 school year (representing approximately 14% of teachers), more than at any time in recent PPS history. By the 2019-20 school year, PPS officials project that half its teachers will have been hired since 2014.

In addition to increased resources, some positive indicators of improved educational achievement (though with a long road to go); and (for now) largely settled labor-management landscape, the CPS/NPCC team also identified some other strengths:

➢ A strong capability in the data and policy analysis realm, which will assist in making data-driven decisions;

➢ An agreed upon and oft-enunciated policy on equity and a commitment for educational achievement for all students;

➢ The recent development of credible processes and citizen engagement approaches for big issues – e.g., the SACET group to look at enrollment and transfer policy; and

➢ A (mostly) successful high school re-design process, which, while contentious in several parts of the district, has largely "settled" most high school boundary issues for the foreseeable future, thereby providing some certainty amidst an already complex landscape.

In October 2013, as discussions for this assessment were underway, PPS leaders anticipated and publically discussed a proposed a District-wide Boundary Review process that would begin in Spring 2014, produce proposed maps by Fall 2014, invite community feedback throughout the fall, and then result in a Board vote in January 2015, with new boundaries implemented in time for the 2015-16 school year.

Between December 2013 and April 2014, CPS/NPCC conducted this assessment with a major goal of helping PPS determine whether and how it could meaningfully and constructively engage the public in a District-wide Boundary Review process, and how and whether it could follow the proposed timeline. More specifically, we approached this assessment to determine whether PPS had the foundational readiness or set of agreements in place among key PPS officials before asking for broad community input on boundary-related questions. These include the following:

1. Shared understanding of the vision, goals, and scope of the work;
2. Normalized policy principles, criteria, processes so that staff and stakeholders know the parameters or structure of the process;
3. Clarification of the roles and expectations of central administrative leadership, principals, regional administrators, the Board, and the community in guiding and supporting and implementing the results of a District-wide Boundary Review process; and
4. Infrastructure to support the community engagement and data needs of the process

We identified several key factors—from our analysis of district operations conversations with stakeholders —that could significantly hamper the district's ability to engage the public successfully in this process within the original proposed timeline.

1. PPS Organizational Capacity and Readiness

PPS operates in a fast-paced, mission-critical environment to provide more than 48,000 students with a quality education. During the Initial Assessment CPS/NPCC analyzed internal operations, policies, and practices within PPS to determine the current "state of affairs" for embarking on this work. We identified several internal organizational factors that will affect a District-wide Boundary Review.

Finding 1.1—PPS lacks internal clarity and alignment on the purpose of the proposed District-wide Boundary Review

District officials have pointed to the District-wide Boundary Review process as the primary tool that will bring relief to students crammed into cafeterias-turned-classrooms and those whose academic experience suffers from too few students. Balancing enrollment, officials say, will increase stability district-wide.

However, Resolution 4718, unanimously approved by the Board on February 25, 2013 directs PPS staff to conduct District-wide Boundary Review and review PPS's Enrollment and Transfer policy to, "better align with the Racial Educational Equity Policy and promote strong capture rates and academic programs at every grade level." One goal of the 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."

In addition, District officials stated that the objectives of the District-wide Boundary Review process are "to align school structures and boundaries to support strong academic programs at every school" and "to formalize and normalize a process for adjusting boundaries on an on-going basis." Reviewing those goals and objectives, we find that District-wide Boundary Review involves increasing capture rates, strong academic programs across the district and across grade levels, curriculum, facilities, other educational resources, school structures, and developing a formal process to review boundaries as necessary.

PPS has emergency enrollment issues on one hand – and a far-reaching policy goal to create a more equitable system across the district on the other. However, there does not appear to be agreement across PPS regarding the role that district-wide boundary change will play in achieving the policy priorities of the district, or the desired results of such a process in the immediate and long term. For example, it is unclear, or as yet undetermined, if the primary role of proposed district-wide boundary process is to balance enrollment, preserve core programs and curriculum, preserve strong neighborhood schools, create more equitable access to programs for all students – or some combination of some or all of these goals.

Neither the PPS board, nor its staff has clearly articulated PPS's policy priorities in these arenas, or how existing policies will interplay with District-wide Boundary Review. Nor is it clear whether there are "non-negotiable" principles or priorities that could serve as a starting point for boundary discussions. When nothing is "off the table," then everything (including revisiting high school re-design, grade re-configuration, etc) theoretically remains a potential topic for citizen input.

Finally, in addition to the lack of clarity and alignment between the immediate needs for a District-wide Boundary Review—enrollment balancing—and the longer-term goals of District-wide Boundary Review—equity and formalizing and normalizing the process for

future boundary adjustments—CPS/NPCC observed a lack of alignment, support, and/or engagement in District-wide Boundary Review among key PPS leaders and staff.

As noted above, and strongly reinforced by the experience in other Districts, a successful and comprehensive District-wide Boundary Review will require commitment, attention, and focus from staff throughout the entire organization. During the four-month assessment phase, CPS/NPCC had difficulty engaging several key staff in interviews and meetings. Specifically, CPS/NPCC attempted to schedule time with PPS leaders to get internal agreement about the proposed boundary review process and answer difficult questions that our team would likely encounter from stakeholders. Such a meeting was never scheduled or held. Further, it took more than two months to schedule one-hour interviews with some staff and repeated requests for interviews with other staff were not returned in time for this assessment. We recognize that PPS was deeply engaged in labor negotiations with the Portland Association of Teachers and facing an unprecedented teachers' strike during this Initial Assessment. However, we observed other standard district processes—such as the school lottery and budgeting processes—fully occupying staff attention and availability, which suggests that even under normal conditions, PPS is operating at full capacity.

Finding 1.1 – Conclusions

➤ It is clear that PPS needs to balance enrollment across the district, and that the steps that PPS is taking toward racial equity in education are necessary, important, and commendable. However, CPS/NPCC found that the immediate-term crisis in facility capacity – e.g. overcrowding at Beverly Cleary and a handful of other schools – seems to be driving the strategy for achieving the much-larger equity goal. This risks undermining the district's credibility with the community by sending mixed messages about the intent of district-wide Boundary review. Further, it potentially fails to make the changes that will positively impact both enrollment and equity, and create a successful process for future boundary decisions.

➤ PPS has an opportunity to build internal clarity and alignment among and between elected board members, PPS central management, and key school personnel (e.g. principals, teachers, and other staff) before embarking on this major district-wide initiative. Doing so presents a significant opportunity to build credibility and lasting success within this difficult and contentious arena. Proceeding without first establishing internal alignment and clarity on the scope, purpose, values, and desired results of District-wide Boundary Review will significantly hamper PPS's ability to conduct a district-wide process that has broad internal support within PPS, as well as broad external support with the PPS community.

➤ PPS staff appear to be operating at maximum capacity. Additional resources and commitments from staff at all levels of the organization, as well as clarifications of expectations and roles, would build the internal capacity necessary to conduct a district-wide boundary review that engages staff throughout PPS and leads to a successful process.

Finding 1.2—PPS has well-developed policy tools to address enrollment balancing, but they are not explicitly tied to policy priorities

District officials are deeply aware of and immersed in the significant challenges and complexities regarding enrollment balancing. PPS has a wide range of enrollment balancing tools available to it as officials work to align enrollment with strategic academic goals. As

outlined in the Student Assignment Review & School Boundary Changes Administrative Directive (4.10.049-AD), these options include:

➢ **Limiting transfers—**In the most recent lottery, 21 neighborhood schools were closed to transfer due to large enrollment.

➢ **Adjusting building capacity**—In recent years, facility adjustments to increase capacity have been made at at least 17 schools including Beverly Cleary, Harrison Park, Richmond, Arleta, and Lee.

➢ **Moving programs**— In 2013, ACCESS Academy moved from Sabin, a growing neighborhood school, to Rose City Park, a closed neighborhood school.

➢ **Changing grade configurations**— In 2012, Rigler K-8 School converted to a K-5 school, with middle-grade students assigned to Beaumont Middle School**.** This change intended to ease overcrowding at Rigler and provide Beaumont with a second feeder school, providing greater enrollment stability to both schools.

➢ **Opening or closing a school—**In 2011, Marshall High School closed. In 2012, Humboldt PK-8 closed, moving those students to Boise-Eliot. Additionally, the Tubman Young Women's Leadership Academy closed. In 2013, Chief Joseph and Ockley Green consolidated and the arts-focus program at Ockley Green closed.

➢ **Changing boundaries—**In 2011 PPS changed boundaries for three high schools and set up dual assignment zones for three high schools. In 2012, a boundary change affecting the NE Portland Schools Alameda, Beaumont, Irvington, and Sabin intended to ease overcrowding at Alameda and stabilize Irvington and Sabin. In 2013, PPS implemented a boundary changes between Duniway and Llewellyn in Southeast Portland.

While PPS has a formal policy and administrative directive guiding the process once boundary change is selected as the tool for a particular enrollment challenge, CPS/NPCC could not find formal criteria or prioritization of policy tools that lead up to boundary change (or others). The directive gives administrators discretion to choose the option that best suits a particular challenge, with only school closure and boundary change requiring Board approval.

Informal criteria has been articulated, but not adopted or communicated district-wide. According to a district official,

> "PPS tries to identify the solution that moves the least amount of kids, disrupts the fewest academic programs and costs the least amount of money. The order of solution needs to be tied to the specifics of the problem. Principal, teacher and community input are important filters in selecting the best solution, as well. For example, both Rigler and Sabin had the option of boundary change or grade reconfiguration to solve their enrollment problems (Sabin too small, Rigler too big). The Rigler community strongly preferred grade reconfiguration, while Sabin strongly preferred remaining a K-8 and growing the boundary."

All of the options have different benefits (a facility change keeps neighborhoods intact, whereas a boundary change doesn't destabilize programs) and drawbacks (a facility change is expensive, and a boundary change might take years to see results). As noted above, different communities prefer different solutions, and few would argue that the same tool could or should be used to solve every enrollment challenge. But without formal criteria or priorities, it is difficult to determine how PPS makes these decisions.

Finding 1.2 – Conclusions

➢ PPS has in place a strong policy that outlines how boundary changes take place in the district, and a robust set of policy tools to balance enrollment. However, without formal criteria or policy priorities tied to broader strategic goals to guide administrators, the decisions feel ad-hoc. In the absence of formal criteria, a strong communications plan outlining how and why decisions are made would increase transparency and understanding.

➢ Utilizing enrollment balancing strategies without formal priorities and criteria on how such policies and strategies are used results in unpredictable changes for families across the district. PPS has an opportunity to tie its strategies to policies and/goals by creating Board-level policy guidance to staff as to which options to consider first, and on what basis to recommend a given approach over another. A general principle of "minimal disruption" seems to be in play – though this might lead to a series of short-term changes that ultimately prove more expensive and/or less effective than a longer-term strategy.

Finding 1.3— Policy ambiguity, inconsistent practices, and the lack of transparent decision-making in several key arenas creates confusion and mistrust

As noted above, there are a variety of policy tools to balance enrollment on an on-going basis. In addition, there are past district actions in these areas that communities were unhappy with. Inevitably, each of these factors will arise during a district-wide boundary review and any community engagement process associated with it. CPS/NPCC found ambiguity and inconsistent practices across these areas. Specifically:

➢ **Boundary Changes—**The Student Assignment to Neighborhood Schools (SANS)(4.10.045-P (policy) and 4.10.049-AD (administrative directive)) assigns students to their neighborhood schools and provides guidance to the Superintendent on reviewing enrollment on an ongoing basis. It provides enrollment balancing options and guides the boundary change process, if that is the tool selected.

Although there is a policy in place, boundary change processes have not been conducted the same across the district. According to one district official, this has resulted in "unequal and inequitable" ways in which PPS has engaged different school communities in the enrollment balancing process, with "differentiated results across the district."

Under the current boundary change policy, which took effect in 2009, there have been three notable boundary changes (described on p.23). In addition, the closure/consolidation of under-enrolled Humboldt with Boise-Eliot resulted in an expanded boundary for Boise-Eliot.

The Marshall High School closure, while not decided by community input, included robust support for the transition and opportunities for community members to weigh in on new boundaries and feeder patterns. The Northeast and Southeast enrollment balancing processes included heavy participation from the affected communities as part of the decision-making process. However, because the Humboldt/Boise-Eliot process was technically a consolidation due to budget constraints, rather than a boundary change, it didn't go through the boundary change process. Therefore, it

didn't include a community engagement component, leaving the affected communities feeling angry and frustrated by the district's swift action.

➤ **Programs and Focus Options—**The Educational Options Policy (6.10.022-P), which discusses programs in schools and focus options states "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."

PPS operates an extensive system of focus programs and schools – stand-alone schools and programs that are not directly tied to a catchment area. As of the 2013-14 school year, approximately 5,000 of PPS's 48,000 students were attending a non-neighborhood-based K-8, middle, or high school (such as Winterhaven, Creative Sciences, Richmond, daVinci, or Benson); one of seven "Selected Focus/Alternative program" schools; one of approximately 20 "Community-Based" and "Special Services" programs; or one of eight "Public Charter Schools.

The district also operates focus options *within* existing PPS neighborhood schools, primarily language immersion offerings. However, options are not equitably distributed across the district, and getting into some of the programs is based on neighborhood and sibling preference. Of the 17 language immersion programs around the district, nine (53%) are in SE Portland, four are in NE Portland (24%) and two each are in SW and N Portland. Students' initial admission to most of these programs is based first on neighborhood, with 50% of slots reserved for neighborhood students, and then the lottery system (though under existing policy siblings of already admitted students are often given preference for attending the same program). Neighborhood preference combined with the location of most of these programs means that many underserved students in N/NE don't have the same opportunities or options as others.

Further, decisions to open, close, or move programs are not transparent or widely understood. Moving programs can and is used as an enrollment balancing strategy to increase enrollment at an under-enrolled school or decrease enrollment at a crowded schools. However, it is often not clear if and when these moves are simply driven by the need to balance enrollment; if/when they are tied to specific policy priorities; or if/when they are tied to the district's broader goals.

➤ **School size and configurations**—As noted earlier, in 2006, PPS embarked on a major initiative to "re-configure" certain K-5 and 6-8 grade schools to K-8 schools. Seven middle school programs (Grades 6-8) were terminated. Today, more than 4,000 6th to 8th graders now attend K-8 programs, with about 5,500 still attending middle schools.[7]

However, this process was inconsistent across the district. Most of these changes were heavily concentrated in certain parts of the district – especially in North, Northeast, and Southeast Portland's Jefferson, Roosevelt, Franklin, Madison, and

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[7] This change was not adopted uniformly across the district. All 7 closed middle schools were East of the Willamette River, while only one neighborhood K-8 school operates on the West side of PPS.

Marshall clusters; schools on the west side were unaffected.[8] Parents felt that the decision-making process was not transparent. Perhaps more important than where the change rolled out, is how the change rolled out. The PPS Board did not establish values, policy goals, a policy statement, or specifically articulate as Board policy how this limited reconfiguration strategy was intended to achieve particular educational goals.

Leaders of the national move toward K-8 programs note that goals of the reconfiguration are to increase academic achievement, and create an environment more conducive to learning (Yecke, 2006).[9] However, some PPS parents believe that rigorous preparation for high school and important options, like science labs or band, are lost in a K-8 environment. In other cases, some parents who initially opposed re-configuration now support it, such as when PPS presented this as an enrollment balancing option to Beverly Cleary parents in January 2014 to relieve severe overcrowding and parents supported maintaining Beverly Cleary's K-8 configuration.

Additionally, PPS staff have informally established targeted school sizes (currently 450 for elementary schools, 500 for K-8 schools, and 600 for middle schools). These have not been formally adopted, not are they even feasible for some school facilities under current school configurations. These targets are meant to allow multiple classrooms for each grade, and a reasonable base of school-wide programs to offer a robust, educational program to a diverse group of students. The district also classifies as "over 100% utilization" – that is, "overcrowded" – a school whose student population has given it more teachers than it has classrooms to put them in.

Based on these definitions, 15 of 26 K-5 programs are still below "target" – though two of these are already above 100% utilization. Of the 11 at or above target, four are now "overcrowded." The situation is even more challenging with the district's 27 K-8 programs. 18 of 27 are still "below target" – four of which are also classified overcrowded – while five of the nine at or above the target are now "overcrowded."

➢ **Facilities and Capacity**—PPS uses facility changes to relieve crowding, but it lacks policies and criteria to support facility-related decisions. There is no policy or criteria used to determine when to bring another facility online or when to use a facility adjustment to relieve enrollment issues vs. another strategy.

In addition, the district does not have a comprehensive analysis of each of its schools' capacity, nor does it have an agreed-upon formula or model for determining capacity. PPS currently uses the number of teachers assigned to a building and the number of classrooms to determine a "utilization" rate, but the size, quality, and functionality of classrooms vary widely across the district. PPS's 2012 Long Range Facilities Plan identifies three options for measuring capacity—the Facilities Model, Number of Classrooms Model, and the Instructional Space model. However, PPS facilities staff interviewed noted that nearly every building has special considerations (e.g. noise), and therefore a capacity model needs to be flexible and account for the space needs of different programs.

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[8] Albeit a more welcome and positive change, the rebuilding of several schools funded by the 2012 PPS bond measure will mean additional disruption and temporary relocation to other facilities for students in the Roosevelt, Franklin, Grant, and Faubion (middle school) communities.

[9] Yecke, C. P. (2006, April). Mayhem in the middle: Why we should shift to K–8. *Educational Leadership, 63*(7), 20–25.

According to district officials, because PPS's enrollment was in decline for so many years before the current growth, measuring capacity was not a critical need. However, under the current growth trend – which, according to forecasts, will continue into the foreseeable future (about two decades) – it will be difficult to "right size" schools without such a current capacity assessment.

Additionally, according to Facilities staff, their work and budget has shifted focus from deferred maintenance to adjusting capacity, including adding modular classrooms, converting common areas to classrooms, and adding walls to increase the number of classrooms. While adjusting building capacity is an option available to the Superintendent to address enrollment issues, as noted above, Goal 3 in the Long Range Facilities plan states, "Portland Public Schools will engage in an enrollment balancing process including but not limited to transfer limitation, attendance boundary changes and grade reconfiguration _before_ implementing school consolidation and facility changes" (LRFP, 2012; emphasis added). As noted above, PPS lacks criteria for determining when to implement a particular enrollment-balancing tool, including whether and when to adjust buildings, rather than boundaries.

Finding 1.3 – Conclusions

➢ Inconsistently applied processes for changing boundaries and engaging—or not engaging—affected communities has created deep tensions and mistrust toward the district, which, in part, resulted in the Jefferson community calling on the district for a District-wide Boundary Review process. However, CPS/NPCC concludes that it is not just a district-wide process that people want, but also a clear articulation from PPS about the parameters for community engagement—i.e., which decisions should involve the community, and how community input will be used for decision-making.

➢ Some previous PPS decisions lacked clarity on the policy, impetus, or principles behind them (e.g. grade re-configuration and placement of special focus and other choice-driven educational programs), which appears to have resulted in programming and options that are inconsistent across the district. Further, articulated school enrollment targets (albeit it, informal ones not adopted as Board policy) can't be reconciled within many of the district's buildings and configurations, further confusing the boundary change discussion. However, going forward, PPS has an opportunity to clearly tie actions and strategies to district-wide goals and policy principles.

➢ Without clear policy principles, criteria for implementing them, and a communication strategy for advertising them, the "winners" in District-wide Boundary Review will likely be perceived (perhaps correctly) as those who can simply amass the greatest political support. In the absence of some core policy agreement on central goals that should be central to a district-wide boundary change process, PPS may be widely perceived as ultimately making political decisions, rather than goal-oriented policy decisions.

Finding 1.4—While PPS's data collection and policy analysis capabilities across a wide range of school characteristics and enrollment-related metrics are impressive, key information important to citizens for a District-wide Boundary Review process either doesn't yet exist, or isn't currently available in a clear, readily accessible format.

While PPS does a notable job gathering and analyzing large quantities of data for public distribution, some important information is not yet readily available to parents, staff, students, and community members. The CPS/NPCC team believes such information could significantly increase PPS's ability to have a successful and inclusive dialogue with the community as it redraws existing boundaries and creates a framework for long-term boundary adjustments and change.

PPS already has ample raw data and capabilities to prepare reports that enable users to better understand enrollment trends at individual schools. Through its Data and Policy Analysis division, PPS for many years has compiled and published a wide range of reports containing important data and information about its schools, students, and programs. The major reports issued by the Data and Policy Analysis division can be found here: http://www.pps.k12.or.us/departments/data-analysis/index.htm

The most comprehensive report PPS publishes each year – its "School Profiles and Enrollment Report" – runs to 305 pages in its latest 2012-13 edition. The report includes summary information for the district and detailed "School Profiles" for each of the districts' schools.

In our assessment of PPS's data and our interviews with stakeholders, we identified three specific types of information that PPS lacks in a readily accessible manner that would be useful for the District-wide boundary review process:

I. Longitudinal Enrollment and School program-based comparisons
PPS's many publications and reports already contain some longitudinal views of key metrics, such as overall enrollment by facility over 5 or 10-year periods, and multi-year school test scores. But other important information - such as year-to-year changes in students leaving or choosing to transfer out of a given neighborhood school catchment area (NSCA) and year-to-year changes in PPS-eligible students within each NSCA – aren't regularly reported for each school.

Similarly, the School Profiles contain nothing that simply details year-to year enrollment projections (based on previous years' "best available information") compared to actual enrollments. Parents and community members can't easily tell whether a significant gain or loss in enrollment had long been predicted – or was a sudden surprise. For that, they must sort through past annual reports.

PPS's rich data set also includes a great deal of information about NSCA student demographics and student and school performance. Such "quality-centric" metrics are certainly fraught with controversy, and must be approached carefully. But PPS already publishes such information – and parents as well as prominent third parties routinely use this information to compile and publish their own "school ratings."

For example, the website for popular real estate aggregator Zillow includes PPS school ratings, on a 1-10 scale, for each individual neighborhood school tied to a given Portland address. Zillow's ratings in turn are drawn from Greatschools.org, whose website and analytical model draws on PPS data found in its School Profile reports. Those ratings vary

widely; not surprisingly, schools ranked 1-3 are common in many racially diverse, lower-income neighborhoods, while more affluent parts of the district (SW Portland, and parts of inner NE and SE Portland) boast a number of "10s."

Whatever one's views of the validity of student test scores and such ratings, these and other student and school performance metrics exist as part of the "information landscape" available to parents. Judgments about the quality of individual schools – whether based on reality or simply perception – will inevitably be an important part of the District-wide Boundary Review conversation. Matching and presenting to the public key quantitative data – e.g. students moving in and/or out of a NCSA over time – and arraying it against this and other relevant qualitative data over the same time period will provide a clearer picture upon which both parents and PPS staff can base important decisions.

II. Qualitative "Customer Satisfaction" information
Whether the quality of a given public service is actually and demonstrably excellent, middling, or deficient – or simply perceived as such – often can matter less than what parents and community members believe to be true.

Portland Public School District is one of the Oregon's top 10 employers (public or private), with over 2,800 teachers and nearly 5,000 total FTE. Each year, it directly serves about 48,000 students by providing an essential public service. Its "core customers" also include an estimated 100,000 parents and other custodial adults directly responsible for these students and school choice decisions.

It is unclear, however, how all of these customers – within each of PPS's NSCA's – currently view their local schools and what their perceptions are based on. For example, how knowledgeable are they about key factors such as class size or trends in student test scores, and how have these perceptions changed over time?

Nor does PPS's data reveal how current perceptions might likely affect actual behaviors when it comes to issues that directly affect any kind of "boundary setting" discussion. Which factors are most important in determining whether families decide to or try to leave their NSCA?

These are not questions PPS currently asks in any systematic, methodologically sound way. For an enterprise of this size and complexity, the preponderance of detailed quantitative information – viz. the relative dearth of this and other kinds of qualitative information – is striking, though hardly unusual among public sector enterprises generally.

For most private organizations of this size, the failure to routinely gather such information would risk ultimate business failure as customers' needs and perceptions shifted without their knowledge. And while PPS officials clearly track how parents and students "vote with their feet" each year – that is, choose not to attend their neighborhood school in favor of another PPS-option – they appear to have few tools beyond anecdotes and perceptions as to these underlying decision-making processes, among various categories of parents.

III. School Facility Capacity and Decision Framework Analysis
During one of the public meetings attended by CPS/NPCC personnel this spring, a parent made the following comment: "We aren't over-enrolled; we are 'under-facilitied.'"

For parents who want to keep boundaries intact – especially those living near the outer edge of a boundary, and thus most vulnerable to any change causing them to be placed into another NSCA – this isn't a totally illogical response. As noted earlier, parents know that

PPS officials have often turned to facility-focused options, short of boundary changes, to accommodate extra students beyond their projections. Indeed, if a community perceives that a strong _preference_ among PPS staff (not to mention Board members) for "minimal community disruption" is essentially a de facto PPS _policy_, then loud and persistent calls for "facility change" can become an effective strategy to delay or even prevent boundary changes.

PPS currently lacks a policy-based, analytical framework to determine the potential viability, costs, and impacts associated with the expansion and/or re-opening of facilities, either on a short-term or long-term basis. What, then, should PPS do, given that , 14 of the District's 67 K-5, K-8 and Middle schools – and two high schools, Lincoln and Cleveland – are currently classified as having more than 100% utilization, based on having more teachers (a number based on student enrollment) than physical classrooms?

As previously discussed, PPS has a number of strategies to address enrollment. Perhaps the most common, when over-enrollment involves several dozen or so students, is to simply add a few more students to each classroom – though that also means higher student to teacher ratios. Not surprisingly, eight of the 10 schools now classified as "more than 100% utilization" also are among the top 10 in ratio of students per classroom.

But cramming two or even five more students into each classroom has its limitations. As spelled out in a September 20, 2011 memo by Judy Brennan, PPS Enrollment Planning Director, there are other, more substantive strategies PPS has also identified for both "over enrollment" and "under-enrollment" situations that don't involve adjusting boundaries. One involves locating a "special focus" program to retain or attract more students at a given school; this January, for example, PPS added several language immersion programs, including a Mandarin offering at King. (However, to date PPS has not proposed removing any special focus programs from schools also classified as over-enrolled, such as Lent and Kelly).

Another option is grade re-configuration (e.g. moving from K-8 to K-5, or vice versa – though in theory, other combinations are also possible).[10]

In some cases, grade re-configuration (whatever its educational program implications) has helped ease facility crowding problems in the short term. But given how and where PPS has located these programs – especially K-8 schools – it has set up another dynamic that is of potential concern: schools already "over enrolled," that still hold fewer students than what PPS has determined to be the "target" to ensure sufficient educational program quality.

Of the eight (of 31) K-8 schools already classified as above 100% utilization, four of these (Skyline, Lee, Scott, and Astor) reached this mark before they contained 500 students. Should they grow in enrollment, another eight K-8 schools will also pass this 100% utilization rate before reaching their target size. In other words, more than half (16 of 31) existing K-8 programs are now housed in facilities where they either are now or theoretically could be "over-enrolled" before they even reach their "target" level. This apparent "mismatch" between existing programs and physical space realities will make future changes in this category even more challenging.

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[10] In Southwest Portland, what's known as West Sylvan Middle school is actually located at two separate facilities (6th grade, and grades 7-8). Beverly Clear's configuration – K-1 at Hollyrood campus, and grades 2-8 at the former Fernwood campus - is another multi-campus option.

A decade ago, as schools were closed completely, boundaries of remaining schools were then expanded to accommodate those students whose NSCA disappeared. Today, the dynamic is the opposite: parents urging no changes in existing NSCAs where schools are over-crowded, and instead suggesting changes in the physical facilities.

Beyond these options is one just beginning to be discussed – though it, too, would cause, not avoid, additional boundary changes: the re-opening of previously closed facilities, or the construction of an entirely new school (something that last happened in PPS in 1998 with Forest Park).

Finding 1.4 – Conclusions

The primary need isn't as much for new data as it is to assemble, re-configure, analyze, and make readily available and accessible existing information relevant to a wide range of parents and other community members during the District-wide Boundary Review process. Specifically:

➢ **Longitudinal Enrollment and School program-based comparisons**—Mapping and publishing enrollment dynamics along with corresponding metrics and key quality-related trends – such as student achievement, teacher and staff performance, class size, budget, range of program offerings – would give citizens and PPS officials more "early warning tools" for better addressing potential boundary changes and other challenges. Juxtaposing existing (and in the future, newer and better) indicators of "school quality" and student performance with data on how parents and students have been "voting with their feet" could help clarify potential and underlying causes of key enrollment trends. Done properly, such a set of uniform, informative "Dashboard" reports for every PPS school could do more than flag potential under and over-enrollment problems that could lead to future boundary changes. They could also help bring PPS and community focus to possible remediation strategies.

For example, in certain schools that are losing students, more action may be needed to improve the leadership of the school principal and/or the performance of the teaching staff (PPS currently uses a number of budget tools, such as targeted staff resources, for these schools; under its new contract, it will also have several additional tools, including extra school days, more flexibility in hiring new teachers, and increased professional development funds). In other cases – say, where one crowded school is too-rapidly gaining students, located near another with extra capacity – such information might persuade parents to remain in or choose the second school's less-crowded classrooms, especially if its performance has demonstrably been improving.

➢ **Qualitative "Customer Satisfaction" information** –Regular and statistically valid surveys that measure resident, parent, and (where appropriate) student understanding and perceptions of school quality and performance would have considerable benefits. In the absence of such information, parents will continue to be overly reliant on anecdotes, perceptions, and third-party ratings in making important judgments about school quality and choice. And if more robust and detailed customer survey information helped convince the parents of just 10 students either to stay in – or return to – a PPS school, the district would receive approximately $68,880 in additional funding through the Oregon State School Fund.

Making a commitment to design and deploy such qualitative tools could also engage parents and community members around a meaningful set of questions – while the

results would give PPS officials important information as to where more attention needs to be paid. This would enhance PPS officials' and the community's ability to be more "proactive" and responsive, to see the beginning signs of potentially bigger problems, and respond accordingly. It also enhances the ability to identify key areas of "cognitive dissonance," where residents' perceptions are significantly at odds with realities on the ground.

➢ **School Facility Capacity and Decision Framework Analysis—**In the absence of genuine clarity about what might be called the "boundary/facility" policy interface, it's likely that a community wide discussion about boundary changes will continually circle back to the same question: rather than move students to other schools, why not just build (or add) more classrooms to existing schools?

A credible, physical inventory of existing PPS space would help answer key questions likely to arise in the short term. In addition to potential capacity under current classroom configurations – something the district has mapped out – what cost-effective and appropriate potential additional capacity might exist? For example, it's one thing to divide an exceptionally large classroom into two adequately sized ones, or to convert little used storage space into instructional space if it's relatively inexpensive. But what about replacing a cafeteria, or even a library, with additional classrooms to accommodate growth? Or embarking on major renovation work that, on a square foot basis, might be more expensive than building a whole new school?

Because such questions – and others – will inevitably be part of a community engagement process, we believe PPS would be well served by preparing relevant facility information that can be shared with the public to help citizens better understand the possibilities, constraints costs, and even "non-negotiables" inherent in this line of inquiry. Along with such information, additional policy clarification might also be useful, so that discussions about boundary review don't become ad hoc citizen "design sessions" for existing school buildings.

2. Stakeholder and Community Engagement

During Phase I, team members from the National Policy Process Consensus unit of the Hatfield School of Government held 29 meetings with approximately 100 individuals. These conversations suggested that core aspects of a District-wide Boundary Review are not widely understood, but capacity for meaningful engagement does exist. For a list of stakeholders we interviewed, please see Appendix B.

The main findings from these interviews are as follows:

Finding 2.1—Stakeholders have markedly mixed perceptions and understanding of "District-wide Boundary Review"

Overall, among both internal and external stakeholders there is a high level of interest in boundary and enrollment decisions. However, for many external communities, the term "boundary review" is not readily understandable or engaging, particularly in communities that have been under-represented in district and other public decision-making. Many stakeholders did not immediately make the link between academic achievement and boundary and enrollment decision-making. Among many of the stakeholders we interviewed, there was not a clear understanding of the district's racial equity education policy or how it might relate to boundary decisions. (This is not to suggest that there *should* be widespread

understanding of district, but rather to reflect the place from where a district-wide boundary review might begin.) Moreover, most of the people we interviewed see boundary review as inextricably linked to enrollment and transfer policy. As one interviewee said, ""People may not understand how important the issue is. 'Boundary Review' doesn't sound like something I should care about; 'review' doesn't sound real."

Further, even amongst stakeholders who recognize the need to balance enrollment, there is disagreement about the need for a District-wide Boundary Review. While some stakeholders see the enrollment imbalance as a boundary issue, others see it as a facilities issue. Several stakeholders wondered how the District knew that boundary changes needed to be made when "the size or capacity of buildings changes depending on whom you talk to." Some stakeholders – particularly on the West side of Portland– were more interested in exploring facilities changes than engaging in a Boundary Review discussion.

Among the interviewees who are engaged in the enrollment balancing discussion, there is widespread confusion (and in some cases skepticism) about the data driving both facilities and enrollment decisions and a desire to understand that data better. The confusion covers differences between PPS and City of Portland forecasting approaches; finding and understanding different data sets PPS makes available in different places; and how facilities data is determined (for example, when a building is deemed "over crowded"). Community members generally doubted whether PPS, the City, and Metro (all working on growth projections) are coordinating efforts at all.

Across the district, there are rumors about the planned timeline and process for the project; in fact, even internal district staff expressed surprise that PSU was conducting an assessment for a District-wide Boundary Review. Of the people who do know that the district is preparing for a District-wide Boundary Review, many of them believe that the initial round of boundaries will be "permanent." Several people echoed one parent who said, "I still see boundary changes as just a band aid. Neighborhoods are going to change and then we're going to have to go through this all over again in a few years." Many people couldn't envision PPS conducting District-wide Boundary Review on a routine basis.

Finding 2.1 – Conclusions

➢ Among community members there are varying degrees of knowledge, understanding, and relationship with the district, which results in lack of a "starting place" for District-wide Boundary Review discussions. Further, the community doesn't see this as "their" process, and isn't convinced that PPS decisions will include or reflect their input.

➢ Because PPS has not conducted boundary reviews routinely, the public perceives boundaries as relatively permanent and expects the boundaries that result from a District-wide Boundary Review to be permanent as well.

Finding 2.2—Stakeholders express concern about inequities within PPS, but are generally skeptical boundary review can address them

Though most stakeholders we spoke to expressed concern about the achievement gap and inequitable offerings between schools, they also are skeptical that boundary review alone will adequately address equity issues or close the achievement gap. There is a widespread belief that there are inequitable offerings from school to school and that schools do not have

equal capacity to "promote" the programs they do have through their website and other means. That perception of inequality leads to feelings of "winners" and "losers" based on boundaries and enrollment. This is compounded by the notion that there is an actual or perceived power imbalance between communities across the district, particularly in terms of organizing power and/or access to school board members.

Stakeholders from traditionally under-represented communities expressed some skepticism that *anything* could make a difference in improving schools for students of color and other traditionally under-represented students. Those stakeholders also expressed concern that their voices would be drowned out by more powerful interests no matter how the process unfolds.

Finding 2.2 – Conclusion

> ➢ Inequitable offerings across the district and a perceived or real imbalance of power will create "winners" and "losers" in the boundary review unless those issues are addressed as part of the District-wide boundary review and actions addressing equity in the district.

Finding 2.3—There is capacity to engage the public, but that capacity is not uniform across the district

Largely due to community loyalty to individual schools and existing organizational infrastructure, there is great capacity to engage the public in the District-wide Boundary Review.

Many stakeholders display tremendous loyalty and commitment to individual schools. That loyalty and commitment enriches the capacity for school-based communities to organize and engage. Teachers, principals, and other school staff have expertise about their own schools and relationships within schools and local communities. In addition, there is capacity for outreach and input collection at individual schools. For instance, some schools already have in place organized groups that have undertaken engagement activities to gather input on priorities and values within their individual school community.

Although school loyalty does enrich the capacity of stakeholders to organize, it also helps create resistance to the idea of boundary changes. While some of those we interviewed had a sense of what is occurring district-wide with regard to boundaries and enrollment, there are many who are unaware of the issues and challenges other schools and / or clusters face. There is some interest in learning about these issues, but overall the primary concerns rest within individual school communities and does not expand to any sense of district identity.

There is also organizational infrastructure both within the district and the broader community to help engage communities of color, non-native English speakers, and other historically under-represented communities. One stakeholder pointed out that this type of engagement would be useful on an ongoing basis: "It will be ideal to have ongoing infrastructure in place for partnering with community based organizations so that it becomes less of a crisis situation."

Finding 2.3 – Conclusion

➢ Although they vary across the district, infrastructure and community organizing capacity exist in many schools and community-based organizations. Some schools already have organized groups working to engage parents on values and priorities for boundary review. These groups could serve as models for building capacity in other schools. In addition, infrastructure exists within PPS and in the broader community to engage communities of color, non-native, English speakers, and other historically underrepresented communities, but accessing it and utilizing it will require time and resources.

Finding 2.4 – Willingness to engage around boundaries is high, but a history of mistrust presents a significant challenge

Though there is willingness—and in some cases—eagerness to engage around a district-wide boundary review, much of that willingness appeared to be rooted in mistrust and fear, rather than in a sense of opportunity. There are several sources of mistrust and frustration related to many different past decisions, including decisions by public entities other than PPS. However, much of the mistrust and frustration stems from two things: 1) PPS's past lack of transparency in decision making; and 2) a long-held perception that even if a broad and deep engagement process is conducted, powerful community members will be able to influence PPS decision-makers and ultimately get what they want, regardless of the will of the majority. Several stakeholders expressed fear that they would "lose" if they did not mobilize their community in this process.

There is also a high level of exhaustion, both internally and externally, with public processes initiated by the district. Additionally, some communities continue to raise several earlier PPS decisions, including: 1) the change of several middle schools to K-8; 2) high school redesign; 3) school closures; and 4) earlier enrollment balancing processes.

There is also some mistrust of PPS's organizational will and capacity to consider public input. There is a widely expressed suspicion that decisions are made before the public is asked to participate and that the public is asked only to engage as "window dressing." There are also concerns that PPS will disregard public input and / or that the district lacks a unified, clear vision, providing no real place for the public to have any input. Further, there is concern that decisions may be reversed at any point based on disagreement within PPS.

Internally, some staff members question the need to include a separate public input process for boundary review and believe that decisions affecting boundary recommendations should come from a thoughtful, transparent internal process based on data and staff expertise, followed by Board adoption (and public input at that level).

Ultimately, stakeholders indicated a strong desire to have a clear understanding of which PPS decisions are subject to public input and which are not. One community member summed this desire up, saying, "We need some honesty about limitations. Give us honest, realistic information about what the options [for input] are. We don't want to see what the utopias are."

➢ Much of the public's willingness to participate is rooted in mistrust and fear, rather than in opportunity. Many community members will find it difficult to focus on the present and not allow past PPS processes and decisions to cloud their input and judgment, regardless of whether or not these previous issues—like school configurations, high school redesign, or school closures - are formally included in the boundary review discussion. Further, a real or perceived lack of transparency in district decision-making leads some under-represented communities to believe that people with high influence and power can sway district officials to get what they want.

Decision-Making Framework and Recommendations

Developing a Sustainable Process

The question isn't whether PPS needs to re-adjust its current boundaries. This is a given, though for reasons much different than those of a decade ago (growth and expansion, rather than decline and retrenchment).

The more precise question is this: How can PPS best re-draw its boundaries, consistent with its underlying educational mission and adopted values – to achieve the following two goals?

1. The immediate result (the "Next Set" of District-wide boundaries) enjoys widespread credibility and support among PPS parents, students, and community members; and
2. PPS effectively communicates to its community (including those who are dissatisfied with this "Next Set" of boundary lines, which is inevitable) that it has built a Framework that allows future adjustments and changes to be made in a way that is likely to be fair and equitable.

This is a tall order – *even if* PPS officials currently enjoyed widespread trust and support for past decisions in this arena, and *even if* PPS parents across all racial and socioeconomic lines were broadly satisfied that levels of educational quality and achievement for all students was satisfactory, equitable, and getting better all the time.

The CPS/NPCC team believes that there are two keys to meeting these goals. The first is clear, internal alignment among PPS officials and staff as to what District-wide Boundary Review is about: why it's needed, and what it needs to accomplish. Is it simply about "enrollment balancing?" Or – as most district officials say – also an important tool to meet the district's larger goals of "equity" and educational achievement for all? And if so, just how are key terms like "equity" defined; what do they mean in an operational context?

The second is devising an on-going boundary review that does more than solicit community input and feedback on particular boundary changes and related policies. Community feedback – robust, loud, even a little angry at times – is a given in this process, as illustrated by the fact that simple rumors about potential boundary adjustments between two elementary school catchment areas can often prompt hundreds of concerned parents to crowd into school cafeterias to question PPS officials.

Rather, an effective community engagement process is one that reflects an authentic desire by PPS officials (elected and appointed) to not just solicit opinions and reactions to various ideas, but to meaningfully engage those citizens in the basic design and architecture of a new District-wide Boundary Review process. There are key stages to such an effort – and at every one of them, there will be (and should be) meaningful opportunities for all of PPS's citizens (parents and non-parents, PPS teachers and staff, etc) to weigh in.

This certainly doesn't mean basic design principles can be ignored, just as houses can't be designed and built with shoddy materials and bad blueprints. PPS officials must help frame the discussion; this is needed to guide the conversation in ways that help reach a constructive result.

But at the same time, PPS officials must be attentive to too-strong desires to substitute their own "design preferences" for those of their constituents who will live within this new structure. At day's end, PPS is an organization governed by a democratically elected board, ultimately answerable not to a group of educational experts but to voters in the community. The final result will have a greater chance of being sustainable – and to achieve its desired results – if its perceived to be the result of a sincere and genuine effort to meaningfully engage citizens in all corners of the district, not just in those places where citizens are most apt to be outspoken in the first place.

Immediate Recommendations

The CPS/NPCC team's work during the Phase I Initial Assessment has convinced us that, rather than move immediately into a full-bore District-wide boundary review as originally contemplated, it is first necessary to focus PPS's attention internally to ensure that it is well-organized and prepared for this major undertaking. This internal organizational work would serve as a "bridge" between the current Phase I assessment and a well-designed and credible District-wide Boundary Review strategy.

The following four recommendations would serve as this foundation and would build the internal support, clarity, parameters, and infrastructure necessary for this, or any, major district-wide initiative. Proceeding with District-wide Boundary review without the clarity gained from this kind of internal organizational work could produce adverse consequences. These may include inconsistent communications from PPS leadership and staff; lack of Board support; lack of readiness or preparation for the data and information requests that stakeholders will have; and/or unclear expectations of community participants in the boundary change process as to the scope and limits of what their participation is expected to accomplish.

Accordingly, CPS/NPCC recommends PPS accomplish the following before launching its District-wide Boundary Review process:

1. **Establish shared understanding**
   Between and among central administrative leadership, management, the Board, and school building staff, PPS should establish a shared understanding of the District-wide Boundary Review, its goals, scope, key components, and how it fits in with the district's other strategies.

   To do this, CPS/NPCC recommends building support and alignment for a community District-wide Boundary Review boundary review process with PPS Board, management, and staff that would include facilitated internal strategic planning meetings, focus groups, interviews, and/or leadership workshops with PPS

management, staff, and Board members in order to identify, articulate, and align the goals and scope of the District-wide Boundary Review.

2. **Establish and normalize policy principles and practices**
PPS should establish and normalize policy principles and processes that are non-negotiable components of the process and determine where the district has flexibility, where it does not, and how to articulate that internally and externally.

In our findings, we observed that the district uses six policy tools for balancing school enrollments, only one of which involves boundary changes. We have organized these six tools around the four major types of strategies that PPS is currently using:
- Program/ School Configuration Tools—Program changes, grade configurations
- Facilities-Centered Tools—expansion, closure
- Boundary-Centered Tools—altering individual school boundaries
- Transfer Tools—Limiting transfers

The priorities among these strategies, the rationale for using which combination of strategies when, the criteria for using them, and the way in which PPS will engage the community (if at all) prior to using these strategies was not evident during our Initial Assessment. Answers to these basic questions are important for normalizing community expectations and building transparency prior to an invitation by PPS for community members to participate in a District-wide Boundary Review process. Formalizing principles and processes increases transparency, builds trust, and adds legitimacy.

3. **Clarify roles of participants**
PPS should ensure that participants—staff and stakeholders— understand their role in the process. Clarifying roles at the onset of the process supports and carries further the "shared understanding" of this process. District-wide Boundary Review will require significant engagement, support, and implementation of results from staff at all levels of the organization. CPS/NPCC recommends that PPS produce a "responsibility chart" that outlines the roles of key individuals and groups in the boundary review process and the implementation of its results.

In addition, CPS/NPCC believes that PPS should coordinate the District-wide Boundary Review and Superintendent's Advisory Committee on Enrollment and Transfer (SACET) community engagement strategies. This includes working with the SACET and PPS leadership to articulate a proposed strategy that would align SACET's efforts and recommendations with the District-wide Boundary Review process. It is apparent to the CPS/NPCC team that given the timing and potential impact of key draft recommendations expected soon from SACET, and the close links between Enrollment/Transfer policy and boundary-setting issues, it is vitally important to coordinate the boundary review work with SACET's work, and to co-develop key components of community engagement.

4. **Build infrastructure**
CPS/NPCC recommends that PPS develop a Community Organizing Infrastructure so that community engagement can begin at the onset of Phase II. Such infrastructure would include: engaging communities of color and other historically under-represented communities by continuing to build relationships with community based organizations and outreach to parent groups, faith communities, and individuals who are willing to partner with PPS during the engagement process.

Prior to starting the Community Engagement Phase, PPS should also have in place peer-to-peer training, a house party framework and packet, and connection with the City of Portland's Diversity and Civic Leadership Program. If PPS determines, however, that a heavy community engagement strategy should not be part of District-wide Boundary Review, community organizing infrastructure and data will be readily adaptable to other community engagement processes.

In addition, CPS/NPCC identified several potential data analyses (discussed in finding 1.3) that could greatly enhance the community's understanding of the enrollment dynamics and demographics within PPS. PPS should also assemble and make widely available a package of relevant information, perhaps labeled a "Community Guide to District-wide Boundary Review.'" This should include easily accessible information about current school boundaries; year-to-year trends about individual school enrollments and educational performance; and a "Frequently Asked Questions (FAQ)" section that describes the purpose and need for boundary review.

These recommendations intend to prepare PPS for the District-wide Boundary Review process and any community engagement strategy included in it. These recommendations should be implemented in Summer 2014.

District-wide Boundary Review Decision Making Framework

Once PPS is ready to officially announce and begin its District-wide Boundary Review process, we recommend the following four-step general structure and sequence:

➢ **Step I: "Values and Core Principles"—**Prior to identifying or discussing proposed maps or a long-term framework for future boundary reviews, it is important for PPS to first identify and articulate a set of underlying values, core principles, and decision-making criteria against which actual boundaries and related policies will be judged.

➢ **Step II: Decision-Making Framework—** At the end of Step I – and again, prior to any specific boundary maps or related policies being recommended by PPS officials—the PPS board should formally adopt the framework that will be used to evaluate subsequent proposals on specific boundary lines and a long-term boundary review framework.

➢ **Step III: Boundary Maps and Framework Options**—Based on the Step II Framework adopted by the Board, PPS officials should solicit community input that will result in specific recommendations on boundary-related strategies that are deemed consistent with and designed to help achieve PPS's mission and adopted educational goals.

➢ **Step IV: Formal Adoption of New Boundaries and Long-Term Boundary Review Framework**—After one or more recommended boundary maps, frameworks, and ancillary policies are identified and citizens are provided ample time and opportunity for public input, the PPS Board should make final decisions.

Sequence, Timing and Pace Options

Design and execute District-wide Boundary Review strategy: Three Choices

Upon implementation and completion of Recommendations 1-4 above, the district then faces a very important choice. As we see it, PPS has three options for a District-wide Boundary Review strategy: a mathematical rebalancing of students in schools, which would be fairly quick and largely data-driven; a slightly more ambitious strategy, involving some community engagement but focused primarily on relieving the emergency enrollment issues in already identified over-crowded schools; or a longer strategy focused on enrollment balancing, equity, capture rates, and strong programming – which by necessity will entail significant public input and community engagement.

Any option that PPS pursues should include transparent decision-making. We also recommend that regardless of the strategy that PPS chooses, PPS should follow the four-step process noted above – even though the shorter strategies will make it a good deal more condensed.

Below are the three options discussed in a bit more detail:

➢ **Option I – Data and Policy driven short strategy—**Option I would focus largely on a mathematical rebalancing of students across the district in order to achieve targeted school enrollment figures. According to the Student Assignment Review & School Boundary Changes Administrative Directive (4.10.049-AD) a school boundary changes process would include gathering input from interested parties and include at least one public meeting. The directive states the Superintendent should consider: Feeder patterns; Diverse student body demographics; Compact boundaries; Optimal use of existing facilities; Stable program and enrollment in surrounding schools; Limited impact on students.

A data and policy driven strategy could commence in Summer 2014 and new boundaries could easily be in place in the Fall 2015 for the 2015-16 school year. See Table 2 below for details.

Table 2: Timeline and Components of Option I

Time	Action
Summer 2014	PPS develops proposed boundaries that balance enrollment across the district
Fall	PPS holds community meeting(s) to gather input on proposed boundary changes and makes revisions, if appropriate
January 2015	Board votes on recommended maps
September 2015	New school boundaries in place

Advantages
  o **Time and PPS commitment—**The timeframe is condensed and relief to overcrowded schools would be in place by Fall 2015. Further, a process that is largely driven by numbers and follows existing district policy would require

significantly less commitment and organizational alignment than an external process.

Disadvantages
- o **Under-represented stakeholders**—Without a concerted and thoughtful community engagement strategy, PPS is unlikely to hear from historically under-represented communities.

- o **Doesn't build trust**—This process does little to restore or build trust and support between and among stakeholders and PPS.

➢ **Option II- Enrollment Balancing and Limited Community Engagement Strategy**—Option II would also allow PPS to complete its work – including the community engagement phase – in time for the 2015-16 school year. While many PPS officials have already expressed a hope to achieve this goal, such timing is not required by current Board policy (e.g. Resolution 4718). This scenario would mean a community engagement process that would take place largely during the summer months, with the board adopting Values in the Fall of 2014, followed by a discussion of actual boundary lines and final decisions needed by January/February 2015.

This limited community engagement strategy would commence in Summer 2014, after the district's internal organizational work is complete. While it would include a steering committee comprised primarily of citizen stakeholders, due to time limitations, it would likely not include broad or deep community outreach.

See Table 3 below for details of Option I.

Table 3: Timeline and Components of Option II

Time	Action
July 2014	PPS establishes an Executive Steering Committee (ESC) representative of the district to guide the process (membership and charge to be determined)
August 2014	ESC establishes values for the process
September 2014	PPS Board adopts values PPS and ESC apply values and data to maps to develop new boundary proposals
October 2014-December 2014	Work with ESC to establish survey and consultation instruments based on map options and boundary proposals Translate instrument Invite community input into the maps/proposals
January 2015	Board votes on recommended maps
September 2015	New school boundaries in place

Advantages
- o **Time—**Although the timeframe is condensed, many stakeholders indicated they did not want to go through a long, contentious process.

- o **More immediate relief**—As previously noted, at least 5-10 PPS schools are facing emergency enrollment issues that need to be addressed as soon as possible. For these schools, Option II would decrease this pressure sooner.

Disadvantages
- o **Time**—In order for PPS to conduct the school lottery process, which provides families an opportunity to choose a school other than their neighborhood school, at its regularly scheduled time in February 2015, and to complete the annual budget, which includes funding allocations for school buildings, staff, and programs, in March 2015, the Board would arguably need to approve new boundaries in January 2015. Working backward, a final set of proposed boundaries would need to be designed by December; community input on proposed maps would take place in October and November; and therefore, proposals for boundary changes would need to be ready for input and review by late September. Even the best-designed community engagement process

likely could not penetrate deeply into the community in just three short months (August-October).

- o **Limited community engagement**—A process that launches in July and proposes to have draft maps for review in September or even October arguably does not give sufficient time for a community engagement process that reaches stakeholders who have historically been underrepresented in district decision-making. A shorter process will likely draw participation largely from those neighborhoods and parents whose boundaries are immediately affected, while its compressed nature is also likely to favor constituencies that are already experienced in engaging with PPS. While a short strategy would provide the community an opportunity to comment on proposed maps, it likely would not allow time for a robust process that includes community input into the values that should shape the process or maps. In order to reach many different and distinct communities within the district, engagement will require employing a wide variety of traditional and non-traditional community engagement tools and utilizing a combination of different approaches for online and in-person input.

- o **Process**—PPS has stated that it wants the District-wide Boundary Review process to be a "reset" of how PPS leadership and the Board engage the community, to rebuild trust with the community, and to produce results that are lasting, rather than short-term. A rushed process, with limited engagement, and engagement that is perceived to leave out historically underserved populations or those that have been underrepresented in district decision-making will be "more of the same" from PPS, according to some stakeholders.

- o **Technical Feasibility**—Facilities staff stated that they would need to know the results of final boundary change decisions by November 2014 in order to do budget requests, responding to City of Portland permitting processes (for any construction required), and to prepare buildings for students.

➢ **Option III- Multi-Phase Engagement Process**—Option III would provide significantly more time for community engagement and as such, allow broader discussion of student achievement, enrollment and transfer choice, programming, and other factors. During interviews, however, not all stakeholders saw the connection between academic achievement, enrollment, and boundaries; as such, PPS would need to develop a strong communications strategy that outlines these important connections.

Such a multi-phase, year-long process would include a combination of approaches to meet the needs of various communities, including information sessions, small group discussions, large public meetings, and online and paper consultation instruments and would include community engagement on both values-setting and boundaries.

For both engagement components—values and maps— strategies that include traditional school-based contact and self-organized smaller gatherings with the support of community organizations and school-based organizers would be used. Option III would include participation targets (based on schools and on other relevant demographic factors) and then support engagement processes designed to meet those targets.

See Table 4 below for details.

Table 4: Timeline and Components of Option III

Time	Action
Community Engagement—Values	
July 2014	Establish an Executive Steering Committee (ESC). Establish a charge, ground rules, time lines, and processes for community input.
August – December 2014	Work with ESC to develop consultation instrument around values Translate instrument ESC engages the community in identifying and adopting values for the boundary setting process Establish outreach goals (e.g. 30% contact and response rate of every school building and X non-PPS parents (neighbors without school-aged children))
January 2015	Board endorses values Use values to determine boundary setting process
Community Engagement—Maps	
February – April 2015	Facilitate Executive Steering Committee (ESC) applying values to boundaries ESC adopts engagement goals, outreach plan, and input infrastructure
April 2015 – September 2015	ESC proposes draft maps, based on values Develop survey and consultation instrument based on draft proposals Translate instrument and conduct outreach based on proposed maps
October 2015	Respond to public input, finalize recommendations
November 2015	Board votes on recommended maps Create ongoing framework future boundary changes
September 2016	New school boundaries in place

The advantages and disadvantages are essentially flip-flopped from Option II. While Option II provides ample time for community engagement, it also means many students are crammed in over-enrolled schools for a longer period of time, which will require more short-term solutions.

No later than August 1, 2014, PPS officials should make an explicit decision on the timing and pace of its District-wide Boundary Review strategy.

Appendix 1 – Additional Background

Recent and painful history

Whenever some schools close their doors, students must be re-assigned to new neighborhood schools, which requires the re-drawing of what we'll refer to here and throughout this report as "Neighborhood School Catchment Areas (NSCAs).

Between 2002 and present, PPS has made dozens of boundary changes as a result of facility closure, grade re-configuration, and/or enrollment balancing. In most cases, these boundary changes were largely confined to just two or three elementary schools, and didn't affect existing "feeder" patterns for middle schools and/or high schools. (That is, even if an elementary school changed, the student could still count on going to the same middle and/or high schools as before).

But in other cases, the boundary adjustments have had a much bigger "ripple effect," setting in motion a cascade of changes that affected a much larger group of parents and students. Most notably and recently, a 2012 enrollment balancing process in the Jefferson cluster resulted in closures, consolidations, and program changes that affected at least five schools in North Portland. And in 2011, the closure of Marshall High School as part of the district-wide high school re-design process disrupted feeder patterns and boundaries for many schools in Southeast Portland.

A demographic sea change

Many parents, especially those whose children pass by a now-closed PPS building on the way to an unfamiliar school, understandably can look back at past enrollment projections and take issue with PPS's decisions and judgments about the need to "right size" and close certain facilities. So it's important to understand the inherent complexities and uncertainties of the enrollment estimating process, and recognize some key factors that can help explain why there's been such a recent divergence between PPS enrollment projections – and experienced reality.[11]

Among school districts across America, PPS is hardly alone in experiencing unexpected and significant enrollment changes in recent years. One key factor has been the recession – which has affected enrollments in school districts across the U.S. – though often in dramatically different ways.

In many hard-hit Midwestern and Eastern seaboard big-city school districts, a combination of falling enrollments and huge budget shortfalls has led to mass and relatively sudden closures of schools. In the last five years, Detroit has closed nearly 60 schools, and its Superintendent recently announced the planned closure of up to 28 more by 2016.

Recession-spurred budget cuts and plunging enrollments have also forced large closures in other urban districts. In the last few years, local officials have voted to close at least 50

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[11] An important disclosure: For more than a decade, PPS has contracted with and relied on data and analysis of the PSU's Population Research Center to make enrollment projections. While both entities are units within the school's College of Urban and Public Affairs (CUPA), there is no financial or administrative connection between PRC and PSU's Center for Public Service.

schools in Chicago, 23 in Philadelphia, and 29 in Kansas City (40% of its total). A recent report by Pew Foundation, "Shuttered Public Schools," looks at the experience of these and other large cities in the last few years amidst plunging public school.

(See:http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/Philadelphia_Research_Initiative/Closing-Public-Schools-Philadelphia.pdf)

Yet in other communities, the exact opposite has been occurring. As noted in the Lessons from Other Districts section, Denver, Seattle, and Minneapolis have seen significant growth in the last five years.

Every community's situation is unique, of course; each of the three communities above have somewhat different "drivers" behind their falls, and rises, in enrollment. For example, Denver School officials attribute a rise of 2,000 more students enrolled due to one change: a significant rise in high school completion rates.

But changing demographics within certain urban areas also seems to be behind these dynamics. For example, both Seattle and Portland exemplify trends that have caused demography experts to re-think some long-standing assumptions, as underlying patterns seem to be significantly changing.

In September 2011, for example, the school year started in Seattle with officials confronted with nearly 1,500 more students than the previous year. Students were crammed into hallways and hastily-set up portable classrooms. District officials were reported to be thinking of opening up to half the 12 schools they'd shuttered in prior years, based on falling enrollment projections that had been expected to continue for years to come.

Seattle's experience in misjudging enrollment numbers– described in an influential paper published in November 2011 by demographer W. Les Kendrick – in many ways has been mirrored in Portland. Beginning with its 2010-11 forecast, issued in August 2010, PSU's Population Research Center significantly revised upwards (by about 1,500 students) what it expected in the near term. In effect, the enrollment curve went from gently sloping downward, to abruptly turning upwards for at least the next decade.

School enrollment projections are based on many factors, such as changes in the number and type of existing and new housing units within a school district's boundaries. Another key factor can be the proportion of eligible students whose parents send them to private school or home school options. Based on the 2010 Census, approximately 18% of K-12 age children choose a non-PPS option, though these rates vary considerably by grade level and high school cluster area.

However, neither housing starts nor non-PPS enrollment seems to have played a major role in PPS's recent enrollment surges. (For example, the 2000 Census found just 16% of PPS-eligible students were enrolled in non-PPS educational settings, compared to 18% in 2010). Rather, the key change seems to involve significantly different patterns relating to births and parental migration within PPS's boundaries.

Over the years, one of the most reliable indicators of future enrollment numbers has focused on patterns that involve births of children within a school district's boundaries in a given year – and how many of those potential students stay or move away by the time they're old enough to attend kindergarten or first-grade. During the last decade, women residing within PPS boundaries began having children at a significantly later age. In 1990, just 30% of all births within Portland were to women 30 and older. By 2009, it had almost doubled, to 54%.

Demographers had long documented that before their children reach kindergarten age, more families move out of urban areas (e.g., to suburbs) than the other way around. But even a small change in this "net migration" percentage can have big impacts, and that's exactly what has happened.

In the fall of 2009, PPS officials learned from PSU demographers that 300 _more_ kindergarten students (who were born in 2004-05) had enrolled in PPS as compared to 1999 (and the 1994-95 birth cohort) – even though there had been 300 _fewer_ births in that newer cohort.

The likeliest explanation here: older parents tend to be more settled in their living arrangements – e.g., they are more likely to own a home, rather than rent an apartment. Even among renters, there also may be increasing loyalty to remaining in a Portland neighborhood. And with a boom of real-estate construction within PPS boundaries – within the next 20 years, PDX city officials now project about 120,000 new units, including apartments, condominiums, and single-family dwellings.

It's still unclear whether PPS enrollments might also be driven by other important factors: e.g., the recent recession, changing views towards (or the affordability of) private school options, or a societal shift towards a preference for more urban-based neighborhoods. Regardless, this level of change, rippling through 12 subsequent grade levels at individual schools, can quickly change the reality on the ground – and likely will continue to do so for years to come.

Whatever the causes, the resulting enrollment growth in the last three to four years, across the district, has been significant. After "bottoming out" almost a decade earlier than had been projected back in 2007-08 – at 46,046 students in 2008-09, rather than in 2016-17 at roughly that number – PPS enrollment has now grown to 48,098 in the current (2013-14) year.

However, as in the past, this overall seemingly modest gain of 10% district-wide has varied widely in different parts of the district. At least 12 schools have experienced enrollment increases of 30% or more in the last five years. This year, enrollment strains at several schools— e.g. SW Portland's Lincoln High School, and Beverley Cleary K-8 in NE Portland– have prompted recent meetings attended by hundreds of parents, discussing options that range from portable classrooms to large remodeling/expansion projects. (Not surprisingly, few parents have urged PPS officials to relieve over-crowding at these schools by "re-districting out" their students to nearby schools.)

Yet in other parts of PPS, particularly in diverse and lower income neighborhoods, some schools have experienced declines of 5% or even 15% in their enrollments.

Matching the proper number of students with existing facilities –many over 60 years old – isn't easy even under relatively stable circumstances. But at the neighborhood level, the challenges posed by growing enrollment will likely further exacerbate these space limitations, forcing the district to ponder significant changes in boundary lines, facility configurations, or both.

And as unlikely as it might have seemed five years ago, there's a distinct possibility that some closed school buildings could now be considered for re-opening. But that will provide little comfort to those whose neighborhood schools were closed just a few years ago.

Appendix 2 –Interviews

Community and PPS

1. SACET Co-Chairs and PPS staff
2. City of Portland Bureau of Planning & Sustainability
3. SACET Members
4. Our Portland Our Schools
5. SuperSAC
6. Madison Cluster PTA Network
7. Portland Parents Coalition
8. BESC Stakeholders/ Regional Administrators, Chief Academic Officer and Superintendent
9. PPS Facilities
10. City of Portland Diversity and Civic Leadership Program / Office of Neighborhood Involvement
11. Portland Council of PTAs
12. Lincoln Cluster Parents
13. Bond Advisory Committee
14. Urban League Parent Group / KairosPDX
15. All Hands Raised
16. Scott School Parent Group
17. Portland Association of Teachers
18. Latino Network
19. Coalition of the Communities of Color
20. PPS Principals Association
21. PPS Office of Equity & Partnerships

Representatives from school districts and education organizations

1. Christie, Kathy. Vice President, Knowledge/Information Management & Dissemination, Education Commission of the States
2. Crispell, Bruce. Director of Long Range Planning, Montgomery County Public Schools (MD)
3. Driscoll, Kim. Mayor, Salem, MA
4. Fair, Ryan. Director of Enrollment, Minneapolis Public Schools
5. Ives, Andrea. Director of Enrollment Services, Denver Public Schools
6. Lazarus, William. Seer Analytics
7. Libros, Tracy. Manager of Enrollment and Planning, Seattle Public Schools
8. Lowe, Jonathan. Director of Student Assignment, Jefferson County Public Schools (KY)
9. Mincberg, Cathy. Executive Director, Center for the Reform of School Systems
10. National Association of School Superintendents
11. Paulson, Mary. Chief of Staff, Salem-Keizer School District
12. Peyton, Tony. Director of Policy—Office of the Mayor, Louisville, KY
13. Posey, Lee. National Council of State Legislatures
14. Schild, Randy. Superintendent, Tillamook School District (OR)
15. Vance, Amelia. National Association of State Boards of Education

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Board of Education Informational Report

MEMORANDUM

Date: June 2, 2014

To: Members of the Board of Education

Subject: Commitment to Reduce Exclusionary Discipline

This Memorandum provides an informational update on our commitment to reduce exclusionary discipline throughout the District with a focus on reducing disproportionate discipline for our students of color.

The Board presentation will be comprised of the following components:

1. Community Education Partners

Community Education Partners (CEP) will provide an organizational report as well as recommendations to the Board regarding how to reduce exclusionary discipline.

2. PPS Update

Goals to Reduce Exclusionary Discipline

The Office of Equity & Partnerships, under the direction of Superintendent Smith, was asked to lead (a) development of goals to reduce exclusionary discipline Districtwide and (b) development and implementation of a work plan to reach those goals.

Chief Equity Officer Lolenzo Poe held several meetings with internal staff, community members and partners to discuss goal-setting. The following goals were established:

1) *50% reduction in overall exclusionary discipline & 50% reduction in disproportionality in exclusionary discipline in 2 years.*
   - Year 1: 50/50 reduction in 10-20 target schools.
   - Year 2: 50/50 reduction district-wide.

2) *Agreement to participate in a broad-based community discussion led by Portland Parents Union to determine a moratorium recommendation.*

Data Overview & Identification of Year One Target Schools

PPS has formed a cross-functional team to improve data collection, analysis and reporting as it pertains to discipline data. Enclosed are a series of reports that provide an overview of our discipline data, including examples of new ways that the data team is visualizing data.

Moving forward, the data team will identity the top and lowest performing schools as it pertains to discipline, using an index of multiple measurements. This identification will feed into a larger process to identify year one target schools in collaboration with community members and partners.

Current Strategies to Address Exclusionary Discipline

To reach the district goals of reducing exclusions and eliminating disparities in disciplinary outcomes we have identified and begun implementing high leverage strategies. The following is an overview of the strategies showing promise:

Culturally Responsive Positive Behavior Interventions and Supports (CR-PBIS). Culturally responsive PBIS engages students, families, and staff in establishing an organized framework of culturally responsive effective school climate practices. The following article provides an overview of CR-PBIS. http://www.equityallianceatasu.org/sites/default/files/CRPBIS_Matters.pdf

Restorative Justice. Restorative Justice (RJ) emerged as an alternative discipline model to reduce exclusions, as well as decrease police and juvenile justice involvement. RJ includes a variety of proactive and reactive processes such as restorative inquiry, mediation, conferencing, dialogue, etc. There are three fundamental underpinnings found in restorative practices: Understanding the impact and repairing the harm, engaging community and empowering all involved.

Playworks. A strategy that has been useful in reducing disciplinary incidents that occur or arise from the playground. The following link provides more information: http://www.playworks.org/

Centralized Expulsion Hearing Process. This year we have centralized our expulsion process. We have significantly reduced the number of hearings and expulsions. Please see the attached data for more detail.

DISCIPLINE DATA - OVERVIEW

May 30th, 2013

% of students excluded
(2007/8 – 2012/13)

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Black %	18.3%	18.1%	18.0%	14.3%	15.7%	14.8%
Overall %	7.1%	7.2%	7.0%	5.6%	5.3%	4.7%
White %	4.7%	4.8%	5.0%	3.8%	3.6%	3.0%

◆ Overall %   ■ Black %   ▲ White %
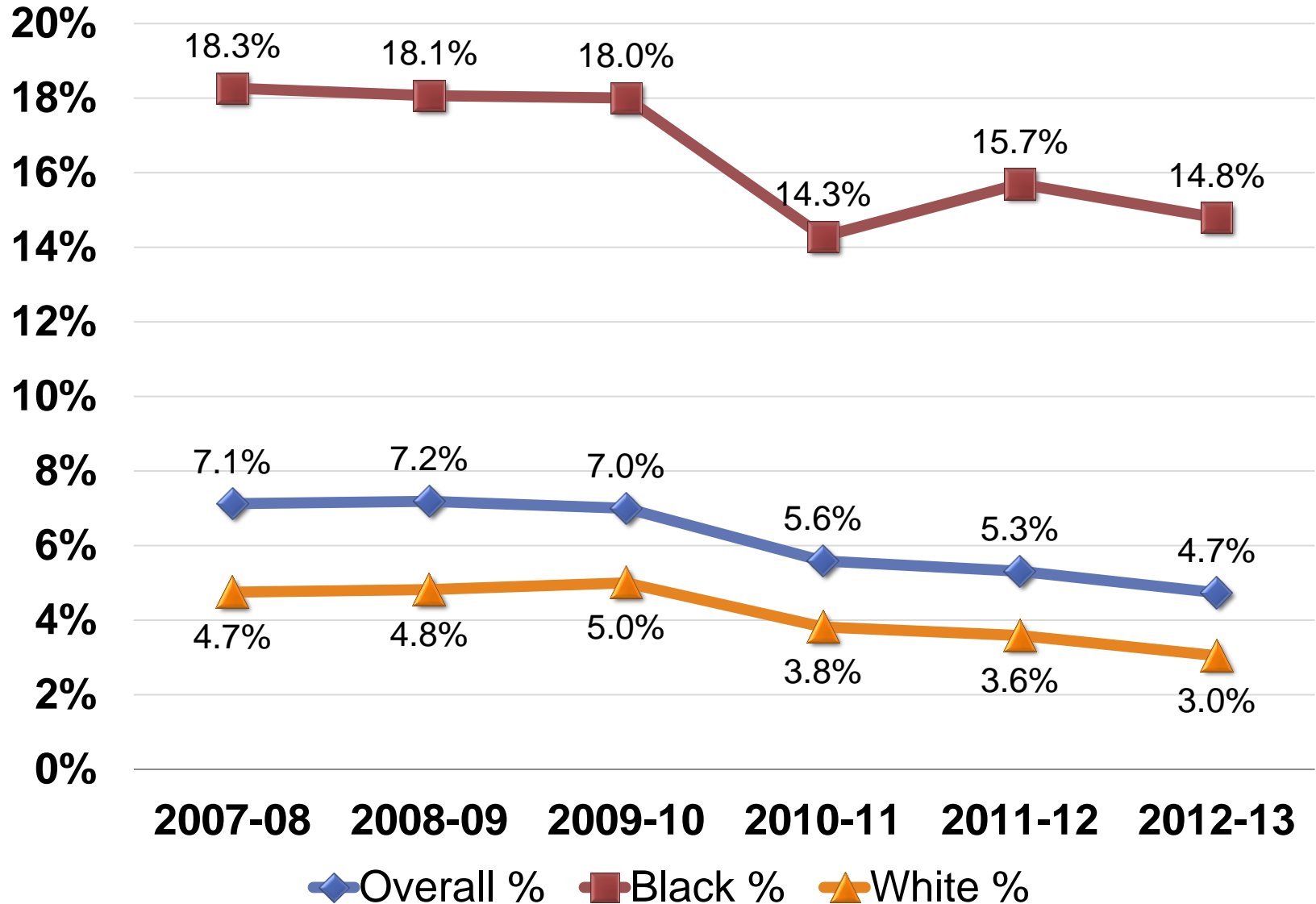
% of Students Excluded by School Level
(2007/8 – 2012/13)
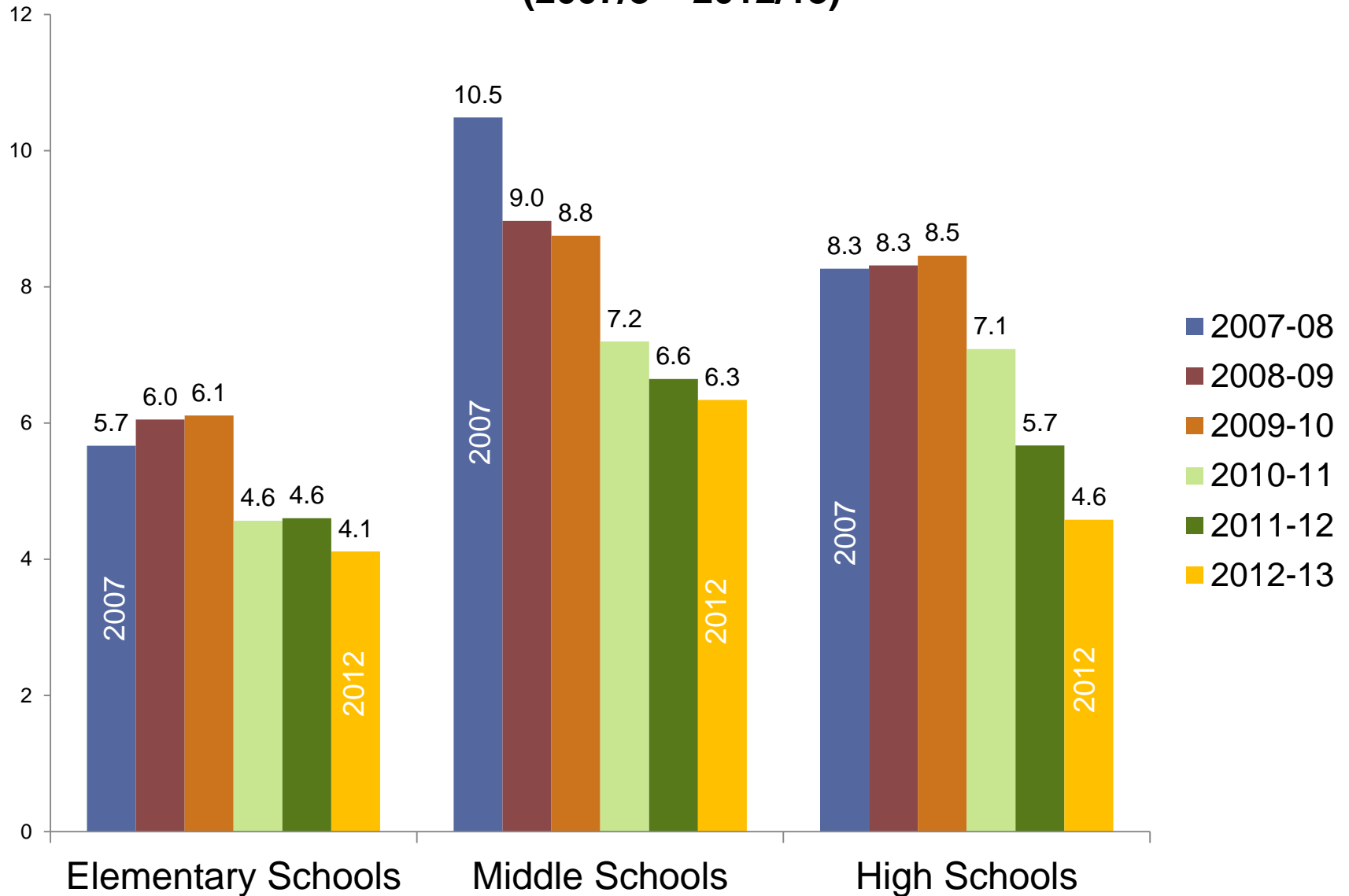
Number of Discipline Incidents for "Disruptive Behavior" Per 100 Students across Multnomah County Districts
(2012-13)
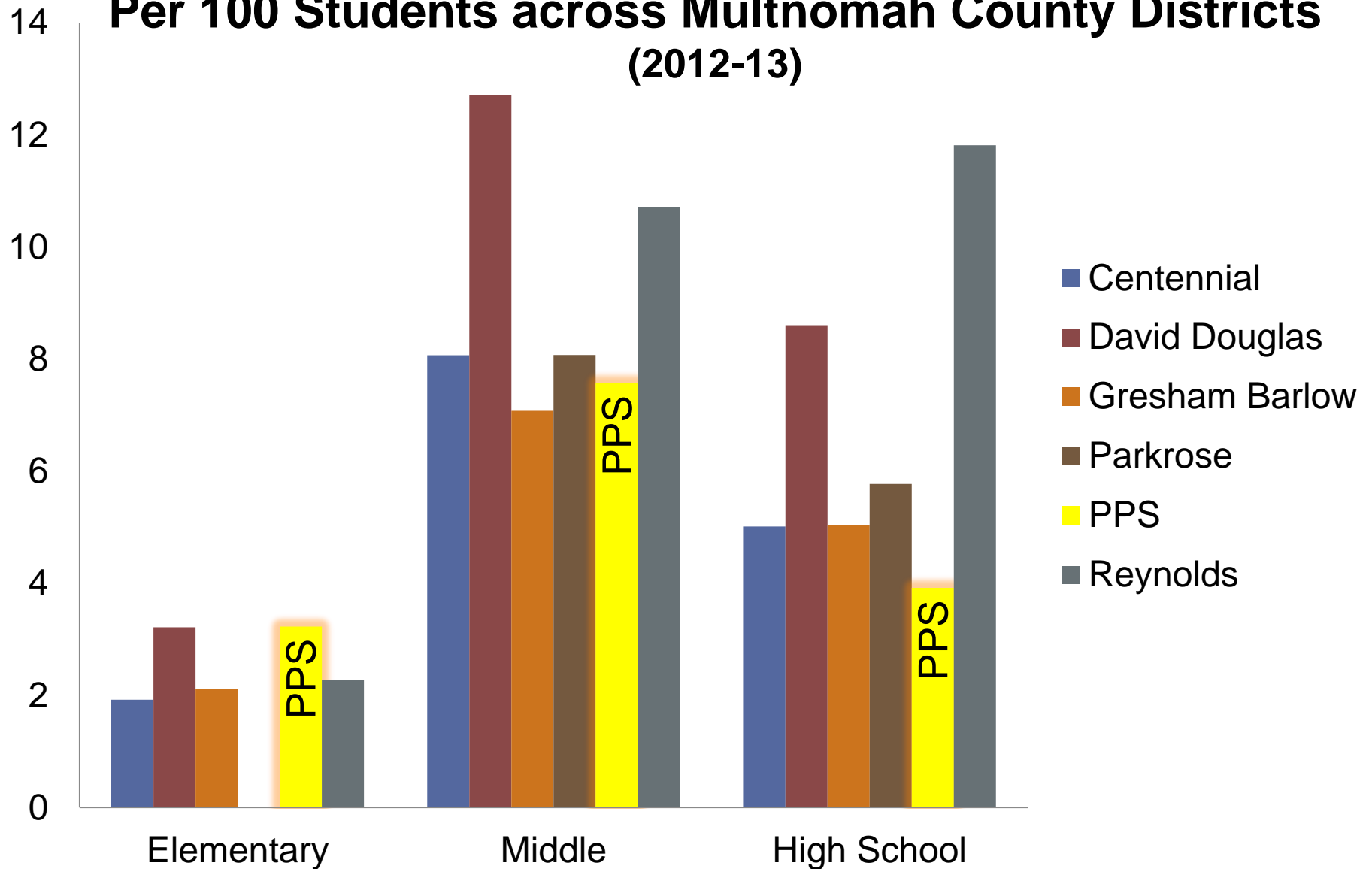
PPS Rate of Discipline 2012-13
(Students excluded/enrollment)

Group Name
(race/ethnic group exclusions/
race/ethnic group enrollment)

Asian
(80/3664) — 2.0%

Black
(864/5065) — 2.5% — 14.5%

Hispanic
(460/7112) — 0.8% — 5.7%

Multiple
(186/3031) — 1.2% — 4.9%

Native
(51/452) — 2.2% — 9.1%

Pacific Islander
(15/403) — 0.7% — 3.0%

White
(976/25574) — .6% — 3.3%

■ Disobedience and Disruptive Behavior only

■ Other Offenses

0% 2% 4% 6% 8% 10% 12% 14% 16% 18%

Percent of Subgroup excluded at least once for In-School or Out-of School Suspension or Expulsion
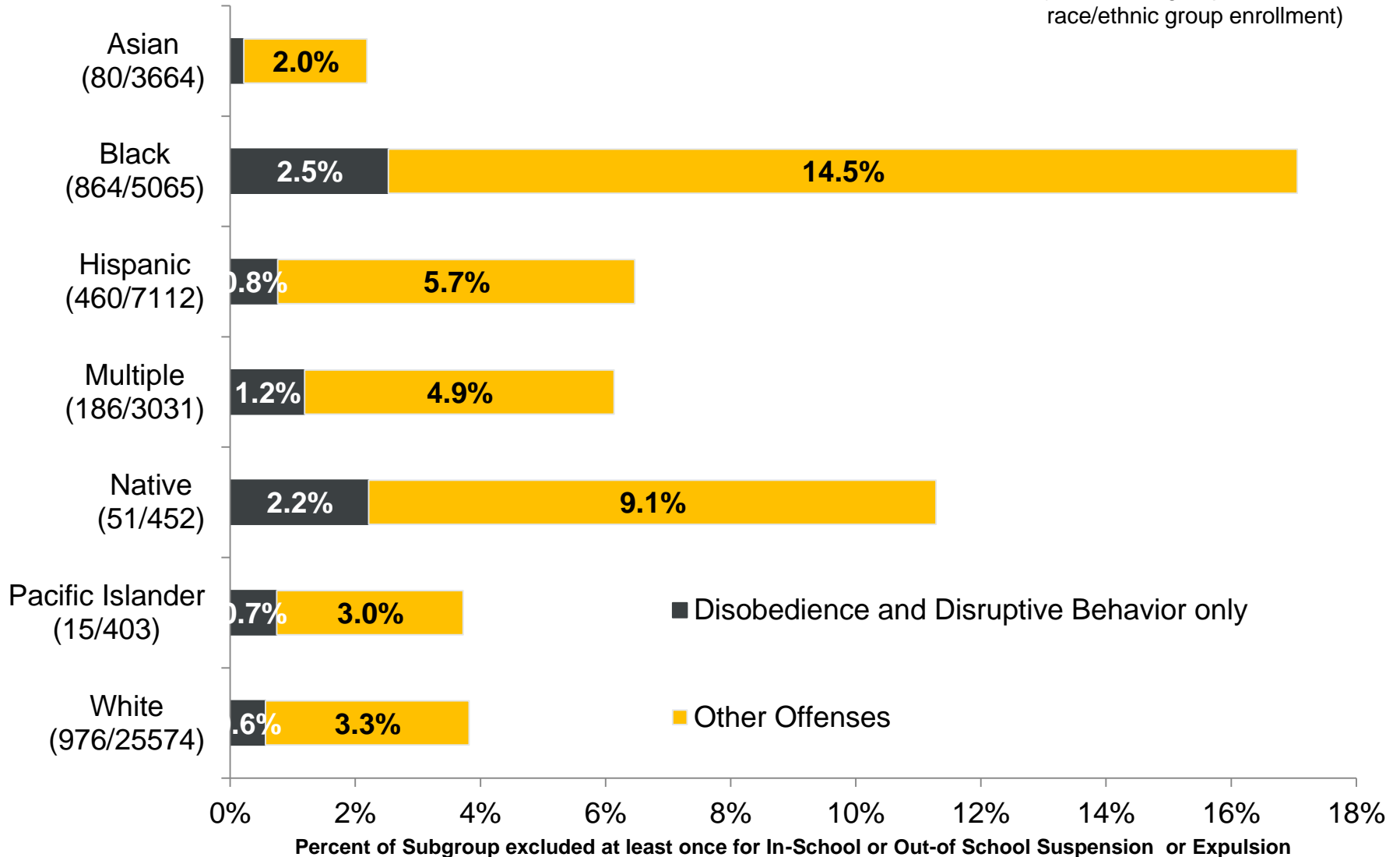
Average # of lost instructional days per student by race (2012-13)
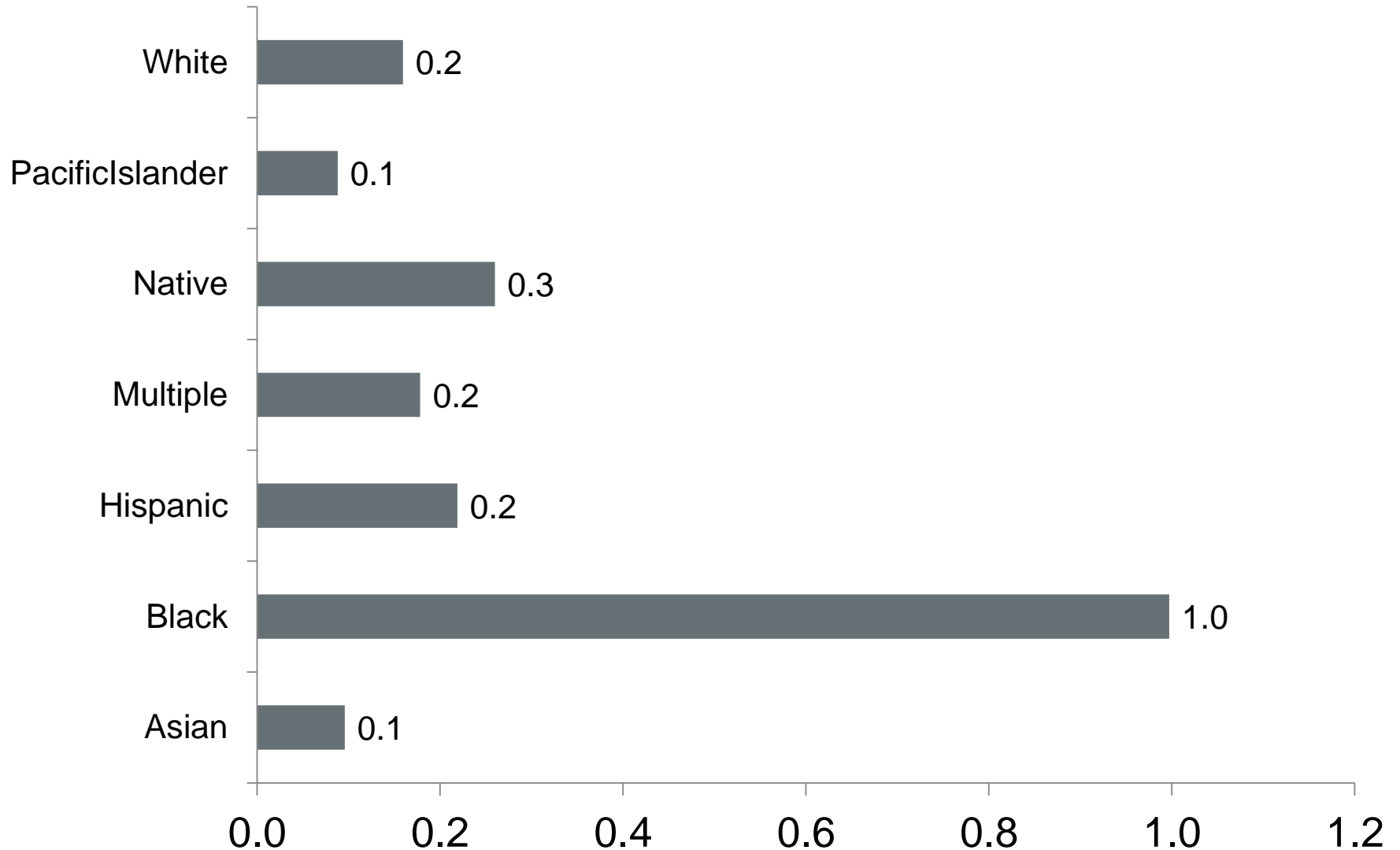
Pre-K to 2nd grade Student Days Excluded (Out-of-School Suspension, In-School Suspension) -2012-13

	PK-2 2012-2013 White	PK-2 2012-2013 Black	PK-2 2012-2013 Hispanic	PK-2 2012-2013 Others
Others	50	44	14	20
Threat/Intimidation	119	48	14	26
Disobedence / Disorderly Conduct	116	66	16	21
Fighting and Battery	123	67	39	33

Legend: ■ Fighting and Battery ■ Disobedence / Disorderly Conduct ■ Threat/Intimidation ■ Others
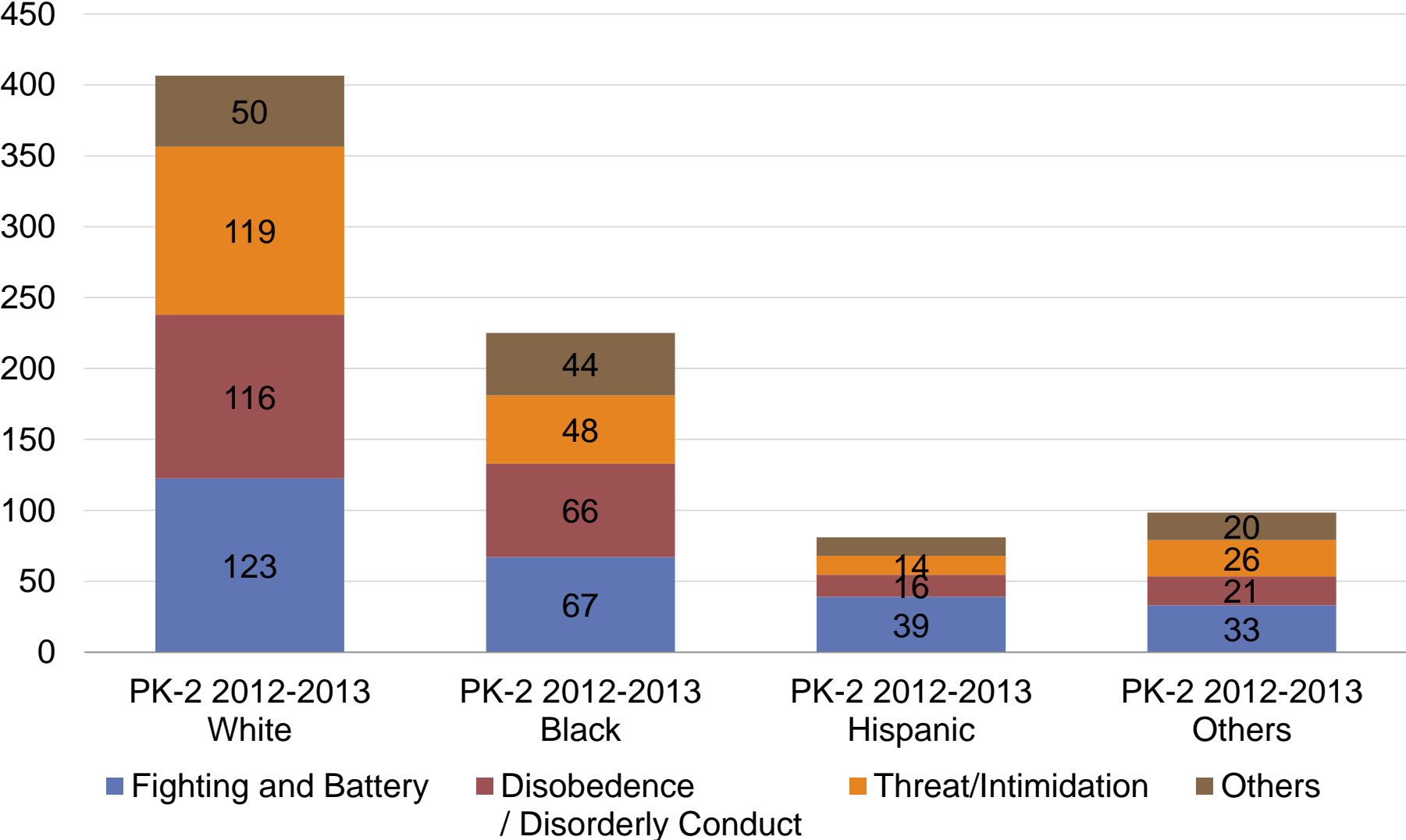
Key Findings

- Exclusionary incidents have been decreasing since 2007, especially at the high school level

- African American students, followed by Native students, experience the greatest percentage of exclusionary incidents

- Exclusionary incidents have been decreasing for African American students since 2007

- However, the relative rate of exclusionary incidents between African American and white students has not improved over time

- Middle grades is where PPS students experience the greatest number of exclusionary incidents

Next Steps Related to Data Analysis and Reporting

- Conduct analysis on discipline to identify highest and lowest performing schools

- Work with Exclusionary Discipline Committee to determine criteria for identifying 2014-2015 target schools

- Develop standard reporting formats and reporting intervals

PPS Report: Five Year Trend of Distinct Students Excluded by Out-of-School Suspension or Expulsion

Introduction: This report uses trendlines that begin in the 2007/08 school year and end with the 2012/13 school year. Over this time period, the trendlines depict total number of students excluded over time, percentage of students excluded over time, total number of black students excluded over time and total percentage of black students excluded over time at both district-wide and individual school levels.

How to read this report: Each trendline, also called a "spark line" is formatted so that the far left of the trend line equates with the year 2007-8. The far right of the trendline equates with the year 2012-13. See below for a depiction. The "average change" of the trendlines tell us how quickly these trends are changing every year. For example, the Elementary School trendline for Total # of students excluded is changing at a rate of -78 students per year. We can interpret this as: since 2007, Elementary schools have had excluded, on average, 78 fewer students than the year before.

Also, note that in each "average change" column, green indicates a positive trend (as we want exclusionary discipline to trend downwards over time).

Trendline: Total # of Students Excluded	Average change of Trendline (How quickly is the total number of students changing?)
Elementary Schools 2007-8 2012-13	-78 stdnts/ year

This trend depicts an overall decline over five years in number of students excluded

Trends of Distinct Students Excluded by Out-of-School Suspension or Expulsion
2007/08 - 2012/13

	Trendline: Total # of Students Excluded	Average change of Trendline (How quickly is the total number of students changing?)	Trendline: Total % of Students Excluded	Average change of Trendline (How quickly is the total % of excluded students changing?)	Trendline: Total # of Black Students Excluded	Average change of Trendline (How quickly is the number of black exclusions changing?)	Trendline: Total % of Black Students Excluded	Average change of Trendline (How quickly is the % black exclusions changing?)	Trendline: Black relative to White over time
Elementary Schools		-78 stdnts/ year		-0.4% / year		-58 stdnts/ year		-0.8% / year	
Middle Schools		-50 stdnts/ year		-0.8% / year		-10 stdnts/ year		-0.6% / year	
High Schools		-99 stdnts/ year		-0.8% / year		-39 stdnts/ year		-1.3% / year	
Alternatives		-1 stdnts/ year		-0.3% / year		-2 stdnts/ year		-1.7% / year	
Special Services		-14 stdnts/ year		-6.5% / year		-3 stdnts/ year		-3.3% / year	
Charter Schools		15 stdnts/ year		0.6% / year		4 stdnts/ year		2.5% / year	
Summary		**-222 stdnts/ year**		**-0.5% / year**		**-105 stdnts/ year**		**-0.8% / year**	

Average change calculated with slope function in Excel

Trends of Distinct Students Excluded by Out-of-School Suspension or Expulsion
2007/08 - 2012/13

	Trendline: Total # of Students Excluded	Average change of Trendline (How quickly is the total number of students changing?)	Trendline: Total % of Students Excluded	Average change of Trendline (How quickly is the total % of excluded students changing?)	Trendline: Total # of Black Students Excluded	Average change of Trendline (How quickly is the number of black exclusions changing?)	Trendline: Total % of Black Students Excluded	Average change of Trendline (How quickly is the % black exclusions changing?)	Trendline: Black relative to White over time
Abernethy		-1 stdnts/ year		-0.3%/ year		0 stdnts/ year		-0.4%/ year	
Access		1 stdnt/ year		0.3%/ year		0 stdnts/ year			
Ainsworth		0 stdnts/ year		0.0%/ year		0 stdnts/ year		0.0%/ year	
Alameda		0 stdnts/ year		-0.1%/ year		0 stdnts/ year		-1.5%/ year	
Alliance		-3 stdnts/ year		-0.3%/ year		-2 stdnts/ year		-2.1%/ year	
Arleta		4 stdnts/ year		0.6%/ year		0 stdnts/ year		2.8%/ year	
Arthur Academy		4 stdnts/ year		2.3%/ year		0 stdnts/ year		4.3%/ year	
Astor		3 stdnts/ year		0.5%/ year		0 stdnts/ year		-0.1%/ year	
Atkinson		3 stdnts/ year		0.6%/ year		0 stdnts/ year		0.9%/ year	
Beach		-3 stdnts/ year		-0.9%/ year		-2 stdnts/ year		-1.7%/ year	
Beaumont		-8 stdnts/ year		-2.1%/ year		-5 stdnts/ year		-1.5%/ year	
Benson		-8 stdnts/ year		-0.3%/ year		-5 stdnts/ year		-0.4%/ year	
Beverly Cleary		-4 stdnts/ year		-0.9%/ year		-2 stdnts/ year		-1.2%/ year	
Bridger		-1 stdnts/ year		-0.2%/ year		-1 stdnts/ year		-1.7%/ year	
Bridlemile		1 stdnts/ year		0.2%/ year		0 stdnts/ year		0.0%/ year	
Buckman		6 stdnts/ year		1.2%/ year		1 stdnt/ year		4.4%/ year	
Capitol Hill		1 stdnts/ year		0.3%/ year		0 stdnts/ year		-0.4%/ year	
César Chávez		-5 stdnts/ year		-0.4%/ year		-4 stdnts/ year		-2.3%/ year	

Average change calculated with slope function in Excel

Trends of Distinct Students Excluded by Out-of-School Suspension or Expulsion
2007/08 - 2012/13

	Trendline: Total # of Students Excluded	Average change of Trendline (How quickly is the total number of students changing?)	Trendline: Total % of Students Excluded	Average change of Trendline (How quickly is the total % of excluded students changing?)	Trendline: Total # of Black Students Excluded	Average change of Trendline (How quickly is the number of black exclusions changing?)	Trendline: Total % of Black Students Excluded	Average change of Trendline (How quickly is the % black exclusions changing?)	Trendline: Black relative to White over time
Chapman		-2 stdnts/ year		-0.4%/ year		-1 stdnts/ year		-3.5%/ year	
Chief Joseph		-2 stdnts/ year		-0.5%/ year		-1 stdnts/ year		-1.1%/ year	
Cleveland		-9 stdnts/ year		-0.6%/ year		-1 stdnts/ year		-1.2%/ year	
CM2 Opal School		0 stdnts/ year		-0.4%/ year		0 stdnts/ year		0.0%/ year	
Creative Science		-2 stdnts/ year		-0.8%/ year		0 stdnts/ year		0.0%/ year	
Creston		-3 stdnts/ year		-0.9%/ year		0 stdnts/ year		0.1%/ year	
da Vinci		0 stdnts/ year		-0.1%/ year		0 stdnts/ year		1.5%/ year	
Duniway		-2 stdnts/ year		-0.4%/ year		0 stdnts/ year		-8.0%/ year	
Emerson		0 stdnts/ year		0.0%/ year		0 stdnts/ year		0.0%/ year	
Faubion		-2 stdnts/ year		-1.0%/ year		-2 stdnts/ year		-1.3%/ year	
Forest Park		0 stdnts/ year		0.0%/ year		0 stdnts/ year		0.0%/ year	
Franklin		-5 stdnts/ year		-0.6%/ year		0 stdnts/ year		0.4%/ year	
George		1 stdnts/ year		-0.2%/ year		2 stdnts/ year		-2.8%/ year	
Glencoe		-2 stdnts/ year		-0.3%/ year		-1 stdnts/ year		-2.3%/ year	
Grant		-6 stdnts/ year		-0.4%/ year		-4 stdnts/ year		-0.7%/ year	
Gray		-2 stdnts/ year		-0.5%/ year		-1 stdnts/ year		-2.9%/ year	
Grout		-2 stdnts/ year		-0.7%/ year		-1 stdnts/ year		-1.7%/ year	
Harrison Park		6 stdnts/ year		0.7%/ year		4 stdnts/ year		1.5%/ year	

Average change calculated with slope function in Excel

Trends of Distinct Students Excluded by Out-of-School Suspension or Expulsion
2007/08 - 2012/13

	Trendline: Total # of Students Excluded	Average change of Trendline (How quickly is the total number of students changing?)	Trendline: Total % of Students Excluded	Average change of Trendline (How quickly is the total % of excluded students changing?)	Trendline: Total # of Black Students Excluded	Average change of Trendline (How quickly is the number of black exclusions changing?)	Trendline: Total % of Black Students Excluded	Average change of Trendline (How quickly is the % black exclusions changing?)	Trendline: Black relative to White over time
Hayhurst		-1 stdnts/ year		-0.3%/ year		-1 stdnts/ year		-2.7%/ year	
Hosford		-4 stdnts/ year		-0.8%/ year		1 stdnts/ year		3.2%/ year	
Humboldt		0 stdnts/ year		0.3%/ year		2 stdnts/ year		1.8%/ year	
Irvington		-3 stdnts/ year		-0.6%/ year		-2 stdnts/ year		-0.6%/ year	
Jackson		-5 stdnts/ year		-0.5%/ year		-1 stdnts/ year		-1.5%/ year	
James John		1 stdnts/ year		0.2%/ year		0 stdnts/ year		-0.7%/ year	
Jefferson		-23 stdnts/ year		-2.4%/ year		-17 stdnts/ year		-2.5%/ year	
Kelly		4 stdnts/ year		0.4%/ year		1 stdnts/ year		1.5%/ year	
King		-6 stdnts/ year		-0.9%/ year		-7 stdnts/ year		-1.5%/ year	
Lane		-11 stdnts/ year		-2.3%/ year		-1 stdnts/ year		-4.2%/ year	
Laurelhurst		0 stdnts/ year		0.1%/ year		0 stdnts/ year		1.4%/ year	
Lee		3 stdnts/ year		0.5%/ year		2 stdnts/ year		1.2%/ year	
Lent		1 stdnts/ year		-0.2%/ year		1 stdnts/ year		1.5%/ year	
LEP Charter H.S.		7 stdnts/ year		-0.3%/ year		2 stdnts/ year		-0.2%/ year	
Lewis		1 stdnts/ year		0.1%/ year		0 stdnts/ year		-2.9%/ year	
Lincoln		-3 stdnts/ year		-0.3%/ year		-2 stdnts/ year		-2.5%/ year	
Llewellyn		0 stdnts/ year		-0.3%/ year		-1 stdnts/ year		-2.9%/ year	
Madison		-7 stdnts/ year		-1.4%/ year		-4 stdnts/ year		-2.1%/ year	

Average change calculated with slope function in Excel

Trends of Distinct Students Excluded by Out-of-School Suspension or Expulsion
2007/08 - 2012/13

	Trendline: Total # of Students Excluded	Average change of Trendline (How quickly is the total number of students changing?)	Trendline: Total % of Students Excluded	Average change of Trendline (How quickly is the total % of excluded students changing?)	Trendline: Total # of Black Students Excluded	Average change of Trendline (How quickly is the number of black exclusions changing?)	Trendline: Total % of Black Students Excluded	Average change of Trendline (How quickly is the % black exclusions changing?)	Trendline: Black relative to White over time
Maplewood		0 stdnts/ year		0.0% / year		0 stdnts/ year		-2.7%/ year	
Markham		1 stdnt/ year		0.2% / year		0 stdnts/ year		-0.8%/ year	
Marshall		6 stdnts/ year		1.4% / year		4 stdnts/ year		2.2%/ year	
Marysville		-6 stdnts/ year		-1.3%/ year		-2 stdnts/ year		-3.4%/ year	
MLC		0 stdnts/ year		0.0% / year		0 stdnts/ year		0.5% / year	
Mt Tabor		-3 stdnts/ year		-0.5%/ year		-1 stdnts/ year		-0.2%/ year	
Ockley Green		-3 stdnts/ year		1.2% / year		-4 stdnts/ year		1.9% / year	
Peninsula		1 stdnts/ year		0.3% / year		0 stdnts/ year		0.5% / year	
Portland Village		0 stdnts/ year		-0.2%/ year		0 stdnts/ year		0.1% / year	
PPS Pioneer Programs		-14 stdnts/ year		-2.4%/ year		-3 stdnts/ year		5.6% / year	
Richmond		0 stdnts/ year		-0.1%/ year		0 stdnts/ year		0.0% / year	
Rieke		-1 stdnts/ year		-0.2%/ year		0 stdnts/ year		-1.0%/ year	
Rigler		-2 stdnts/ year		-0.2%/ year		-1 stdnts/ year		0.4% / year	
Roosevelt		-2 stdnts/ year		-0.6%/ year		-1 stdnts/ year		-1.5%/ year	
Rosa Parks		-12 stdnts/ year		-2.0%/ year		-7 stdnts/ year		-2.9%/ year	
Roseway Heights		-11 stdnts/ year		-1.7%/ year		-5 stdnts/ year		-5.6%/ year	
Sabin		-2 stdnts/ year		-0.4%/ year		-2 stdnts/ year		-0.2%/ year	
Scott		-14 stdnts/ year		-2.6%/ year		-6 stdnts/ year		-5.2%/ year	

Average change calculated with slope function in Excel

Trends of Distinct Students Excluded by Out-of-School Suspension or Expulsion
2007/08 - 2012/13

	Trendline: Total # of Students Excluded	Average change of Trendline (How quickly is the total number of students changing?)	Trendline: Total % of Students Excluded	Average change of Trendline (How quickly is the total % of excluded students changing?)	Trendline: Total # of Black Students Excluded	Average change of Trendline (How quickly is the number of black exclusions changing?)	Trendline: Total % of Black Students Excluded	Average change of Trendline (How quickly is the % black exclusions changing?)	Trendline: Black relative to White over time
Self Enhancement Inc.		3 stdnts/ year		2.6% / year		2 stdnts/ year		2.5% / year	
Sellwood		-6 stdnts/ year		-1.3% / year		-1 stdnts/ year		-6.7% / year	
Sitton		-7 stdnts/ year		-2.2% / year		-2 stdnts/ year		-3.0% / year	
Skyline		1 stdnts/ year		0.4% / year		0 stdnts/ year		0.0% / year	
Stephenson		1 stdnts/ year		0.2% / year		0 stdnts/ year		0.0% / year	
Sunnyside		-2 stdnts/ year		-0.4% / year		0 stdnts/ year		-0.6% / year	
Trillium		2 stdnts/ year		0.6% / year		0 stdnts/ year		2.4% / year	
Vernon		-12 stdnts/ year		-2.9% / year		-9 stdnts/ year		-2.8% / year	
Vestal		-1 stdnts/ year		-0.4% / year		0 stdnts/ year		-0.3% / year	
West Sylvan		-4 stdnts/ year		-0.5% / year		0 stdnts/ year		0.0% / year	
Whitman		-2 stdnts/ year		-0.6% / year		0 stdnts/ year		1.2% / year	
Wilson		2 stdnts/ year		0.3% / year		0 stdnts/ year		1.7% / year	
Winterhaven		0 stdnts/ year		0.0% / year		0 stdnts/ year		-3.2% / year	
Woodlawn		-6 stdnts/ year		-1.4% / year		-5 stdnts/ year		-1.9% / year	
Woodmere		2 stdnts/ year		0.6% / year		0 stdnts/ year		2.0% / year	
Woodstock		-3 stdnts/ year		-0.8% / year		0 stdnts/ year		-3.5% / year	

Average change calculated with slope function in Excel

Notes:

Trendlines begin with the 2007/08 school year and end with the 2012/13 school year (for a total of six observations). The trendlines above are all formatted to the same years (i.e., 2007/8 is the far left of the trendline and 2012/13 is the far right of the trendline). The "average change" of the trendlines tell us how quickly these trends are changing every year. For example, the Elementary School trendline for Total # of students excluded is changing at a rate of -78 students per year. We can interpret this as: since 2007, Elementary schools have had excluded, on average, 78 fewer students than the year before.

Flat trendlines reflect a small population of black students at the given school.

Schools with small populations of Black students can have data that fluctuates from year to year.

Conditional formatting was applied to each "average change" column. Green indicates a positive trend (we want exclusionary discipline to trend downwards over time).

Total Days Excluded by in School or Out of School Suspension, by Grade group, Race, year (2007-09 to 2012-13)

Y-axis: Days not in class by Suspension (0–2200)

Column groups (each group has grades/years 7, 8, 9, 10, 11, 12):
PK-2 White · PK-2 Black · 3-5 White · 3-5 Black · 6-8 White · 6-8 Black · 9-12 White · 9-12 Black

Offense	7	8	9	10	11	12	7	8	9	10	11	12	7	8	9	10	11	12	7	8	9	10	11	12	7	8	9	10	11	12	7	8	9	10	11	12	7	8	9	10	11	12	7	8	9	10	11	12
Fighting (Mutual Altercation)	20	21	21	26	24	20	39	66	43	36	37	23	72	79	82	68	100	43	179	168	178	129	197	71	242	234	291	162	133	158	480	355	376	282	242	361	184	197	202	145	175	160	439	306	333	261	281	263
Threat/Intimidation	98	176	150	123	141	119	91	82	65	50	35	48	94	149	124	93	115	88	160	184	142	79	117	76	236	196	194	205	142	135	259	281	257	181	155	179	178	146	153	107	103	101	169	167	145	112	138	123
Disorderly Conduct	78	114	89	51	75	69	45	60	55	29	47	31	62	82	96	54	91	49	79	142	119	73	127	45	263	133	163	142	103	77	304	254	213	109	155	212	169	166	130	105	41	41	174	181	195	144	98	82
Insubordination (Disobedience)	37	47	45	42	60	47	49	87	34	21	9	35	54	47	79	48	62	40	111	66	66	66	43	30	265	216	209	153	120	94	381	273	176	142	134	176	172	185	164	129	67	81	249	208	145	179	135	109
Battery (Physical Attack/Harm)	51	84	130	92	88	103	75	100	131	47	71	44	28	76	61	73	78	60	65	124	152	74	56	57	196	143	161	96	106	84	106	158	150	93	92	140	47	25	45	43	20	19	27	24	36	35	10	21
Attendance Policy Violation	6	3	3		4	8	1	2	6	1	3	3	2	6	9	3	3	5	4	5	15	5	4	6	100	39	29	30	35	25	50	55	31	24	20	35	266	240	226	237	103	194	220	127	132	123	71	69
Violation of School Rules	24	8	31	9	37	16	17	19	25	8	5	24	22	24	35	20	54	29	23	18	42	39	24	8	112	94	72	73	106	70	162	63	95	43	50	75	62	53	85	77	48	50	104	76	76	76	18	38
Obscene Behavior	3	3	5	8	6	4	8	6	4	8	4	1	9	25	29	13	15	15	28	39	28	22	8	16	107	88	96	65	88	34	129	77	85	37	50	48	88	77	76	46	22	47	76	55	52	41	31	62
Harassment, Nonsexual	25	8	11	15	10	13	21	16	5	5	8	6	6	23	45	25	35	21	35	34	53	26	41	31	65	128	95	98	48	60	79	88	70	72	55	57	24	47	27	28	31	26	53	43	38	41	52	28
Theft		5	3		7	1	10	6	3	3		3	8	22	7	11	12	6	27	32	13	15	9	15	59	34	54	31	40	13	44	60	48	41	37	58	42	58	37	41	51	20	105	99	94	52	44	47
Weapons Possession	4	12						5	3	2			17	61	5	1			55	40	5	4	5		66	71	89	11	2	4	43	51	51	45	49		64	43	74	45	9	5	33	60	12	46	4	
Drugs Excluding Alcohol and Tobacco																								5	11	61	35	70	50	14	4	5	15	45		2	24	62	69	81	96	68	12	11	129	26	33	26
Harassment, Sexual	2	5	13	6	3	2	28	11	4	4		3	8	18	7	3	2	11	17	11	23	7	7	5	35	39	44	37	62	16	48	70	46	46	14	41	9	22	5	16	11	11	24	33	25	23	25	11
Vandalism	8	8	3	3		2		8	4	1	1	1	9	11	6	3	2	4	4	6	6	4	2	8	25	60	26	19	6	19	14	17	20	14	5	15	36	22	22	32	29	17	2	14	12	8	9	14
Arson				3				2	1	2		1	10			2	5	10	4	16	13			2	24	30	23	12	15	13	3	6	8	3	9	9	7	3	6	3	6	2		9		4		2
Other Offenses									2														5		3	2			1		5	5	2	1		4	12	10	2		1	4	13	8	11	10	23	2
Trespassing									2						2								1		20	14			1	11	20	12	3		1		9	8	16	17	21		7	14	7	6	4	10
Sexual Offenses, Other	2	10	3	10	7	5	4	1	3	1	1	3	6	1	7		5	3	6	3	6			1	10	5	3	1		4	4	3	2	8			2	1	3	4		3			3		8	2
Alcohol													4												1	18	2		8				12			1	16	1	9	9	6	16		1	13	4	2	1
Physical Altercation, Minor		2		3						1	2		2		3		2		3					2	6	4	2	12	3	4	15	17	3	6	3	1				4			6	1	4		1	3
Burglary/Breaking and Entering																								6	17	5	6		9				5			21	10	10			9							
Tobacco													1											1	20	12	7	1	2		1						5	1	3	5	5			2	1			
School Threat									1				2		3		5				3			4	1	7	2	7	1		4	2	3	1	5		1	7	2		5						1	
Robbery																																								20					8			
Sexual Battery									1												1							1						2											3			1
Inappropriate Use of Medication																																							3								2	

Culturally Responsive Positive Behavior Interventions and Supports

Culturally Responsive Positive Behavior Interventions and Supports can be thought of as a graphic organizer that contains all efforts aimed at addressing the social, emotional, and behavioral needs of all students. The purpose of CR-PBIS is to establish a multi tiered system of prevention-based supports and interventions. When fully implemented, CR-PBIS includes a data–driven team based early warning system. This team-based process allows staff to identify students who are struggling early and to respond sooner. Using established interventions, students are able to receive support at the earliest point possible.

Practices Include
- School Wide and classroom expectations defined and taught (Playworks structures the playground areas in many of our schools
- Effective classroom management emphasizing connection and community
- Family engagement - early and often
- Acknowledgement systems
- Consequence systems that are predicable
- Evidence based interventions
- Culturally responsive practices
- Restorative practices
- Social Emotional Learning curriculum such as Second Steps, MindUp, etc.

Common Teams/Systems
- Climate/PBIS Team (Consensus Driven process)
- Reflection on behavioral practices as part of staff meetings or in building Professional Development (PD)
- Professional Learning Communities/grade level teams/subject centered teams- that use data for instructional in intervention planning
- Individual Student Intervention Team
- Resources – time to meet/coordinate/train
    - District Data Team (Central office)
    - Training/Coaching/Coordination/TA
- **All Teams meet regularly**

Integrated Data Set for Decision Making
- Data-based decision making that is inclusive of multiple perspectives (family, student, staff, community)
- Prescribed & consistent data set that includes- Discipline Referrals, Attendance, achievement, climate survey data, CR-PBIS implementation data (these data are inclusive of race, Special Education, ELL, and TAG)
- Intervention data – progress monitoring
- Established decision rules

Critical Features
- Strong Leadership at the school and district levels
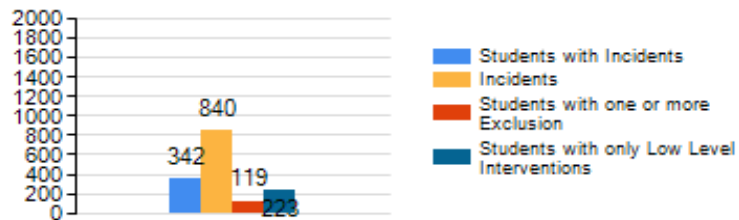
PPS PRELIMINARY 2013-14 DATA DASHBOARD REPORTS

Introduction: This is a preliminary 2013-14 discipline data report by cluster.

Caveat: PPS is in the process of validating the accuracy of discipline data for the 2013-14 school year. This year a new student information system (i.e. Synergy) was implemented. Many school personnel are still learning how to correctly input discipline data and therefore, more data clean-up has been required than in previous years. We believe that is likely that the enclosed data is under-reported in total discipline incidents. This report comes directly from our Data Dashboard, which is a "real time" source of information for district staff.
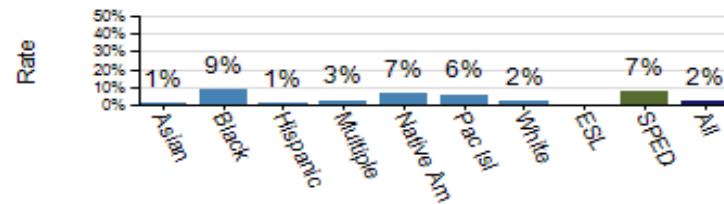
2013-2014 Cleveland Cluster YTD Discipline Report - Stage 2/3 Incidents Only

Cleveland Cluster YTD Student Incident Counts

Legend:
- Students with Incidents
- Incidents
- Students with one or more Exclusion
- Students with only Low Level Interventions

Values shown: 840, 342, 119, 223

Cleveland Cluster Annual Rate of Student Exclusion

Asian 1%, Black 9%, Hispanic 1%, Multiple 3%, Native Am 7%, Pac Isl 6%, White 2%, ESL, SPED 7%, All 2%

Cleveland Cluster YTD Distribution of All Incident Counts by Ethnicity

Legend:
- White
- Pac Isl
- Native Am
- Multiple
- Hispanic
- Black
- Asian

Race/Ethnicity	A	B	H	M	N	P	W	ESL	SpE	All
# w Exp/Susp	3	15	6	12	2	1	79		57	118
N	435	166	484	450	29	17	3560	7	808	5141
Exclusion Rate	1%	9%	1%	3%	7%	6%	2%		7%	2%
Relative Rate	0.3	3.9	0.6	1.2	3.0	2.6	1.0			

2013-2014 Franklin Cluster YTD Discipline Report - Stage 2/3 Incidents Only

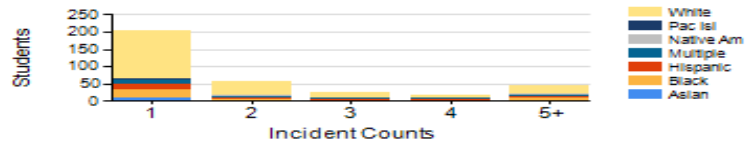Franklin Cluster YTD Student Incident Counts

Franklin Cluster Annual Rate of Student Exclusion

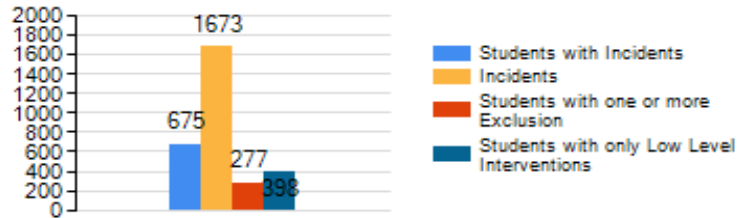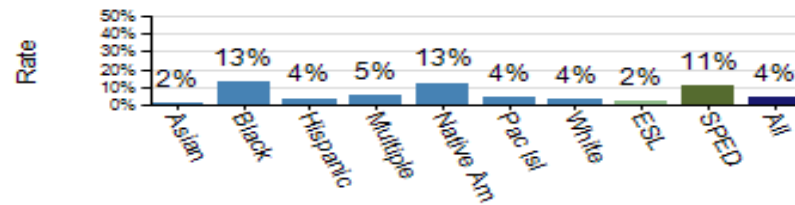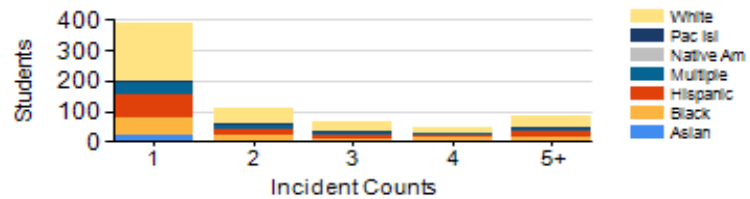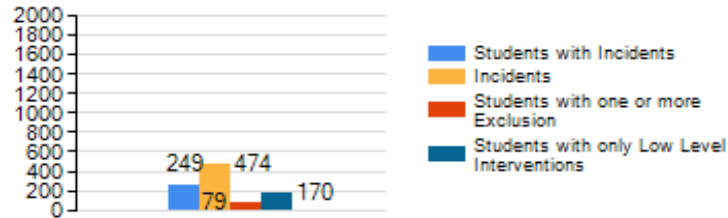Franklin Cluster YTD Distribution of All Incident Counts by Ethnicity

Race/Ethnicity	A	B	H	M	N	P	W	ESL	SpEd	All
# w Exp/Susp	12	47	48	32	10	3	128	1	111	280
N	776	364	1298	639	80	71	3510	42	1054	6738
Exclusion Rate	2%	13%	4%	5%	13%	4%	4%	2%	11%	4%
Relative Rate	0.4	3.6	1.1	1.5	3.4	1.2	1.0			

2013-2014 Grant Cluster YTD Discipline Report - Stage 2/3 Incidents Only

Grant Cluster YTD Student Incident Counts

- Students with Incidents
- Incidents
- Students with one or more Exclusion
- Students with only Low Level Interventions

249 474 79 170

Grant Cluster Annual Rate of Student Exclusion

	Asian	Black	Hispanic	Multiple	Native Am	Pac Isl	White	ESL	SPED	All
Rate	1%	7%	3%	3%	3%		1%		5%	2%

Grant Cluster YTD Distribution of All Incident Counts by Ethnicity

Legend: White, Pac Isl, Native Am, Multiple, Hispanic, Black, Asian

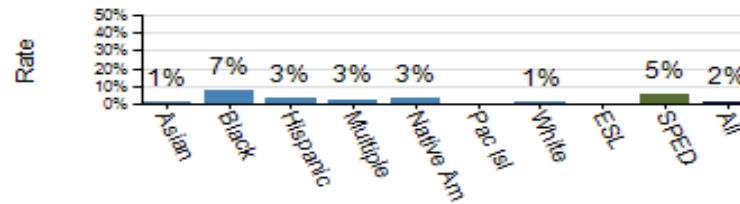| Race/Ethnicity	A	B	H	M	N	P	W	ESL	SpEd	All
# w Exp/Susp	1	26	10	9	1		34		30	81
N	123	347	361	322	30	14	3155	5	570	4352
Exclusion Rate	1%	7%	3%	3%	3%		1%		5%	2%
Relative Rate	0.8	7.0	2.8	2.6	3.1		1.0			

2013-2014 Jefferson Cluster YTD Discipline Report - Stage 2/3 Incidents Only

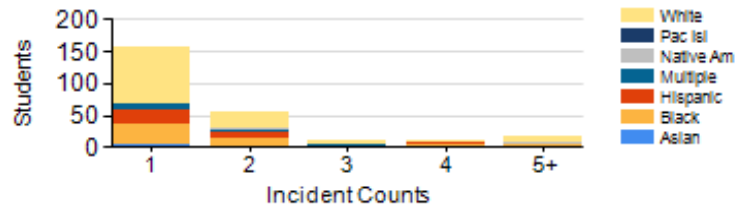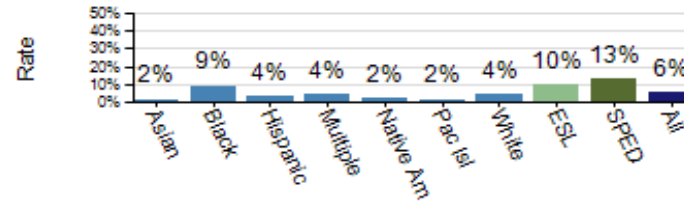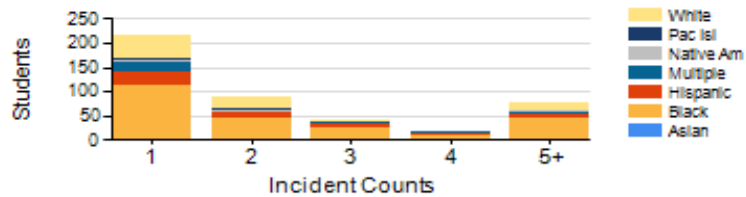**Draft - data collection and clean-up not yet finalized. PRELIMINARY REPORT**

Jefferson Cluster YTD Student Incident Counts

Legend:
- Students with Incidents
- Incidents
- Students with one or more Exclusion
- Students with only Low Level Interventions

Values shown: 436, 1237, 197, 239

Jefferson Cluster Annual Rate of Student Exclusion

Rate by group: Asian 2%, Black 9%, Hispanic 4%, Multiple 4%, Native Am 2%, Pac Isl 2%, White 4%, ESL 10%, SPED 13%, All 6%

Jefferson Cluster YTD Distribution of All Incident Counts by Ethnicit

Legend:
- White
- Pac Isl
- Native Am
- Multiple
- Hispanic
- Black
- Asian

Race/Ethnicity	A	B	H	M	N	P	W	ESL	SpEd	All
# w Exp/Susp	2	108	28	12	1	1	47	2	71	199
N	105	1183	805	309	42	57	1069	21	558	3570
Exclusion Rate	2%	9%	4%	4%	2%	2%	4%	10%	13%	6%
Relative Rate	0.4	2.1	0.8	0.9	0.5	0.4	1.0			

2013-2014 Lincoln Cluster YTD Discipline Report - Stage 2/3 Incidents Only

Lincoln Cluster YTD Student Incident Counts

Legend:
- Students with Incidents
- Incidents
- Students with one or more Exclusion
- Students with only Low Level Interventions

195 365 48 147
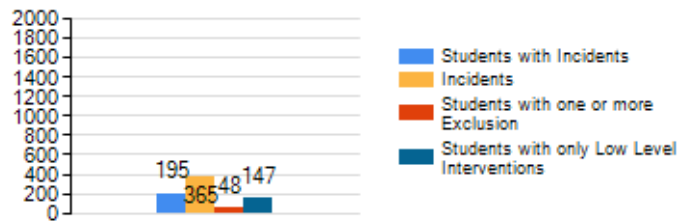
Lincoln Cluster Annual Rate of Student Exclusion
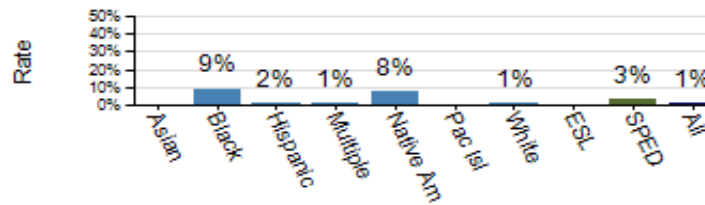
	Asian	Black	Hispanic	Multiple	Native Am	Pac Isl	White	ESL	SpED	All
		9%	2%	1%	8%		1%		3%	1%

Lincoln Cluster YTD Distribution of All Incident Counts by Ethnicity

Legend:
- White
- Pac Isl
- Native Am
- Multiple
- Hispanic
- Black
- Asian

Race/Ethnicity	A	B	H	M	N	W	ESL	SpEd	All
# w Exp/Susp		7	5	3	2	31		11	48
N	318	75	321	298	26	2781	6	390	3833
Exclusion Rate		9%	2%	1%	8%	1%		3%	1%
Relative Rate		8.1	1.4	0.9	6.7	1.0			

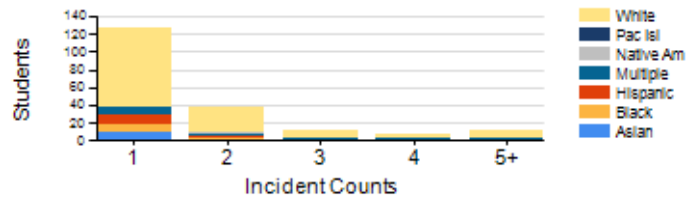# 2013-2014 Madison Cluster YTD Discipline Report - Stage 2/3 Incidents Only

Madison Cluster YTD Student Incident Counts

Madison Cluster Annual Rate of Student Exclusion

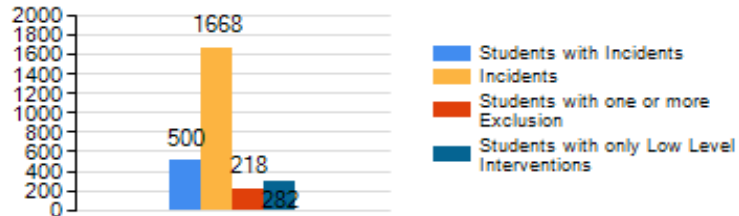Madison Cluster YTD Distribution of All Incident Counts by Ethnicity

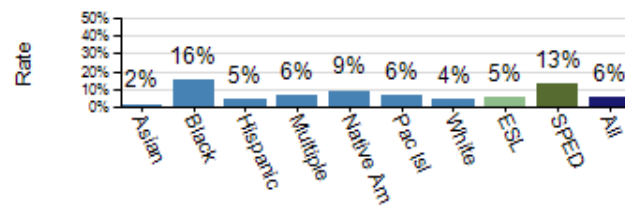| Race/Ethnicity	A	B	H	M	N	P	SpEd	All
# w Exp/Susp	11	75	43	17	4	3	89	214
N	580	496	947	268	43	48	708	3881
Exclusion Rate	2%	16%	5%	6%	9%	6%	13%	6%
Relative Rate	0.5	3.8	1.1	1.5	2.3	1.5		

2013-2014 Roosevelt Cluster YTD Discipline Report - Stage 2/3 Incidents Only

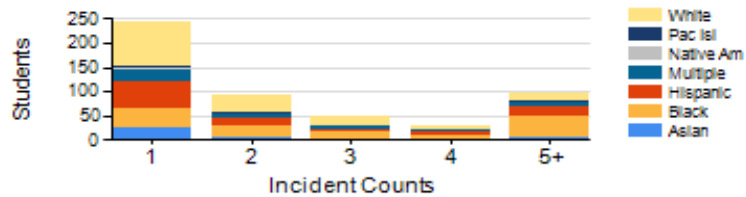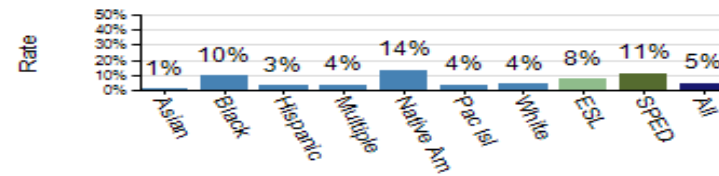**Draft - data collection and clean-up not yet finalized. PRELIMINARY REPORT**

Roosevelt Cluster YTD Student Incident Counts

- Students with Incidents
- Incidents
- Students with one or more Exclusion
- Students with only Low Level Interventions

Roosevelt Cluster Annual Rate of Student Exclusion

Roosevelt Cluster YTD Distribution of All Incident Counts by Ethnicit

- White
- Pac Isl
- Native Am
- Multiple
- Hispanic
- Black
- Asian
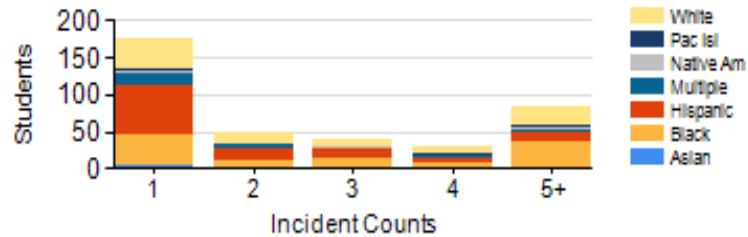
Race/Ethnicity	A	B	H	M	N	P	ESL	SpEd	All
# w Exp/Susp	1	52	35	9	5	3	1	62	143
N	103	591	1116	223	37	75	13	602	3064
Exclusion Rate	1%	10%	3%	4%	14%	4%	8%	11%	5%
Relative Rate	0.2	2.2	0.7	0.9	3.1	0.9			

2013-2014 Wilson Cluster YTD Discipline Report - Stage 2/3 Incidents Only

Wilson Cluster YTD Student Incident Counts

- Students with Incidents
- Incidents
- Students with one or more Exclusion
- Students with only Low Level Interventions

175   372
56   119

Wilson Cluster Annual Rate of Student Exclusion

3%   2%   4%   5%   1%   6%   2%

Asian | Black | Hispanic | Multiple | Native Am | Pac Isl | White | ESL | SPED | All

Wilson Cluster YTD Distribution of All Incident Counts by Ethnicity

- White
- Pac Isl
- Native Am
- Multiple
- Hispanic
- Black
- Asian

Incident Counts: 1, 2, 3, 4, 5+
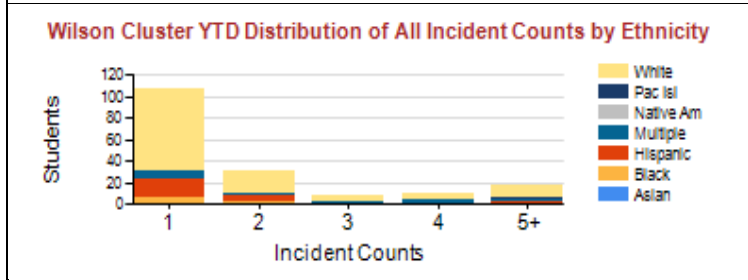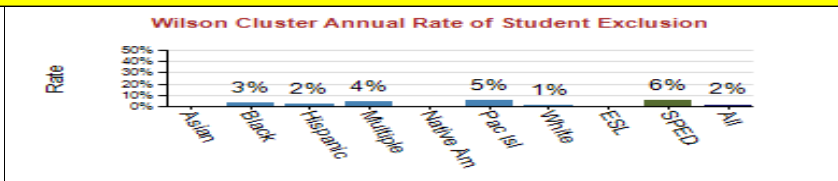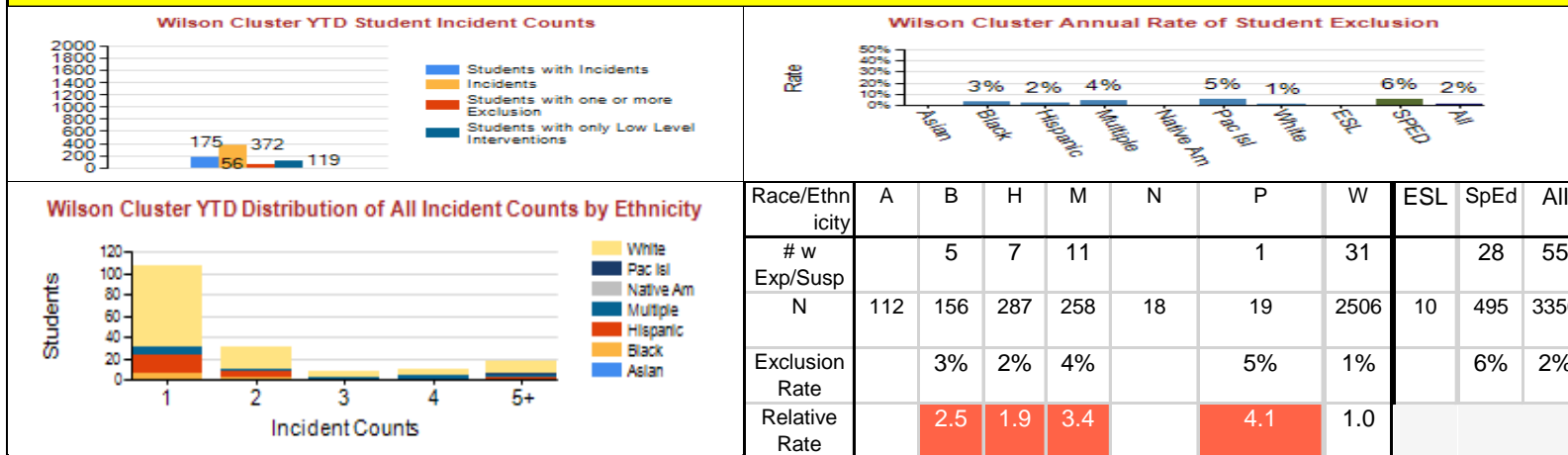
Race/Ethnicity	A	B	H	M	N	P	W	ESL	SpEd	All
# w Exp/Susp		5	7	11		1	31		28	55
N	112	156	287	258	18	19	2506	10	495	3356
Exclusion Rate		3%	2%	4%		5%	1%		6%	2%
Relative Rate		2.5	1.9	3.4		4.1	1.0			

Restorative Justice in Schools

Restorative justice in schools has emerged as a alternative discipline model to reduce exclusions, as well as decrease police and juvenile justice involvement. Restorative justice is not a singular program or process, rather a philosophy and practice based on a core set of principles that emphasizes healing over punishment, inclusion over exclusion, and individual accountability with a high level of community support. Restorative practices promote healthy school communities by changing behaviors, engaging community, creating safety, and ultimately decreasing dropouts and low graduation rates.

Restorative practices include a variety of proactive and reactive processes such as restorative inquiry, mediation, conferencing, dialogue, circling (see below for more detail) that are rooted in three fundamental underpinnings: 1. understanding the impact and repairing the harm; 2. engaging community and 3. empowering all involved.

Understanding the impact and repairing the harm
Restorative practices in schools focus on understanding the collective impact and repairing the harm associated with misbehaviors, establishing responsibility and meaningful accountability, and preventing future misbehaviors. Each process incorporates the following guiding questions:

- What happened?
- Who has been affected?... impacted?... harmed?
- How can the harm be repaired? … the situation fixed?
- How can we prevent this from happening in the future.

Engaging community
Restorative practices rely on building a web of relationships throughout the school community, including administrators, teachers, staff, school resource officers, students, family and community organizations that supports students to make responsible decisions and holds them accountable for misbehaviors. Community support could mean participation in a mediation or circling process or providing community services opportunities for example.

Empowering all involved
The primary function of restorative justice in schools is to reintegrate the student who has misbehaved as a productive member of the school community, rather than excluding the student and risking further separation, negative attitudes towards school and discontinuation of academic learning. It is also critical to for those impacted to have a voice in helping to define what the harm or impact has been and how to repair

it so that they feel equally supported by the school community and also stay engaged as a member of the school community.

National and international research has demonstrated that restorative justice in schools is a promising approach to reducing suspensions and expulsions, creating safe school communities, and decreasing drop-outs.

Restorative Practices
The following are a sampling of restorative practices that can be implemented on a school-wide basis as well as in the classroom.

School-wide Processes
- Language adoption – Using language that doesn't assign blame. Utilizing active, empathic, and compassionate questioning instead of assuming/accusing. Speaking in terms of harm done rather than rules broken.
- Restorative Inquiry – language used throughout the school
  - Talk about the behavior or incident without blaming
  - Use relational questions to bring out who was affected and how
  - Discuss what needs to happen to make things right.
    Examples of restorative questions:
    1. What happened?
    2. How did it happen?
    3. How did you act in this situation?
    4. Who do you think was affected?
    5. How were they affected?
    6. How were you affected?
    7. What needs to happen to make things right?
    8. If the same situation happens again, how could you behave differently?
- Mediation (including peer) – A trained, neutral party helps disputing parties identify the problem and arrive at a mutually agreeable approach to resolving the dispute.
- Circles – Circles help build social-emotional skills, such as empathy and good communication skills, which affect both short-term (school success) and long-term (relationships and employment) factors. Circles give everyone a voice.
  - Talking Circles – Interested groups of students gather to discuss a broad ranger of issues facing a school community. Not necessarily tied to a particular wrongdoing. ("What does respect mean to you? In a school setting?")
- Conferencing – Involves a meeting between the person who harmed others, the people directly impacted, students and family supporters for both groups and a trained facilitator. All participants recount what happened to them at the time of the incident and to gain a clear understanding of the full impact and damage done. They then collectively

decide what to do to repair relationships affected and minimize further problems. Agreements are recorded, signed and followed-up on.

Classroom Processes
- <u>Staff/Team Management</u> – Staff teams meet to create a unified approach to classroom management, along with support in challenging situations.
- <u>Negotiating classroom standards</u> – At the beginning of the term, the class is facilitated in creating agreements for classroom behavior/guidelines. These guidelines serve to establish a healthy learning environment and the class can then refer to when wrongdoing occurs ("I believe we established this as a class").
- <u>Circles</u>
  - Check-Ins and Check-Outs – connecting with each individual on his/her day before proceeding to content or at the end of the class. Builds relationship and community.
  - Classroom circles or restorative class meetings – when wrongdoing occurs in class, teacher convenes open-forum classroom discussion in order to assess impact of wrongdoing on fellow students, classroom and school ("So, let's talk about what just happened. How did it affect you Gina? What about you Sarah?")
- <u>Restorative Inquiry</u> – see above

Board of Education
Superintendent's Recommendation to the Board

Board Meeting Date:
June 2, 2014

Executive Committee Lead:
C.J. Sylvester, Chief, School Modernization

Department:
Office of School Modernization (OSM)

Presenter/Staff Lead:
Jim Owens, Executive Director, OSM
Debbie Pearson, Project Director, OSM

Agenda Action: __X__Resolution   _____Policy

SUBJECT: Staff Recommendation for Franklin HS Schematic Design

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BRIEF SUMMARY AND RECOMMENDATION
In accordance with the BOE Information Report – Bond Program 101 Presentation on February 25th, 2013, staff is proposing the Board accept the Franklin HS schematic design.

Staff is proposing the district:

- Approve the schematic design for Franklin HS and allow staff to proceed into full design of the project and construct the improvements per the 2012 School Bond program

- The Board approves using approximately $5,045,000 of the reallocated $10 million from the bond program reserve to support the Franklin HS project.

BACKGROUND
On December 16th 2013, the board approved Resolution No. 4840 "Authorizing Franklin, Grant, and Roosevelt Full Modernization Building Capacities as part of the 2012 Bond Program and Acknowledging Related Impact on the Program Reserve." This Resolution increased high school student design capacities using the current comprehensive high school educational specifications (Edspecs) as follows:

- Franklin High School (FHS): Common Areas for 1,700 students, Classrooms for 1,700 students.

- Grant High School (GHS): Common Areas for 1,700 students, Classrooms for 1,700 students.

- Roosevelt High School (RHS): Common Areas for 1,700 students, Classrooms for 1,350 students.

The Resolution further directed staff to master plan RHS to include a subsequent phase to add future classrooms to bring total classroom capacity to the common area capacity.

Reviewed and Approved by
Superintendent

As part of Resolution No. 4840, the Board of Education acknowledged the larger program area for these three high schools would be designed and constructed for not to exceed $257 million prior to escalation, utilizing $10 million from the capital bond program reserve to pay for this added project scope to accommodate increased student capacities.

On February 3, 2014, the Board approved Resolution No. 4871 "Adopting District Education Specifications for Comprehensive High Schools."

Since that time, Staff has been engaged in developing a schematic design for FHS to further refine educational program elements, budgets and schedules. Extensive working sessions with the design and project teams have shown that an increase in building size is warranted to align with the Comprehensive High School Edspecs. Market changes, contractor estimates and extensive value engineering concepts have been applied to reduce costs. But, staff is projecting an overall cost increase from what was expected when the FHS master plan was adopted.

RELATED POLICIES / BOARD GOALS AND PRIORITIES

1. 8.80.010-P –High Performance Facility Design

2. Resolution No. 4608 (May 29, 2012) Resolution to Adopt the Superintendent's Recommended Update of the PPS Long Range Facilities Plan.

3. Board Resolution No. 4624 (July 9, 2012) Development of a General Obligation Bond Ballot Measure and Explanatory Statement for the November 6, 2012 Election

4. Resolution No. 4800 (September 9, 2013) Resolution to Adopt the Educational Facility Vision as part of the District-wide Educational Specifications.

5. Resolution No. 4840 (November 18, 2013) Resolution authorizing Franklin, Grant and Roosevelt High School Full Modernization Building Capacities as Part of the 2012 Capital Bond Program and Acknowledging Related Impact on the Bond Program Reserve.

6. Resolution No. 4852 (December 16, 2013) Resolution Authorizing Roosevelt High School Full Modernization Master Plan as Part of the 2012 Capital Bond Program

7. Resolution No. 4853 (December 16, 2013) Resolution Authorizing Franklin High School Full Modernization Master Plan as Part of the 2012 Capital Bond Program

8. Resolution No. 4871 (February 3) Resolution to Adopt District Education Specifications for Comprehensive High Schools

PROCESS / COMMUNITY ENGAGEMENT

Following approval of the FHS Master Plan in December 2013, staff continued to engage community thru a series of design advisory group meetings, community "open houses" and discussions at a variety of neighborhood groups.

Public input was considered by the project team throughout this process.

| Reviewed and Approved by |
| **Superintendent** |

ALIGNMENT WITH EQUITY POLICY IMPLEMENTATION PLAN

Policy Goal A: "The District shall provide every student with equitable access to high quality and culturally relevant...facilities even when this means differentiating resources to accomplish this goal.'

Policy Goal F: "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 governmental agencies, non-profit organizations, businesses, and the community in general—in meeting our educational outcomes."

One criterion for identifying 2012 high school bond projects included the use of free and reduced lunch percentages. Franklin = 55%

BUDGET / RESOURCE IMPLICATIONS

In November, 2013 the Board revised the conceptual cost estimates for Franklin, Grant and Roosevelt High Schools from $247M to $257M to accommodate required, additional capacity using the current Edspecs.

Moving forward in this manner carries some concerns regarding student enrollment and scheduling. In order to address these concerns, we may need to examine:

1. A future enrollment boundary change
2. A change in schedule (number of periods, staggered schedule, online courses, etc.)

NEXT STEPS / TIMELINE / COMMUNICATION PLAN

Following approval of the FHS schematic design, the Project Team will commence the Design Development phase of the work. The FHS Design Advisory Group will continue to meet for updates on the design effort. In addition extensive internal PPS stakeholder engagement will continue to align the design with District operations and practices.

ATTACHMENTS

Resolution

Reviewed and Approved by
Superintendent

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**OPERATIONS BARGAINING (SEIU, DCU, ATU)
TENTATIVE AGREEMENTS SUMMARY**

The District has reached a tentative agreement with the Services Employees International Union (SEIU), District Council of Unions (DCU), and the Amalgamated Transit Union (ATU).

Service Employees International Union (Custodians, Nutrition Services) - 3 year agreement

Duration   July 1, 2014 – June 30, 2017

Wage and Insurance

Custodians
2014-2015:
          Wages   Step, 1.5% across-the-board upon ratification
          Insurance   8% ($86) increase per member per month (to $1162) 10/1/14

2015-2016:
          Wages   Step, 1.5% across-the-board, 7/1/15
          Insurance   8% ($93) increase per member per month (to $1,255) 10/1/15

2016-2017:
          Wages   Step, 1.5% across-the-board, 7/1/16
          Insurance   8% ($100) increase per member per month (to $1,355) 10/1/16

Nutrition Services
2014-2015:
          Wages   3% across-the-board, upon ratification
          Insurance   8% ($86) increase per member per month (to $1162.08) 10/1/14

2015-2016:
          Wages   3% across-the-board, 7/1/15
          Insurance   8% ($93) increase per member per month (to $1,255.05) 10/1/15

2016-2017:
          Wages   3% across-the-board, 7/1/16
          Insurance   8% ($100) increase per member per month (to $1,355.45) 10/1/16

Part-Time Insurance

        Effective July 1, 2014, grandfathered part-time employees that are enrolled in part-time insurance at the time of ratification of this agreement will continue to receive district contribution to health insurance at a rate of 50% of the rate for full-time eligible employees until October 1, 2015. Effective October 1, 2015, the District will no longer offer insurance to part-time employees.

PORTLAND PUBLIC SCHOOLS
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District Council of Unions (Maintenance) - 3 year agreement

Duration   January 1, 2015 – December 31, 2017

Wages and Insurance

2014-2015:
          Wages   3% across-the-board, 7/1/15
          Insurance   8% ($86) increase per member per month (to $1162) 2/1/15

2015-2016:
          Wages   3% across-the-board, 7/1/16
          Insurance   8% ($93) increase per member per month (to $1,255) 2/1/16

2016-2017:
          Wages   3% across-the-board, 7/1/17
          Insurance   8% ($100) increase per member per month (to $1,355) 2/1/17

Amalgamated Transit Union (Bus Drivers) - 3 year agreement

Duration   July 1, 2014 – June 30, 2017

Wages and Insurance

2014-2015:
          Wages   Step, 1.5% across-the-board, 7/1/14
          Insurance   8% ($86) increase per member per month (to $1162) 2/1/15

2015-2016:
          Wages   Step, 1.5% across-the-board, 7/1/15
          Insurance   8% ($93) increase per member per month (to $1,255) 2/1/16

2016-2017:
          Wages   Step, 1.5% across-the-board, 7/1/16
          Insurance   8% ($100) increase per member per month (to $1,355) 2/1/17

Part-Time Insurance

Effective July 1, 2014, the District will no longer offer insurance to part-time employees.

Note: There are currently no part-time district employees represented by the Amalgamated Transit Union (ATU).

Board of Education Informational Report

MEMORANDUM

Date: May 27, 2014

To: Members of the Board of Education

From: Patrick LeBoeuf, Sr. Project Manager

Via: Randy Miller - Director, Project Management FAM
             Tony Magliano, Chief Operating Officer
             Emily Courtnage – Interim Director, Purchasing & Contracting

Subject: Public Improvement contract award recommendation – Field Improvement
             Project 2014 – Wilson High School >$1M

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1. **Description of procurement**: Base Bid for Wilson Field Improvement Project. The scope of work at Wilson includes utility modifications, grading, drain rock section, and installation of an artificial turf field.

   Alternate 1 - installation of a flat field in-lieu of a crowned field over 18" rock section.
   Alternate 2 - installation of a shock absorption pad underneath the new artificial turf.
   Alternate 3 - installation of track material over the pervious asphalt at each end of field.
   Alternate 4 - Field logos at center and end-zones.
   Alternate 5 - Includes a lacrosse safety fence at both ends of the field.

2. **Source selection method**: Invitation to Bid (ITB 2014-1759)

3. **Bids Received and Opened**: May 15, 2014

4. **Received offers from;**

	Base Bid	Alt 1	Alt 2	Alt 3	Alt 4	Alt 5
Benchmark Contracting, Inc.	$1,039,500	$26,800	$70,000	$33,000	$33,000	$40,000
Portland Road and Driveway Co.	$1,043,373	$9,000	$102,863	$20,000	$16,000	$17,500
Emerick Construction Company	$1,105,000	$48,000	$0	$31,000	$39,000	$22,500
Konell Construction	$1,105,687	$-10,366	$75,681	$50,752	$42,787	$14,972
District/Engineer Est.	$1,400,000					

5. **Bid concerns**: none

6. **Budget amount for this item** $1,400,000

7. **Recommendation from Project Manager**: Award contract to Benchmark Contracting Inc. for Base total amount plus Alternate 3 of $1,072,500. See purchasing & contracting consent agenda item.

8. **Remarks**: None

MEMORANDUM

Date: May 28, 2014

To: Members of the Board of Education

From: Jerad Lillegard, Project Manager I

Via: Randy Miller - Director, Project Management FAM
            Tony Magliano – Chief Operating Officer
            Emily Courtnage – Interim Director, Purchasing & Contracting

Subject: Public Improvement contract award recommendation – Great Fields - Madison Field Replacement Project

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1. **Description of procurement:** Base Bid for the Madison Field Replacement Project. The scope of work for the Madison Field Replacement Project is the excavation of the existing grass field and various site improvements including ADA upgrades, parking lot striping, the installation of a drinking fountain and maintenance access area off of 82nd avenue.

   Alternate 1 includes the purchase and installation of a shock absorption pad.
   Alternate 2 includes the work and material to cement treat the soil in the event that the subgrade is not able to be compacted per specifications.
   Alternate 3 includes the purchase and installation of slit film synthetic turf material.
   Alternate 4 includes the purchase and installation of monofilament synthetic turf material.

2. **Source selection method:** Invitation to Bid (ITB 2014-1786)

3. **Bids Received and Opened:** May 20, 2014

4. **Received offers from;**

	Base Bid	Alt 1	Alt 2	Alt 3	Alt 4
Konell	$1,010,707	$323,880	$75,236	$438,732	$447,295
Portland Road	$1,190,543	$-12,800	$.70/SF	$289,299	$320,538
Emerick	$1,195,000	$18,000	$95,000	$455,000	$485,000
District/Engineer Est	$1,354,000				

5. **Bid concerns**: none

6. **Budget amount for this item** $1,354,000

7. **Recommendation from Project Manager:** Award contract to Konell Construction for Base total amount and Alternate 3 slit film synthetic turf for $1,449,439. See purchasing & contracting consent agenda item.

8. **Remarks:** None

Board of Education Informational Report

MEMORANDUM

Date: May 28, 2014

To: Members of the Board of Education

From: Bobby L. Daniels Jr., Project Manager

Via: Randy Miller - Director, Project Management FAM
Tony Magliano – Chief Operating Officer
Emily Courtnage – Interim Director, Purchasing & Contracting

Subject: Public Improvement contract award recommendation – Clarendon Tenant Improvements (Site # 150)

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1. **Description of procurement**: The Base Bid scope of work for the Clarendon Tenant Improvements (Site # 150) Project includes:
    a. Repair of selected exterior walls and ceiling where previous moisture abatement has been completed.
    b. Installation of new demising partition walls with new doors and selected areas of glazing.
    c. Construction of new ADA bathrooms
    d. Renovation of existing bathrooms.
    e. Upgrades to classrooms including modifications to existing cabinetry, and repairs to existing flooring materials.
    f. New paint throughout.
    g. Demolition, installation, or relocation of related mechanical, plumbing and electrical.
    h. Exterior improvements to consist of new ADA ramp and drop off, parking and play area striping, and fencing
    i. Remove and replace ceiling tile as necessary for Fire Alarm Work to be performed by Owner.

    Alternate #1 – Add one exterior window
    Alternate #2 – Paint exterior fascia around perimeter of school

2. **Source selection method:** Invitation to Bid (ITB 2014-1813)

3. **Bids Will be Received and Opened**: June 5, 2014

4. **Received offers from**; Bids not yet received. This is an advanced authorization as permitted by PPS-45-0200 (4)(b)(C). The District may seek an "advanced authorization" from the PPS Board of Education for any contract, upon the approval of the Program Director of Purchasing & Contracting. The cost of the contract shall be a "Not to Exceed"

amount. Once the Board has approved it, no further authorization for the contract is required, providing the contract value remains at or below the "Not to Exceed" amount.

5. **Bid concerns**: none

6. **Budget amount for this item** $1,100,000

7. **Recommendation from Project Manager**: Award contract to lowest responsive and responsible bidder. See purchasing & contracting consent agenda item.

8. **Remarks**: None

BOARD OF EDUCATION
SCHOOL DISTRICT NO. 1J, MULTNOMAH COUNTY, OREGON

INDEX TO THE AGENDA

June 2, 2014

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Action
Number   Page

Purchases, Bids, Contracts

Other Items Requiring Board Action

<u>Purchases, Bids, Contracts</u>

The Superintendent <u>RECOMMENDS</u> adoption of the following items:

Number 4920 and 4921

RESOLUTION No. 4920

Revenue Contracts that Exceed $25,000 Limit for Delegation of Authority

RECITAL

Portland Public Schools ("District") Public Contracting Rules PPS-45-0200 ("Authority to Approve District Contracts; Delegation of Authority to Superintendent") requires the Board of Education ("Board") to enter into and approve all contracts, except as otherwise expressly authorized. Contracts exceeding $25,000 per contractor are listed below.

RESOLUTION

The Superintendent recommends that the Board approve these contracts. The Board accepts this recommendation and by this resolution authorizes the Deputy Clerk to enter into agreements in a form approved by General Counsel for the District.

NEW REVENUE CONTRACTS

No New Revenue Contracts

NEW INTERGOVERNMENTAL AGREEMENTS / REVENUE ("IGA/Rs")

Contractor	Contract Term	Contract Type	Description of Services	Contract Amount	Responsible Administrator, Funding Source
City of Portland	6/1/2014 through 6/30/2016	Intergovernmental Agreement/ Revenue IGA/R 60746	The District will receive funding to replace water-cooled equipment and/or high water use fixtures with water and energy efficient models.	$45,000	T. Magliano Funds 421 & 438
Multnomah County, Department of County Human Services, School and Community Partnerships Division	7/1/2013 through 6/30/2014	Intergovernmental Agreement/ Revenue IGA/R xxxxx	The District will receive a contribution to the Great Fields Project for the installation of turf fields at Madison and Jefferson high schools.	$50,000	T. Magliano Fund 438 Dept. 5597

AMENDMENTS TO EXISTING REVENUE CONTRACTS

Contractor	Contract Amendment Term	Contract Type	Description of Services	Amendment Amount, Contract Total	Responsible Administrator, Funding Source
Bill and Melinda Gates Foundation	5/1/2014 through 12/31/2014	Revenue R 60189 Amendment 1	The District will receive additional funding to further develop a system-wide vision for personalized learning.	$100,000 $200,000	M. Goff Fund 205 Dept. 5445 Grant G1380

LIMITED SCOPE REAL PROPERTY REVENUE AGREEMENTS AND AMENDMENTS

No Limited Scope Real Property Revenue Agreements or Amendments

N. Sullivan

RESOLUTION No. 4921

Expenditure Contracts that Exceed $150,000 for Delegation of Authority

RECITAL

Portland Public Schools ("District") Public Contracting Rules PPS-45-0200 ("Authority to Approve District Contracts; Delegation of Authority to Superintendent") requires the Board of Education ("Board") enter into contracts and approve payment for products, materials, supplies, capital outlay, equipment, and services whenever the total amount exceeds $150,000 per contract, excepting settlement or real property agreements. Contracts meeting this criterion are listed below.

RESOLUTION

The Superintendent recommends that the Board approve these contracts. The Board accepts this recommendation and by this resolution authorizes the Deputy Clerk to enter into agreements in a form approved by General Counsel for the District.

NEW CONTRACTS

Contractor	Contract Term	Contract Type	Description of Services	Contract Amount	Responsible Administrator, Funding Source
Benchmark Contracting, Inc.	06/03/14 through 12/31/14	Construction Services C xxxxx	Wilson: Turf Field Improvement project. Part of the Great Fields project. ITB 2014-1759	$1,215,500	T. Magliano Fund 404 & 438 Dept. 5597 Projects X0504 & J0721
Konell Construction & Demolition Corp	06/03/14 through 12/31/14	Construction Services C xxxxx	Madison: Turf Field Improvement project. Part of the Great Fields project. ITB 2014-1786	$1,449,720	T. Magliano Fund 404 & 438 Dept. 5597 Projects X0502 & J0719
TBD – Responses due on 6/5/2014. *	6/6/2014 through 12/31/2014	Construction C xxxxx	Clarendon: Modifications to the existing building to accommodate 8 early learning classrooms and support spaces. ITB-C 2014-1813	Maximum Not to Exceed: $1,100,000	T. Magliano Fund 438 Dept. 5597 Project J0141
Reinisch Wilson Weier, PC	7/1/2014 through 6/30/2016	Personal Services PS 60767	District-wide: Provide workers' compensation legal services to District on an as-needed basis at the direction of General Counsel.	$200,000	N. Sullivan Fund 601 Dept. 5540

*At the time of printing, bids for this project had not yet closed. In order to ensure that this project can begin immediately upon contract award and thus be fully completed before the start of the 2014-15 school year, the Superintendent recommends that the Board give advance authorization for this contract, as permitted by PPS-45-0200(4)(b)(C). The Superintendent or her designee will award the final contract for these projects within the Maximum Not to Exceed limits noted above.

NEW INTERGOVERNMENTAL AGREEMENTS ("IGAs")

No New IGAs

AMENDMENTS TO EXISTING CONTRACTS

No New Amendments to Existing Contracts

N. Sullivan

4

<u>Other Items Requiring Board Action</u>

The Superintendent <u>RECOMMENDS</u> adoption of the following items:

Numbers 4922 through 4926

RESOLUTION No. 4922

<u>Approving the Franklin High School Schematic Design, the commitment of Additional Funds, and Initiating the Design Development Phase of Work</u>

RECITALS

A.   Extensive community engagement and public input was sought for the development of a preferred Master Plan for Franklin High School.

B.   The draft area program defined by the Comprehensive High School Educational Specification (ed spec) was used as a guide to design the Franklin High School improvements and to develop the preferred Master Plan.

C.   The preferred Master Plan was adopted by the Board in December 2013.

D.   The overall budget for the Franklin High School Modernization Project, in accordance with the 2012 Capital Bond Program was approximately $85,000,000.

E.   Through additional design development of the building configuration and additional square footage needed as a result of ed spec criteria the total size of the Franklin High School Modernization project increased to approximately 264,592 square feet.

F.   As a result of refinement to building design and criteria, the revised budget to fully modernize FHS is approximately $99 million

G.   The Board approved Resolution No. 4840, which allocated approximately $10 million from bond program reserve to support all three high school projects and $5,045,000 of that sum needs to be allocated specifically to the Franklin project.

H.   Any delay in approval of the Schematic Design for Franklin High School will result in added cost and delay to the project schedule.

RESOLUTION

1.   The Board approves the Schematic Design and directs staff to enter into the Design Development phase for the Franklin High School project.

2.   During Design Development phase staff will continue to explore opportunities to align building space features with delivery of educational programs including adapting structural enhancements which may support future growth of classrooms.

3.   The Board approves using approximately $5,045,000 of the reallocated $10 million from bond program reserve to support the Franklin High School project.

J. Owens

RESOLUTION No. 4923

<u>Collective Bargaining Agreements between Operational Bargaining Units and School District</u>
<u>No. 1J, Multnomah County, Oregon</u>

RESOLUTION

The Chair of the Board of Education and the Chief Human Resources Officer are authorized and directed to execute the following Collective Bargaining Agreements, on the terms presented to the Board and filed in the record of this meeting:

- 2014–2017 Agreement between the Amalgamated Transit Union Local 757, representing Bus Drivers, and School District No. 1, Multnomah County, Oregon.

- 2015–2017 Agreement between the District Council Unions, representing trades workers and laborers, and School District No. 1, Multnomah County, Oregon.

- 2014–2017 Agreement between the Service Employees International Union (SEIU) Local 503, School Employees Union Local 140, representing Custodial and Nutrition Services Employees and School District No. 1, Multnomah County, Oregon.

S. Murray

RESOLUTION No. 4924

<u>Calendar of Regular Board Meetings</u>
<u>School Year 2014-2015</u>

RESOLUTION

The Board of Education hereby adopts the below calendar as its schedule of Regular Board Meetings for the upcoming 2014-2015 school year:

Portland Public Schools
BOARD OF EDUCATION
Schedule of Regular Meetings
2014-2015 School Year

Board meetings are held at 501 North Dixon Street, Portland, Oregon, 97227, and begin at 6:00 pm on Tuesdays unless otherwise noted.

July 22, 2014	January 6, 2015
July 29, 2014	January 13, 2015
August 5, 2014	January 27, 2015
August 12, 2014	February 3, 2015
September 2, 2014	February 10, 2015
September 9, 2014	February 24, 2015
September 23, 2014	March 3, 2015
October 7, 2014	March 10, 2015
October 14, 2014	March 31, 2015
October 20, 2014 (Monday)	April 14, 2015
November 4, 2014	April 20, 2015 (Monday)
November 10, 2014 (Monday)	April 28, 2015
November 25, 2014	May 5, 2015
December 2, 2014	May 12, 2015
December 9, 2014	May 26, 2015
December 15, 2014 (Monday)	June 9, 2015
	June 15, 2015 (Monday)
	June 23, 2015

J. Patterson

RESOLUTION No. 4925

<u>Service Payments</u>

The Board of Education approves the following service payments:

Payee	Description	Period	Amount
Council of Great City Schools	Annual Dues	2014-2015	$36,571.00
Oregon School Boards Association	Annual Dues	2014-2015	$18,940.00

J. Patterson

RESOLUTION No. 4926

<u>Acceptance of Superintendent's Recommendation Regarding Student EH</u>

RECITAL

In the Winter of the 2013-14 school year, a Level Three complaint was filed with the Board and Superintendent pursuant to the Student/Parent Complaint Procedure Policy, 4.50.030. Dr. Kimberly Matier served as the investigator and issued recommendations. The recommendations, which contain confidential student and staff information, have been provided to the parents and Board members. The Superintendent recommends that the Board accept these findings.

RESOLUTION

The Board of Education accepts the Superintendent's recommendation, and the report and recommendations provided by Dr. Kimberly Matier.

J.Patterson