

# PORTLAND PLAN

## Public Schools



PORTLAND PLAN BACKGROUND REPORT  
FALL 2009

**PROPOSED DRAFT**  
**REVISED APRIL 2012**



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# Public Schools



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## EXECUTIVE SUMMARY

### Introduction

In 2011, Portland's six main public school districts<sup>i</sup> enrolled more than 77,000 students. These students live in a broad array of neighborhoods and housing types and come from a wider diversity of racial, cultural, ethnic and socioeconomic backgrounds than the city has ever seen. Central to this diverse cultural and economic landscape are Portland's public schools. Portland's students depend on the city's six public school districts to provide them with the skills and abilities necessary to become thriving, educated youth and prosperous adults.

The public schools that educate Portland's youth are the cornerstones of the city's future prosperity and vitality. Schools are not only centers of education, but are often centers of community as well, providing valuable social services, community gathering spaces and access to open space and recreation outside the normal school day. As the City works toward its goal of providing every resident with walkable access to essential services and recreation, schools have the opportunity to serve not only students, but their families, neighborhoods and the city as a whole.

The purpose of this report is to provide context for understanding the roles that public schools play as physical places in the environment and central elements in complete neighborhoods. The Portland Plan's Thriving Educated Youth and Healthy Connected City strategies recognize the important role public schools already serve and the potential for them to become even more integrated into Portland neighborhoods and communities. The findings and recommendations found in this report will inform the implementation of the Portland Plan, the City's strategic plan, including the updating of the City's Comprehensive Plan. This report also suggests opportunities for enhanced communication and collaboration between Portland's six public school districts and the City of Portland.

### Challenges

Portland's public school districts face a number of challenges. The issues confronting Portland's public schools vary among schools, neighborhoods and the districts themselves. Some of the issues discussed in this report include:

- **Funding:** Many of Portland's schools are outdated and/or have limited capacity for new students. Limited funding inhibits districts' ability to provide the best facilities and programs.
- **Local policies:** Revenue to Portland's public school districts is significantly affected by land use decisions and local governmental programs such as Tax Abatement and Urban Renewal.
- **Population growth and enrollment:** School enrollment has swelled in some Portland schools, especially those located in the East Portland districts, while parts of the Portland Public Schools district have seen a decline in enrollment, threatening closure of valued neighborhood schools.

- **Zoning and regulations:** Schools are limited in the services and access they can provide to community members by City zoning regulations that are not always conducive to desired community uses. At the same time, the City's current regulatory structure limits flexibility for school districts to nimbly adapt to change.
- **Demographics:** The distribution of neighborhoods with children is changing. Some neighborhoods are seeing an increase in economically disadvantaged students and English Language Learning students. Schools in East Portland, in particular, have seen an increase in racial and ethnic minority students as well as economically disadvantaged students. These schools often lack the necessary resources to address achievement gaps among youth of color, disadvantaged students and English Language Learners, as well as special education students and students with disabilities.
- **Achievement:** High school graduation rates (2010-2011) are below 68% in all but one of Portland's school districts. Poor high school achievement is often preceded by poor grade school and middle school achievement. Achievement levels for racial and ethnic minority students are generally lower than for white students.
- **Student mobility:** Children living in poverty are more likely than their peers to change schools mid-school year. High student mobility disrupts learning and can result in students falling behind academically.

## Findings and Recommendations

Portland's public schools serve a multitude of purposes. In addition to the crucial task of educating the city's youth, public schools often serve as neighborhood anchors and identifiers. This report finds that schools have the opportunity to be physical centers of thriving neighborhoods and communities and suggests ways for Portland's public school districts and the City to engage in positive collaboration and long range planning. The findings in this report reflect the need for enhanced communication and collaboration between Portland's unique districts and City government.

Barriers to enhanced collaboration that are addressed in this report include inflexible zoning regulations and a lack of established avenues for collaboration, such as joint use agreements between the City and school districts. This report makes recommendations to address these barriers, as well as suggests additional ways the City can help support and engage Portland's youth.

## INTRODUCTION

Schools are central to community vitality, neighborhood identity and the well-being of all Portlanders. The educational experience of Portland's youth fundamentally affects the future success and prosperity of students, neighborhoods and the city. In addition to their primary educational role, schools serve as touchstones of neighborhood identity, provide access to public open space and social services and offer opportunities for community gathering and multi-generational learning experiences outside of the regular school day.

The purpose of this report is to provide context for understanding the roles that public schools play as physical places in the environment and central elements in complete neighborhoods. This report raises critical issues to consider through Portland Plan policies and strategic actions and the update of the city's Comprehensive Plan, an effort to guide the physical, economic, social, cultural and environmental development of Portland over the next 25 years. Portland's public school districts can find in this report a summary of the wide range of challenges and opportunities found within the communities each district serves and use the report as a tool for advocacy and information as they develop and implement their facilities plans in concert with the City's updated Comprehensive Plan.

The challenges confronting Portland's public school districts today reflect a wide range of social, political and economic changes the city has undergone in recent decades, including the incorporation of large sections of East Portland into the city of Portland between the 1970s and 1990s. Today the city of Portland is served by six public school districts. While Portland Public Schools remains the city's largest school district, ever increasing numbers of students are educated in East Portland's Centennial, David Douglas, Parkrose and Reynolds districts. SW Portland's Riverdale school district also serves a small number of Portland's students, and is included in this report because Riverdale High School is located within the city limits.

The 2011-2012 educational landscape reflects neighborhood change and evolution in which some neighborhoods within the Portland Public Schools district have lost school-age children, while East Portland neighborhoods have seen an increase in school-age children, including increasing numbers of racially and ethnically diverse, as well as economically disadvantaged students. Additionally, the lack of public schools located in Portland's Central City is an immediate problem for families living in those centrally-located neighborhoods.

The issues facing Portland's school districts vary from district to district and from school to school. Issues highlighted in this report include state and local funding challenges; impacts of Tax Abatement Programs, Urban Renewal and other local land use decisions on school district revenue; changes in population growth and enrollment; zoning and regulatory changes; academic achievement; student mobility and distribution of poverty. The findings and recommendations found in this report reflect those issues and attempt to highlight ways in which the City can partner with Portland's school districts to confront challenges and improve the regulatory landscape in ways that help the City's and the districts' long-range planning efforts.



The information in this background report focuses specifically on public K-12 schools within Portland's city limits with an emphasis on schools as public facilities, their multiple roles in the community and the relationships between school districts and the City of Portland. Some information presented here touches on educational policy issues but, because they are beyond the scope of this report, these are not addressed in depth.

This report consists of three major parts: key findings and recommendations, a summary of the issues facing Portland's six public school districts and appendices with supporting data, maps and other information. Schools not covered in this report include private and parochial schools, colleges, universities, trade schools and other educational institutions. Although not the focus of this background report, these varied educational institutions are critical to the future vitality and lifelong educational experiences of Portlanders of all ages.

It should be noted that information in this report was compiled over a long period of time. While efforts have been made to include the most current data and descriptive information available, school data is dynamic and some information in this report may no longer be current. The following sources can help readers stay up-to-date on information related to Portland's six public school districts:

Portland Public Schools: <http://www.pps.k12.or.us/>  
Centennial School District: <http://www.centennial.k12.or.us/>  
David Douglas School District: <http://www.ddouglas.k12.or.us/>  
Parkrose School District: <http://www.parkrose.k12.or.us/>  
Reynolds School District: <http://www.reynolds.k12.or.us/>  
Riverdale School District: <http://www.riverdale.k12.or.us/>  
Oregon Department of Education: <http://www.ode.state.or.us>

## PORTLAND SCHOOL DISTRICTS AT A GLANCE

Portland’s diverse population is served by more than 100 public schools, located throughout the city’s unique and distinctive neighborhoods. Six public school districts are located fully or partially within the city of Portland, educating youth from inner Portland neighborhoods to the SW Portland hills to growing East Portland. Portland’s oldest public school district, Portland Public Schools (PPS), remains the city’s largest district, but as the city grows and changes the Centennial, David Douglas, Parkrose, Reynolds and Riverdale districts are educating an ever-increasing number of students.

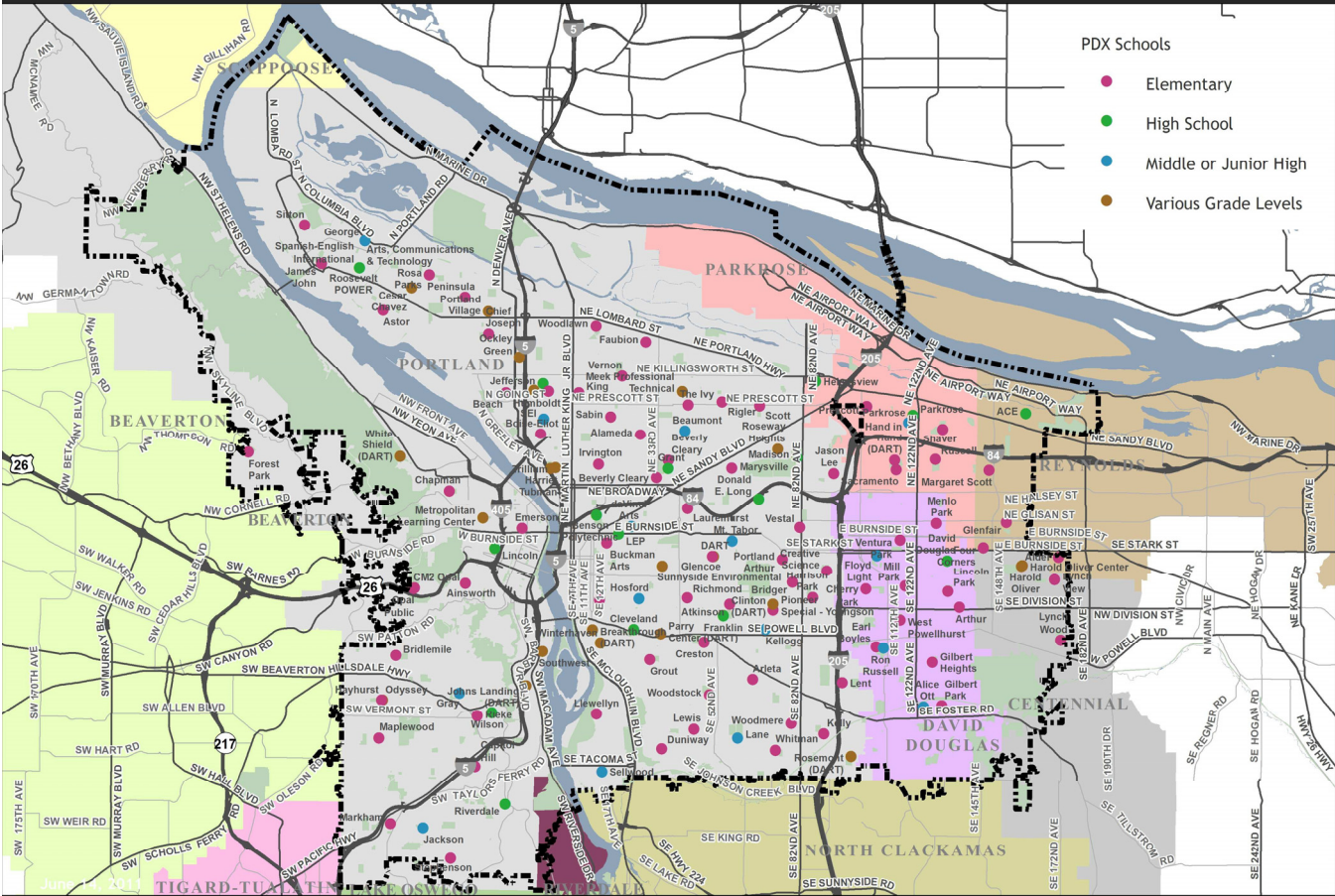
The below table and corresponding map on the following page show the number and type of schools within each district and school enrollment (2010-2011) and the location of public schools within city boundaries (2011-2012),

<b>PORTLAND SCHOOL DISTRICTS, SCHOOLS &amp; ENROLLMENT (SPRING 2011)</b>							
District	Elem	Mid.	K-7/K-8	HS	Other	Total	Enrollment
Centennial	7	1	0	1	3	12	6,427
David Douglas	10	3	0	1	1	15	10,756
Parkrose	4	1	0	1	0	6	3,435
Portland	33	12	27	12	2	86	44,581
Reynolds	14	3	0	2	0	19	11,306
Riverdale	0	0	1	1	0	2	566
<b>Total</b>	<b>68</b>	<b>20</b>	<b>28</b>	<b>18</b>	<b>6</b>	<b>140</b>	<b>77,071</b>

Source: Oregon Department of Education. Note: Figures refer to entire school districts, not just the portions within Portland.

The unique challenges and opportunities each district faces, and opportunities for the City of Portland and school districts to work collaboratively to address those issues, are described in detail in this report.

Schools & School Districts City of Portland 2011 - 2012



City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

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## I: FINDINGS

This section summarizes key public school-related issues, challenges and opportunities in Portland. Specifically, this section focuses on schools as physical places and centers of community and the relationships between the school districts and City government. Education policy and decision-making, while critical elements of public school systems that are important to the vitality of Portland as a whole, are not the focus of these findings but rather are addressed through other processes led by school districts, educators, parents and other community members and broad-based consortia such as the Cradle to Career partnership,<sup>ii</sup> with a commitment to improving educational outcomes.

### 1. As centers of community, schools are critical to making Portland a vital and healthy connected city

#### *Community Schools*

The public school system is one of the most important institutional building blocks of our society. We collectively depend on public schools' ongoing health and vitality and their ability to educate and nurture future generations of engaged residents. Beyond their primary role as educational institutions, schools have the ability to serve students and community members in a multitude of ways. In many neighborhoods, schools are seen as centers of community, providing valuable open space, shared activity space and opportunities for multi-generational learning. Vital, community-centered schools can serve as neighborhood anchors, attracting and retaining families and stabilizing communities and property values.

The Coalition for Community Schools (CCS), a coalition of state, local and national public and private organizations housed at the Institute for Educational Leadership (a non-profit, non-partisan organization based in Washington DC), posits 3 core principles of community schools: 1.) strong partnerships, 2.) shared accountability for results and 3.) the ability to build on a community's strengths and a commitment to embracing diversity. CCS' evaluation of 20 community school initiatives across the nation has shown that community schools benefit:

- **Student learning:** Community school students show significant gains in academic achievement and in essential areas of nonacademic development.
- **Family engagement:** Families of community school students show increased stability and school involvement.
- **School effectiveness and community support:** Community schools enjoy stronger parent-teacher relationships, a more positive school environment and greater community support.
- **Community vitality:** Community schools promote better use of school buildings and their neighborhoods enjoy increased security, heightened community pride and better rapport among students and residents.

Community schools are already a part of the educational and social fabric of many Portland neighborhoods. For decades, the City of Portland, Multnomah County, Portland school

districts and other agencies and community partners have embraced the community school model, recognizing the interplay between schools, community and a thriving city. The most prominent example of community schools in Portland is the SUN Service System. A partnership between the City of Portland, Multnomah County, and local school districts since 1999, the SUN system provides an integrated system of care and support to children, families and community members within Portland area school districts. Among other services, Sun Community Schools provide educational support and skill development, enrichment and recreation opportunities and social, health and mental health resources. As of 2011 there were 64 Sun Community Schools in Multnomah County, including 24 elementary, 15 middle, 18 K-8 and 7 high schools.<sup>iii</sup> The Sun system is discussed further in following sections of this report.

Other examples of Portland community schools include the Parkrose High School and Community Center, completed in 1997, which was explicitly designed as a community school with space and features to accommodate shared and community uses such as a Multnomah County Health Clinic, a Multnomah County Library branch (closed), Portland Parks and Recreation programs and multi-purpose spaces.<sup>iv</sup>

Rosa Parks School, in the Portsmouth neighborhood, is Portland Public Schools' newest elementary school, one of only two new schools built by the district in the past three decades. PPS collaborated with Home Forward (formerly the Housing Authority of Portland), the Boys and Girls Club of Portland and the City of Portland's University Park Community Center to create the two-acre educational campus. The Community Campus at New Columbia is situated in the recently redeveloped New Columbia mixed-income housing project, the center of which is the LEED Gold-certified Rosa Parks School. The Rosa Parks School's multiple-award winning design includes art, music, computer and food service spaces shared with the Boys and Girls Club, family resource rooms and an information center. The school is an example of how innovative designs can allow schools to be centers for their surrounding communities.

Additionally, as of 2011, Multnomah County operated 13 School-Based Health Centers open to students and non-students.<sup>v</sup> Beyond these designated community functions, Portland's public school facilities are available to rent for a variety of community and neighborhood groups.

Where schools are unable to serve a community school role, other facilities in a given neighborhood, such as community centers, parks facilities, libraries and religious or non-profit facilities may also be positioned physically and financially to provide a focus for community services. Ideally, some form of neighborhood-based master planning process for community facilities can determine area-specific opportunities for needed community and civic activities.

While the City of Portland recognizes in its zoning code language the many functions schools can serve outside the regular school day, the limited number of allowed uses for school facilities, especially those located in residentially zoned neighborhoods, create barriers to multi-use community schools. These barriers are discussed further in Section II: Recommendations.



### *Healthy Connected City*

The City of Portland and all six school districts with facilities inside Portland's city limits share a number of mutual interests. The Portland Plan and Comprehensive Plan update processes present an opportunity to build on these shared interests and goals through collaborative and strategic planning. One means for doing this will be through implementation of the Portland Plan's Healthy Connected City strategy, which will help inform decisions about growth, development and livability in Portland in the 21st century.

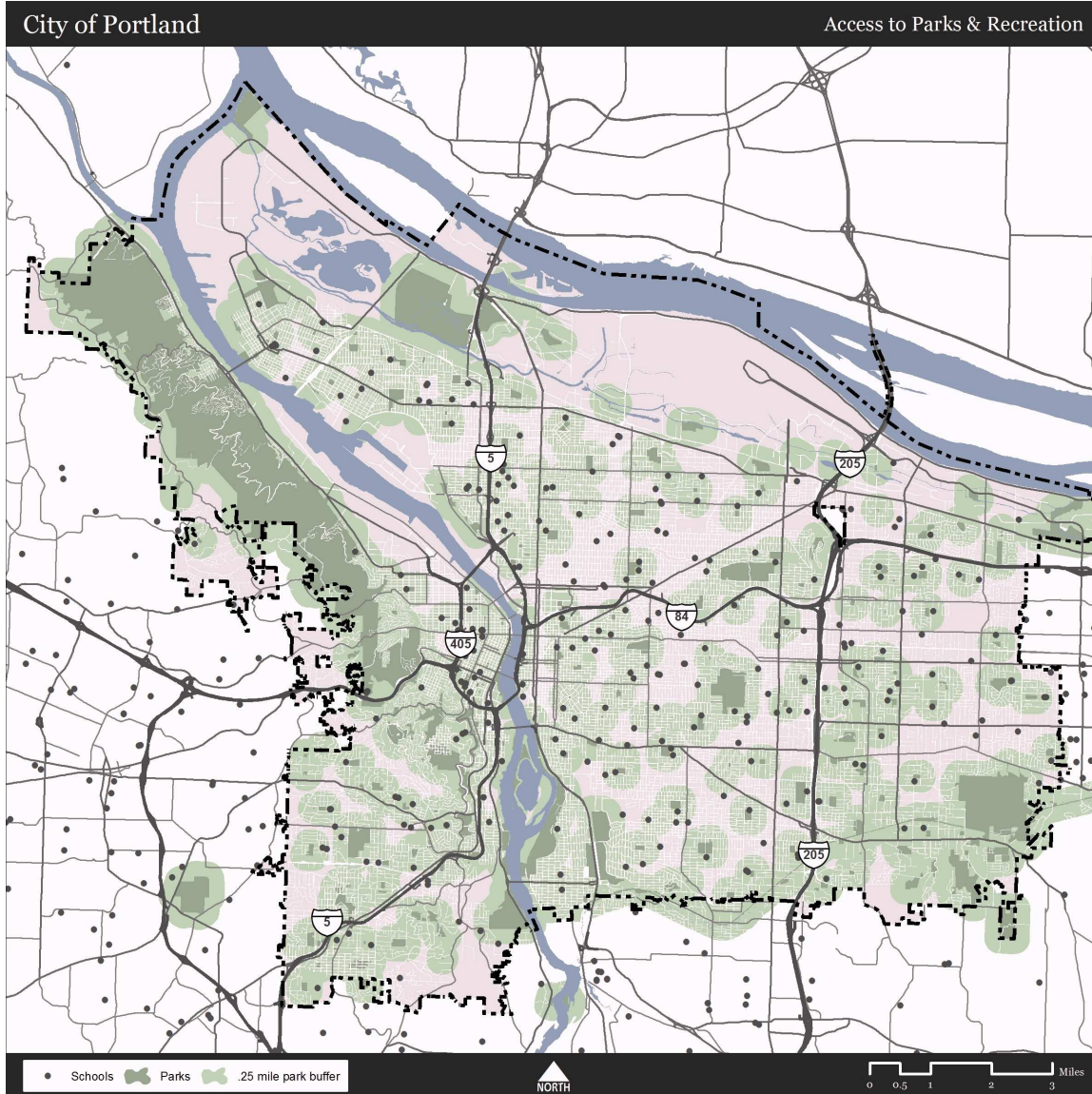
The Healthy Connected City strategy highlights the many benefits of a walkable neighborhood, anchored by a "neighborhood center" that helps facilitate "20 minute living." According to the Portland Plan, a neighborhood center is a place with convenient, safe and pedestrian-oriented access from adjacent housing to the places people need to go and the services they use nearly every day: transit, shopping, quality food, parks, social activities—and schools. The Portland Plan identifies 24 20-minute analysis areas, centered around neighborhood centers, which the Plan uses to evaluate neighborhood connectivity and walkability.<sup>vi</sup>

By providing a number of diverse functions, public schools contribute to active 20 minute living. In addition to school facilities providing valuable programs and services, public schools often offer crucial access to open space and recreation, especially in park-deficient neighborhoods. The following map illustrates the location of public schools within a quarter mile radius of a park. North, Northeast and East Portland neighborhoods are home to the greatest number of schools not located within walking distance of a park. For residents of these neighborhoods the neighborhood public school may be the only opportunity to access walkable open space and recreation.

The City of Portland, through the Comprehensive Plan update process, can utilize zoning and regulatory tools to help schools maximize their potential to serve communities. Examples of how the City of Portland can invest in school success include:

- Working with districts through their facilities planning processes to plan for and identify land needed for projected enrollment increases.
- Adopting land use strategies to combat declining enrollment in inner Portland neighborhoods.
- Investing in public infrastructure and programs like Safe Routes to Schools that benefit students and families.
- Creating more flexible zoning that allows for multi-use school facilities.

These and other recommendations, such as expanding joint use agreements between school districts and the City to help schools provide additional access to open space, recreation and public space will be discussed in Section III: Recommendations.



## 2. Schools are essential public infrastructure

School campuses and buildings are essential public infrastructure. Schools are durable assets, owned and maintained by the public, that provide space for essential education and community uses including multi-generational education, emergency gathering spaces, recreational opportunities, access to health and social services, social gatherings and many other activities and services.

Because of the public ownership and multipurpose roles of schools, all Portlanders and the City of Portland have an interest in the use, disposition, closure, sale, rehabilitation and reuse of public school facilities and property. Community members have a vested interest in school-related issues such as the potential conversion of school properties to new uses and the potential to introduce new types of activities and impacts in neighborhoods such conversions

might have. This is of particular concern with the many school sites located within or adjacent to residentially zoned single-family areas.

Existing land use policies in the City's Comprehensive Plan suggest that closed school sites be retained in a 'civic use.' State law (ORS 197), (ORS 197) stipulates that closure of a school is not a land use decision, limiting public involvement in decision-making and potentially divorcing school disposition processes from broader Comprehensive Plan goals and other public policy frameworks.<sup>vii</sup> When schools are closed, due to either dilapidated infrastructure or declining enrollment, neighborhoods lose not only a neighborhood school, but conversions of school property to other uses could result in the loss of open spaces, a critical issue in areas that develop over time into more urban landscapes. As mentioned in the previous section, school facilities such as fields, playgrounds and school learning/community gardens often provide recreational opportunities for residents who do not live within walking distance of a public park. These open spaces provide needed access to nature and recreation, especially in neighborhoods with a shorter history of City infrastructure investment, such as many East Portland neighborhoods.

Most of Portland's public schools are more than 50 years old. While these older schools' historic character is often highly valued by the community, because of their age these schools are faced with outdated infrastructure and deferred basic maintenance needs. As a consequence of aging school facilities and changing population and land use patterns, investment in school infrastructure is needed throughout the city. While inner Portland neighborhoods are home to deteriorating turn-of-the century schools, East Portland's swelling student enrollment challenges capacity in many East districts schools.

The amount of infrastructure work that needs to be done likely exceeds what can be accomplished by the public sector and school districts alone. In addition to partnerships between the City and school districts, public-private partnerships could help re-build school facilities, whether through creative re-use of closed school facilities or synergistic partnerships with various community uses and non-profit or community-based organizations. Although many school sites can and should be maintained for civic uses, a broader definition for these uses beyond single-use school facilities could be incorporated into the regulatory structure, including looking at providing for a mix of community uses and some redevelopment of functionally obsolete buildings on many current school sites.

### **3. Schools and neighborhoods benefit from collaboration between school districts and City government**

School districts and the City of Portland share many common goals. It is in Portland Public Schools' (PPS) interest, for example, to work with the City to reverse declining enrollment through strategies to make inner Portland neighborhoods more family-friendly, as well as address the possible need for new schools as population in Central City neighborhoods grows. Meanwhile, East Portland neighborhoods that have experienced rapid growth in population and school enrollment have a shared interest with the City in directing and planning for future growth.

In spite of these common goals, school districts and City government have jurisdictional and institutional barriers that can make collaboration to meet shared objectives difficult. Nevertheless, it is important that the City of Portland have a voice in discussions concerning the future of major school facilities—including planning for campus redevelopment, expansion, major reconfiguration and closure—because of the interplay between these decisions and community health and prosperity. Similarly, school districts have a vital interest in participating in discussions about planning Portland’s future—decisions about land use, density, growth accommodation and economic development can clearly affect school district planning and decision-making. Avenues for improved collaboration between the City and its school districts are being actively pursued, and the Portland Plan and Comprehensive Plan update processes provide an opportunity for enhanced dialogue and better coordination.

One area where the City and school districts have immediate potential for collaboration is school district facilities planning. State law (ORS 195) requires collaboration between school districts and the City regarding district facilities planning. Still, the City and the school districts lack formal agreements that would coordinate school facility planning with the City’s strategic and comprehensive land use and economic development planning processes. As Portland’s school districts continue to experience shifts in the school-age population, the ability to coordinate long-range facilities plans with the City Comprehensive Plan would help ensure the districts’ ability to accommodate future growth or decline in students, as well as their ability to address relevant land use decisions such as more flexible school zoning, neighborhood infrastructure and facility needs.

Moving towards a regulatory environment that recognizes the critical role a broad range of community uses at school sites plays can help the City implement its goal of providing vibrant, affordable and walkable neighborhoods for all Portlanders. Coordinating infrastructure planning, for example, can help to ensure that students have safe and direct walking or biking routes to their neighborhood school and will have multiple benefits in terms of vibrant, healthy communities.

Beyond the regulatory context, City investment in programs such as Safe Routes to Schools, a program sponsored by the City of Portland Bureau of Transportation, can enhance the health, safety and vitality of whole neighborhoods, benefiting students traveling to and from school as well as neighbors who don’t necessarily have children who attend the local school. The City Bureaus of Parks and Recreation (PP&R) and Environmental Services (BES) support numerous educational programs in partnership with school districts as well as numerous neighborhoods and community organizations. Supporting partnerships and new uses for some school sites will help provide a viable future for the school system overall. Other City investments that augment education are described in Section V: Local Investment in Schools.



## II: RECOMMENDATIONS

This section offers some initial recommendations for school-related components of the Portland Plan and Comprehensive Plan update. As the Comprehensive Plan update process progresses, additional analysis may occur related to schools and educational facilities.

### 1. Strengthen the role of schools as centers of community

The Portland Plan's Healthy Connected City strategy describes neighborhoods in which amenities and essential services are located within a 20-minute walk or bicycle ride from home. In many neighborhoods, the center of such a neighborhood is the nearby elementary, middle or high school. By adopting the community school model, these neighborhood schools have the potential to strengthen neighborhood ties and build community while enhancing the educational experience of students and community members.

By expanding the multi-purpose use of schools, the community school model benefits students, families and neighborhoods including neighbors without school-age children. When schools serve as centers of community, neighbors and community members gain access to costly existing buildings and spaces that might otherwise be inaccessible. Families gain better access to services and agencies; neighborhoods become more connected to youth; opportunities for multi-generational learning and experience multiply.

Intergenerational use of school facilities can serve as a point of unity between generations; older adults possess a wealth of knowledge and experience in a wide variety of areas including education and skill development essential to entering the workforce. Additionally, older adults can provide highly valuable support for principals, teachers, students and parents while utilizing schools as centers for life-long learning. Increased community use of schools fosters greater community support for students. Inventive, enduring relationships among educators, families, volunteers and community organizations and partners are a key component of the future strength of our school system.

There are a few main ways that the City of Portland can encourage and strengthen community schools in Portland. Currently, City zoning limits the nature of allowed uses that can take place in a given school facility. These uses are primarily limited to daycare facilities and social service providers. With the exception of these limited uses, schools are primarily zoned as single-use facilities that are carefully regulated to protect surrounding communities from possible detrimental effects of increased school use (traffic, noise, litter etc.). Through the Portland Plan's Thriving, Educated Youth and Healthy, Connected City strategies, the City has set the stage for further education policy and coordination discussions during implementation of the Plan, as well as during the Comprehensive Plan update.

Further zoning code refinements may also be considered to address possibilities for allowing more flexible, adaptive school zoning, while protecting neighborhoods from impacts of increased school uses. Among ideas under possible consideration are new zoning tools to allow schools, hospitals and other community institutions to exist by-right under a new zoning designation, with impacts regulated through development standards and regulations. This new



approach could help balance the needs of the community and consideration of neighborhood impacts with a more focused, predictable and less cumbersome regulatory structure.

In addition to regulatory limitations, population changes threaten the vitality of many public schools, either through the possibility of closure resulting from declining enrollments or a lack of resources and capacity caused by rapid enrollment increases. To help districts best serve current and future populations, the City should work collaboratively with school districts to help the districts coordinate their long range facilities plans with the Comprehensive Plan in order to ensure that the districts have the facilities and land they need. Through regulatory changes and collaboration on facilities planning, the City can help ensure that Portland's public schools have the land, resources and regulatory framework in place necessary to maximize their potential as community schools.

Another way the City can help foster and encourage community schools is through joint use agreements between the school districts and City bureaus. Currently, Portland Public Schools and the City of Portland Bureau of Parks and Recreation share use and maintenance of PP&R-owned recreational facilities including fields, courts, gyms and parks. These facilities are a valuable asset for public school students, essential to the growth and development of healthy youth. Joint use agreements like these should be expanded to neighborhoods and schools where there is a need for recreation, including neighborhoods in East Portland, where no such agreements are currently in place.

Discussions about the roles schools can play as centers of community must of course consider that the primary focus of the school districts themselves is their core educational mission, especially in a time of unstable and shrinking resources. Engaging with neighborhood and community residents around individual schools through some form of master planning process has the potential to identify opportunities for appropriate community uses at any individual school site, while also considering the needs, opportunities and other resources in the area.

## **2. Continue to build and sustain strong partnerships between school districts, City government and community partners**

The City of Portland has a long history of collaboration with public schools. The 1979 City Schools Policy,<sup>viii</sup> for example, was a coordinated effort to define and strengthen the relationship between the City of Portland and Portland Public Schools which, at the time, was the only school district within the city. This document focused on four major themes: providing support for the rejuvenation and maintenance of city neighborhoods, promoting the best use of public facilities, providing more efficient delivery of human services and protecting past investments in schools, parks and homes by assuring the wisest use of public school funds. While an important document, its scope is limited by the expansion of city boundaries over time to include not just Portland Public Schools but six public school districts, and the fact that the policy was never adopted by PPS. Other examples of past cooperation between the City and school districts include the 1957 Land for Schools Report<sup>ix</sup>, the 1999 Schools Uniting Neighborhoods Agenda<sup>x</sup> and the 2009 Portland Public Schools Historic Building Assessment.<sup>xi</sup> The City's Comprehensive Plan update process presents new opportunities for the City and school districts to collaborate on shared interests.

Portland school districts and the City share numerous common goals. In many cases, the City and school districts can serve complementary roles in Portland neighborhoods. Joint use agreements like those between Portland Public Schools and the City of Portland Bureau of Parks and Recreation, for example, allow for school use of City-owned open space and facilities. Such agreements help enable schools to serve a multitude of community functions including and beyond educational instruction. As previously mentioned, new joint use agreements should be developed between the City and East Portland school districts. Further, agreements defining spheres of responsibility and opportunities and avenues for collaboration should be implemented between the City and Portland school districts, including formal agreements to coordinate facilities planning.

Youth success depends not only on educational institutions and City investment, but on the entire community as well. Racial and economic inequalities in academic achievement and overall low graduation rates in Portland schools can best be combated when resources and efforts are closely aligned among cross-sector partners. Since 2010, governmental, educational, non profit and private sector partners have been committed to strategically aligning resources and efforts through the “Cradle to Career” (C2C) initiative.

Cradle to Career is a public-private partnership modeled on the Strive Partnership in Cincinnati/Northern Kentucky,<sup>xii</sup> and is managed by All Hands Raised (formerly Portland Schools Foundation). The goal of C2C is to support youth from infancy through postsecondary education until they begin a career.<sup>xiii</sup> Local investment in youth is a key component of C2C, emphasizing the important role community partners and local businesses can have in facilitating skill development and career readiness in youth. Portland Comprehensive Plan policies should support partnerships with educational organizations and direct City resources toward appropriate and effective tools to enhance the lives of our city’s youth.

To help the City and school districts work together effectively for youth success, new intergovernmental agreements between the City and school districts should be developed, defining spheres of responsibility and decision-making, guidelines for effective working relationships and protocols for meaningful and timely consultation on issues of mutual interest and concern. Collaboration among school districts, City staff and community members is vital to ensure that facilities plans reflect changing demographics, address transportation and other public infrastructure needs and opportunities and promote schools as multi-use, community-serving facilities. Housing policy, transportation improvements and land use regulations should reflect the vital role that schools play in the community in order to make smart investments for the future.

Agreements must clarify and reinforce the jurisdictional authority of each governmental body; i.e., what decisions are within the City Council’s purview to make, and what decisions are within the purview of the elected school boards. At the same time, these agreements should promote collaboration and consultation practices that ensure the decisions of each body are informed by input from other affected and interested bodies and interested community members.

Examples of school district decisions that have direct and indirect impacts on the City's land use and transportation systems include boundary changes, school reconfigurations or school closures. Examples of City decisions that directly and indirectly affect school districts include formation of urban renewal areas, adoption of tax abatement programs, major transportation projects and zoning changes that could potentially increase or decrease school enrollment.

### **3. Consider the fiscal and social effects of land use policies on schools**

Portland school districts are highly sensitive to City of Portland land use policies, regulations and development incentives. Examples of how City policies have had an influence on school districts include the Portland Development Commission (PDC)'s administration of urban renewal areas and the Portland Housing Bureau's (PHB) Limited Tax Exemption (LTE) tax abatement programs which provide ten year property tax relief to homebuyers and property owners who buy, build or rehabilitate affordable housing in certain Portland neighborhoods. Both programs are discussed in detail in section III: Issues Facing Portland School Districts.

Urban renewal in some inner-Portland neighborhoods, while helping to encourage investment, has also had the effect of displacing low-income residents, including many residents of color, as well as discouraging new low-income residents from moving in. Gentrification resulting from urban renewal has contributed to declining enrollment in some inner-Portland schools as families with children seek more affordable neighborhoods, including many located in East Portland.

The Portland Housing Bureau's LTE tax abatement programs, while providing valuable housing for families priced out of many inner Portland neighborhoods, have (in combination with market forces encouraging higher density, lower income housing in certain neighborhoods) had the additional effect of concentrating low income families in certain neighborhoods and diverting tax revenue from school district budgets. In many cases, especially in North and East Portland, schools have seen an increase in low income students and students requiring special services, such as English Language Learning students, while at the same time experiencing foregone revenue associated with tax exemptions.<sup>xiv</sup>

East Portland's schools are a source of pride for the community. However, changing demographics — more students living in poverty, and nearly a hundred different languages spoken by the students at David Douglas, Reynolds, Parkrose, and Centennial school districts — strain school district resources and make it hard for school districts to provide the variety of services their diverse students deserve and demand. Efforts to ensure that, going forward, no district is unfairly burdened by regulatory decisions are discussed in the Section III b: Impacts of local decisions on school district revenue.

In addition to fairly allocating new housing, especially low-income housing, school districts need to be able to use their facilities adaptively, something that is not always easy in the current regulatory context. Barriers to multi-use facilities are discussed further in Section III b.

### III: ISSUES FACING PORTLAND SCHOOL DISTRICTS

#### a. State and local funding challenges

Portland's public schools have experienced significant financial challenges over the years. Declining enrollments in some schools and swelling enrollments in others, current (2011) and recent recessions and changes to the state funding model through ballot measures have contributed to unstable funding for Portland's public school districts. One of the biggest challenges to many of Portland's schools is the reliance on the State income tax for revenue.

The current formula for distributing school funding was devised in 1991 following the passage of Ballot Measure 5, with the goal of fairly distributing state dollars to school districts. Ballot Measure 5 and the subsequent Ballot Measure 50 (1997) capped property taxes and gave the state responsibility for making up the difference. Prior to this, per-student funding had been disparate, as some districts had more funding due to a higher property tax rate, a higher value tax base or sometimes both. To correct inequalities in funding, a per-student funding target was calculated; those districts spending more than the target were frozen at their existing funding levels, and lower spending districts were gradually brought up to the target level. This equitable funding was phased in to give districts time to adjust. The result was that some districts received a boost in funding, while others, such as Portland Public Schools, saw their revenue decline, when adjusted for inflation.<sup>xv</sup>

As a result of these property tax limitations, State revenue from income taxes replaced reduced local revenue. The state's share increased from about 30% before Measure 5 to about 70% after Measure 50, making Portland's school districts vulnerable to changes in revenue from state income taxes.<sup>xvi</sup>

In a 1996 decision, *Euhansen v City of Eugene*, the Oregon Supreme Court held that Ballot Measure 5 also requires property taxes be separated into two categories, "school system" and "other than schools," according to the use to which the revenues are to be put. "School system" taxes are constitutionally limited to \$5.00 for each \$1,000.00 of property value and "other than school" taxes are limited to \$10.00 for each \$1,000.00 of property value. The court reaffirmed these limits by ruling additional property tax revenue raised by a mixed local levy (93% for schools and 7% for city government) could not be used by schools, because the schools had already received their maximum tax revenue of \$5.00 for each \$1,000.00 of property value. The "school system" category is not just a limit on public grade schools; the \$5.00 for each \$1,000.00 of property value limit is shared among all taxing districts providing educational and educational support services, from pre-kindergarten through post-graduate training.

With a school funding formula that distributes money to districts based on the number of enrolled students, fiscal challenges related to enrollment shifts in Portland's school districts have occurred. For example, with declining enrollment, Portland Public Schools is receiving less operating revenue. While PPS anticipated and planned for a decrease in enrollment, the recession in the early 2000s and the 2011 recession have compounded the district's planning efforts as it has had to divert reserves and general fund monies for facilities to fill holes in its

operating budgets as well as make cuts in curriculum offerings, defer maintenance on aging buildings and even close some under populated schools. In contrast, East Portland school districts with increasing enrollment are receiving more state funds, but lack the capital (tax base) to fund new facilities.

## **b. Impacts of local decisions on school district enrollment and revenue**

Enrollments and revenue of Portland's school districts are impacted by a variety of factors. The City's land use and affordable housing policies have played a role in increasing school enrollment in some neighborhoods and districts while contributing to decreased enrollment in others. This section discusses the effects that zoning and programs like tax abatement and urban renewal, combined with dynamics of the private housing market, have had on school district enrollment and revenue. Consequences of these factors include increases in school enrollment in some schools and decreases in others, increased concentrations of low income and English Language Learning students in certain districts and loss of revenue to school districts, particularly the East Portland school districts, resulting from tax abatement and urban renewal policies and practices.

### *Land Use Policies*

Land use policies and practices can have a profound impact on public schools. Zoning changes that encourage new growth in a given area draw new students into local schools. Policies that directly or indirectly result in smaller housing units and/or increased housing prices may drive away families with school-aged children, or discourage new families with school age children from moving in.

East Portland, in particular, has experienced rapid changes resulting from zone changes, specifically "up-zoning" that occurred as part of the City's Outer Southeast Community Plan, which changed the 1996 Comprehensive Plan map and the Zoning map. Prior to the adoption of the Outer SE Community Plan, much of East Portland remained semi-rural, with post-World War II development following a more auto-oriented pattern than many inner-Portland neighborhoods that developed along streetcar lines. With annexation into the city of Portland in the 1980s and 1990s, and the adoption of the subsequent Comprehensive Plan, East Portland experienced an influx of new residents, many of whom moved into single-family homes on narrow lots or new and multi-family residential units allowed under zoning designations that encouraged higher-density residential development. By 2007, 31.9% of all single-dwelling residentially zoned acres and 43.8% of all multi-dwelling zoned acres in the city of Portland were located in East Portland.<sup>xvii</sup>

Many of the new residents drawn to East Portland are families with school-age children. Lower housing prices and an increase in multi-family residential housing allowed under higher-density zoning have contributed to increasing numbers of families who have been priced out of inner-Portland neighborhoods moving to East Portland. This population trend has not only caused enrollment in East Portland's public schools to increase steadily, but has led to East Portland schools serving an increasing number of low-income students and students for whom English is not their first language.



*Tax Abatement*

Portland has five different Limited-term Tax Exemption (LTE) programs that have been used as one of the financial and policy tools to achieve the City’s various housing goals. The five LTE program categories are:

- Non-profit low-income housing-rental
- New multi-unit housing-rental and condo
- Single family new construction-homeownership
- Transit-oriented development-rental and condo
- Residential rehabilitation-for rental property owners and homeowners (not available since 2008).

While the LTE programs facilitate affordable rental and homeownership options for low-income households, the programs have also led to foregone revenues for various taxing jurisdictions. For instance, the single family new construction (SFNC) LTE that


<b>Estimated Foregone Revenue by Education District, Tax Year 2011-2012</b>						
<b>Program</b>	<b>Total foregone revenue by abatement program</b>	<b>Education Service Districts (ESD)</b>	<b>Community Colleges</b>	<b>Portland Public Schools</b>	<b>David Douglas</b>	<b>Other School District</b>
<b>Non-profit</b>	\$2,763,802	\$155,302	\$197,761	\$2,072,547	\$262,254	\$75,938
<b>NMUH</b>	\$1,063,503	\$58,877	\$76,523	\$928,103	\$0	\$0
<b>TOD</b>	\$190,873	\$11,456	\$13,553	\$57,796	\$103,421	\$4,647
<b>SFNC</b>	\$1,160,002	\$65,694	\$82,981	\$814,812	\$162,806	\$33,709
<b>Rehab</b>	\$11,668	\$647	\$839	\$10,007	\$175	\$0
<b>Total by category</b>	\$5,189,847	\$291,976	\$371,658	\$3,883,264	\$528,656	\$114,294
Source: Portland Housing Bureau 2010-2011 Annual Report: Residential Tax Exemption Programs						

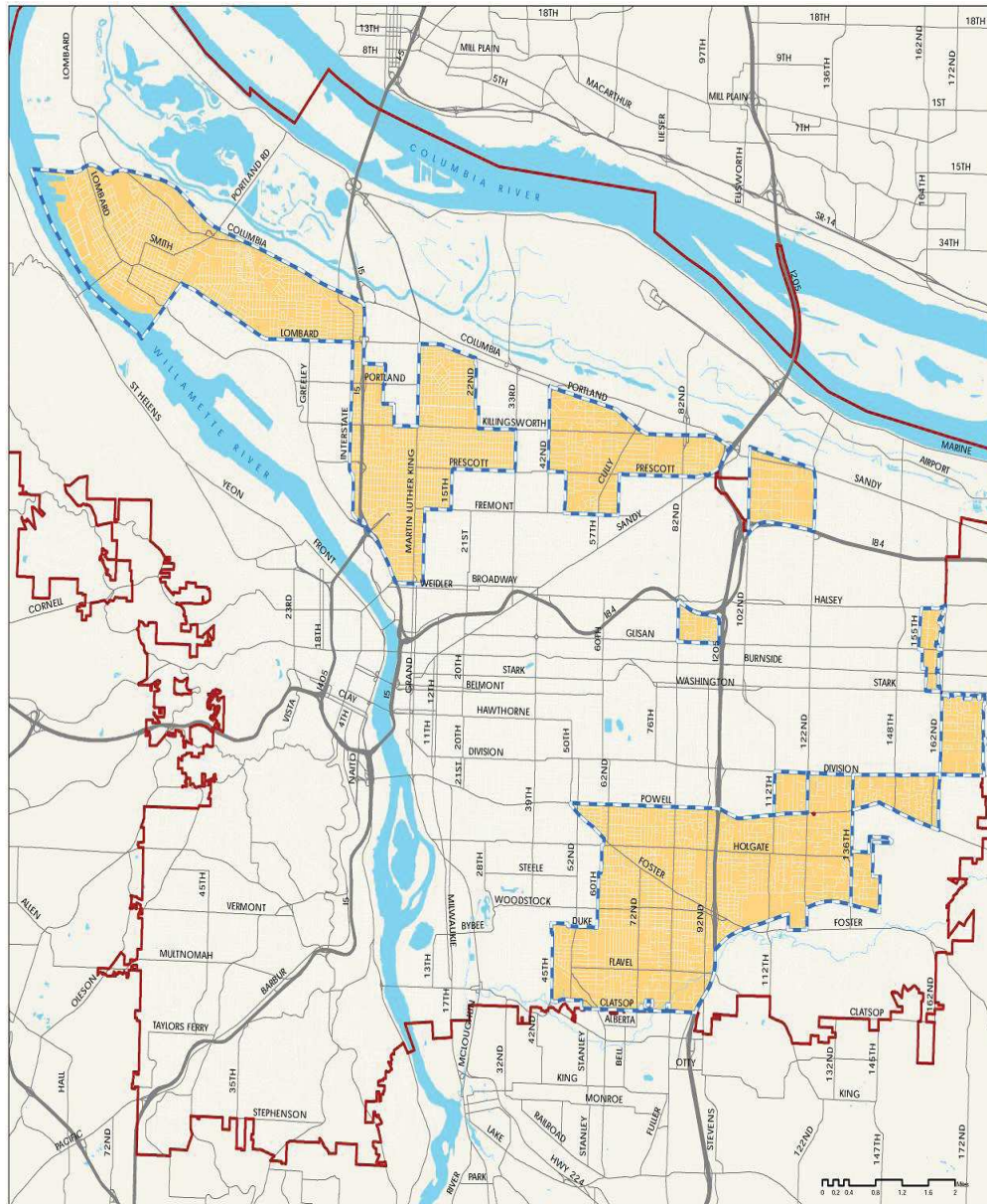
promotes affordable homeownership has disproportionately impacted certain school districts. When an exemption is terminated for non-compliance or expires at the end of the exemption period (typically 10 years), the property is re-assessed and begins to accrue full taxes, including the improvement value, in the next tax year. The above table shows the total foregone revenue to public school districts and community colleges resulting from tax abatement programs at more than \$5 million in Tax Year 2011-2012.

Up to now, in order to qualify for LTE programs, properties in question must be located within a Homebuyer Opportunity Area (HOA). As the map on the following page shows, HOAs currently are primarily located in North, Northeast, outer Southeast and East Portland. While these programs have provided much needed assistance to Portlanders priced out of inner neighborhoods, the targeting of these programs in areas already home to a high percentage of low income residents has had a disproportionate effect on some school districts.

# Homebuyer Opportunity Areas

 Portland Neighborhoods Designated as Distressed Areas

 City of Portland



FEBRUARY 2006

Information Sources: Portland Development Commission  
Geographic Information Systems (GIS), City of Portland  
Corporate GIS and the City of Portland Bureau of Planning.

In addition to foregone revenue, one criticism of the LTE programs is that districts affected by LTE programs also struggle to accommodate soaring enrollments, high numbers of low income students and students for whom English is not their first language.

Most recently, a City-County Committee comprised of elected officials and other stakeholders called the “Big Look Committee” has been deliberating policy changes to the various LTE programs. The main purpose of these discussions has been to achieve better alignment of the programs with the City’s current affordable housing needs and to advance equity, housing access and neighborhood development goals through the strategic use of this tool. Additionally, the aim of this review process is also to improve program administration and accountability.

*Urban Renewal*

Urban renewal policies that selectively target certain neighborhoods for growth and investments have had significant impacts on the revenue stream for Portland’s school districts as well as on their enrollment and demographics.

Portland City Council has the ability to designate Urban Renewal Areas (URAs), which are then administered by the Portland Development Commission (PDC). Urban Renewal Areas are meant to improve areas suffering from blight, poor planning and/or lack of investment. The main mechanism for URA funding is tax increment funding, which works by utilizing City-issued urban renewal bonds to pay for improvements within an identified URA. When property values rise as a result of new investments, the increased property tax revenues, known as tax increments, are used to pay off the bonds. The share of tax revenue generated from property within the URA is frozen for the length of the URA, usually 20 to 30 years.<sup>xviii</sup>

The ways in which urban renewal affects Portland neighborhoods and schools varies across the city. While urban renewal is a key tool to fuel revitalization and economic investments in the city’s core, many inner-Portland schools have experienced decreasing enrollments caused by the displacement of families unable to afford the rising cost of living in revitalized neighborhoods. For many PPS schools, urban renewal has displaced families with children to other neighborhoods where housing prices are lower, often to neighborhoods and school districts in East Portland. In East Portland, urban renewal has had the consequence of diverting tax dollars from school districts struggling to accommodate increasing student enrollments caused, in part, by an influx of residents priced out of inner-Portland neighborhoods.

**c. Population growth and enrollment**

Between 1990 and 2010, the population of the Portland metropolitan area grew by 32%. Multnomah County’s population grew by 21% and the City of Portland’s population increased by 25%. Population growth within the Portland Public School District (PPS) was 13%.

City and Region Population, 1990, 2000, 2006 and 2010						
	1990	2000	2006	2010	Avg. Annual Growth Rate	
					1990-2000	2000-2010
PPS Area	399,758	426,240	NA	460,248	0.6%	0.8%
City of Portland*	436,898	526,986	560,405	583,776	0.6%	0.99%
Multnomah County	583,887	660,486	701,545	735,334	1.9%	1.08%
Portland-Vancouver-Beaverton MSA**	1,523,741	1,927,881	2,121,910	2,226,009	2.4%	1.45%

\* A portion of the City of Portland’s population growth was due to the annexation of 47,227 persons between 1990 and 2000 and 3 persons between 2000 and 2006.  
 \*\*Portland-Vancouver-Beaverton MSA consists of Clackamas, Columbia, Multnomah, Washington, Yamhill (OR) and Clark and Skamania (WA) Counties.

Sources: U.S. Census Bureau, 1990, 2000 and 2010 censuses, Portland State University Population Research Center, 2006, 2010 estimates.

Meanwhile, in the past decade (1999-2010), PPS student enrollment declined by 17% while enrollment in the Centennial, Reynolds and David Douglas school districts increased by 8%, 18% and 36% respectively. Enrollment in the Riverdale School District increased by 40% in that decade, due to the completion of a new high school.

Portland Plan 20-Minute Analysis Areas	% School-Age Children
Forest Park-Northwest Hills	23.30%
122nd and Division	21.70%
St John's	21.00%
Pleasant Valley	20.40%
Centennial-Glenfair-Wilkes	20.10%
Lents-Foster	19.70%
Roseway-Cully	18.90%
Interstate	18.60%
Gateway	18.60%
MLK-Alberta	17.90%
Tryon Creek-Riverdale	17.50%
Parkrose-Argay	17.20%
Montevilla	16.90%
West Portland	16.50%
Raleigh Hills	15.70%
Woodstock	14.90%
Hollywood	14.20%
Hillsdale-Multnomah	14.10%
Sellwood-Moreland-Brooklyn	12.50%
Hayden Island-Bridgeton	11.00%
Belmont-Hawthorne-Division	10.10%
Northwest	8.60%
South Portland-Marquam	7.80%
Central City	3.40%

Portland School District Enrollment 1999-2000 and 2010-2011			
District Name	Enrollment		% Change
	1999-2000	2010-2011	
Centennial	5972	6427	7.6%
David Douglas	7937	10,756	35.5%
Parkrose	3598	3435	-4.5%
PPS	53,587	44,581	-16.8%
Reynolds	9554	11306	18.3%
Riverdale	402	566	40.8%

Source: Oregon Department of Education Student Enrollment Comparison

Areas with high percentages of children ages 3-17 are scattered throughout the city but are mainly concentrated in North, Northeast, and East Portland.

The table on the left shows the percentage of school-age children living in each of the 24 20-minute analysis areas used by the City of Portland Bureau of Planning and Sustainability in the Portland Plan to assess neighborhood walkability.

Examples of neighborhoods with high concentrations of school-age residents include North Portland's St Johns area, where 21% of residents are between the ages of 3 and 17, Northeast Portland's Roseway-Cully area (18.9%), Northeast Portland's MLK-Alberta area (17.9%), Southwest Portland's Tryon Creek-Riverdale area (17.5%), and East Portland's Gateway (28%) and 122<sup>nd</sup> Avenue and Division (21.7%) areas. Areas with the lowest concentrations of children in 2010 were generally located in the Central City (3.4%), South Portland-Marquam (7.8%) and Northwest (8.6%) areas. In addition, a general increase in families with children is evident in areas east of 82nd Avenue, with corresponding growth in school district enrollment in those areas.



**d. Projecting future enrollment**

Bureau of Planning and Sustainability 2011 growth projections indicate that the number of households in Portland will likely be between 344,800 and 376,300 by the year 2035. The base estimates (2005) put the number of existing households at 243,400. At the lower end of the forecast, this translates to a percentage growth of about 42% in the 30 year time frame. If this growth is spread evenly on an annual basis, it means that the City will see an annual percent rate change of 1.2%; slightly below the Portland Metro area. At the higher end, the annual percentage rate change would be at 1.6%.

The net increase in number of households is projected to range between 117,600 – 133,000 households. The Portland Central City is expected to grow by nearly 277% in the projected time frame with the number of households expected to range between 46,200- 52,500. In terms of “percent growth” this subarea of the city is slated for the highest growth rate, with all other subareas (Northeast, Southeast, West, North and East Portland) expected to experience growth rates below 50%.

Growth trends for households with children will more directly influence future school enrollment. Overall, the number of households with children is forecasted to increase in the city by 20,800 to 27,100 by 2035, representing growth rates of 31% to 41%. This growth is not expected to be evenly distributed across the city. The table below shows forecasted growth of households with children for the city as a whole and for Metro-designated subareas.

FORECASTED DISTRIBUTION OF HOUSEHOLDS WITH CHILDREN (K-12): 2035							
	2010			2035			2010-2035 Change HH w/children
	Total Households	HH w/children #	%	Total Households	HH w/children #	%	
City of Portland	253,242	69,014	27%	386,894	89,468	23%	20,454
<b>Subareas</b>							
Central City	24,942	2,888	12%	57,241	7,049	12%	4,160
Northeast	39,733	12,739	32%	51,175	14,843	29%	2,104
Southeast	63,618	16,280	26%	85,855	20,150	23%	3,869
West	45,574	16,055	35%	69,552	22,386	32%	6,331
North	26,526	6,721	25%	38,718	7,989	21%	1,268
East	52,850	14,330	27%	84,352	17,052	20%	2,722

Source: BPS analysis of August 2011 Metro "BETA" Forecast

While the Central City is expected to have the highest percent growth (231% - 281%), the growth in absolute numbers of households with children is expected to be greatest in the West Portland subarea (7,300 - 10,100) in the Portland Public Schools District and the East Portland subarea (15,900 - 17,200) covering the David Douglas district and parts of the Parkrose, Reynolds, and Centennial districts. Among other factors discussed in this report these projections reflect trends in housing development, with housing units in East and West Portland tending to be larger and with more bedrooms, often the preferred housing choice for families with children.



Although Central City households are less likely to have children than households in other areas, the growth in the number of households with children (3,700 – 4,500) may indicate the need for additional school facilities in Central Portland within the time horizon of the Portland Plan and updated Comprehensive Plan.

#### **e. Zoning and regulatory challenges**

Portland Zoning Code (Title 33, Planning and Zoning) provides provisions that regulate the location, use and development of schools and school sites. Schools are designated as allowed uses in commercial and employment zones. In general, the code requires schools to go through a discretionary review (Conditional Use land use review) when located within an open space or residential zone to ensure the uses of the building and site do not adversely impact the adjacent and surrounding residential neighborhood. Many of Portland's schools are in residential zones. The approval criteria for such review includes maintaining the appearance and function of the residential area, physical compatibility of schools with the residential development, residential livability issues like glare, noise, privacy and safety, sufficient public services such as transportation impacts and consistency with adopted area plans.

The Zoning Code also sets forth specific standards related to site development such as building coverage and floor area ratios as well as vehicle parking and loading regulations. Portland's zoning code specifically recognizes the multi-purpose role that many public schools play. At the same time, zoning regulations attempt to protect surrounding areas from negative impacts by providing a forum for public review of any major changes to school uses or school buildings. As of 2012, Portland Zoning Code allows for a limited number of alternative uses on school sites. These include daycare, community service and nonprofit or social services and offices uses, as long as these uses comply with parking requirements and as long as any exterior recreation areas remain open to the public at times when the alternative use is not occupying the areas.

If public schools wish to accommodate a group or activity not identified in the Portland Zoning Code as an allowed use, the school site must, as previously mentioned, undergo a conditional use review process which can be costly and time consuming. The update of the City's Comprehensive Plan presents possibilities for changing school zoning regulations to be more flexible and adaptable to a variety of desired community uses.

City Council adopted changes to the Portland Zoning Code in March 2011 to clarify Portland's zoning code as it applies to conditional uses on schools and recreational fields. The Schools and Parks Conditional Use Code Refinement Project focused on issues that were central to several pending code enforcement complaints, as well as code ambiguities that had been problematic for the Bureau of Development Services (BDS) and had caused confusion for Portland Parks and Recreation (PP&R), school districts within the city of Portland, and various private schools and members of the community. The project was initiated in 2008 to address the conditional use zoning code regulations as they applied to schools and parks related to four topic areas: 1) enrollment fluctuations; 2) change of school level; 3) recreational field uses; and 4) conditional use status for vacant school property.

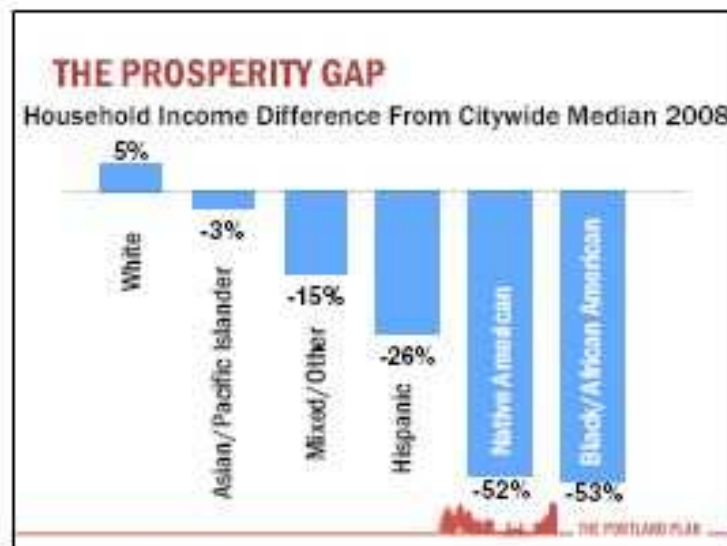
During the public process for this project, the discussion broadened beyond the conditional use process and included many issues related to equity (e.g., disparities in academic achievement among youth in poverty and youth of color) and socio-economic implications of recent decisions by PPS related to school reconfigurations and closures. As part of their action adopting Zoning Code changes in 2011, City Council directed staff to pursue two additional tracks to address issues raised in public testimony and by Planning and Sustainability Commission members: intergovernmental agreements between school districts and City government, and policy changes (through both the Portland Plan and Comprehensive Plan update).

### f. Distribution of poverty

The percentage of children living in poverty in Portland is lower than the national average. Those numbers, however, are increasing more rapidly than in other major cities. In the 1999-2000 school year, 16.6% of Portland children lived in poverty. By the 2008-2009 school year, 21% of Portland children lived in poverty. Recently released 2010 US Census figures on child poverty reveal a widening gulf between child poverty rates in Portland's school districts. Whereas districts with previously low poverty rates saw little change over the past decade, poverty rates in already-poor districts surged. Reynolds and David Douglas school districts posted the 3<sup>rd</sup> and 4<sup>th</sup> highest poverty rates in the state among large Oregon districts. According to the 2010 US census, the child poverty rate for Reynolds and David Douglas was 32% and 31% respectively (the federal poverty level is defined as \$22,314/year for a family of four). The child poverty rate for Portland Public Schools was 18%.<sup>xix</sup>

The number of children in Portland's school districts who qualify for the free or reduced-price lunch program has increased from less than half of the population in the 1999-2000 school year to the majority of students in four of the five districts in the 2009-2010 school year and as many as two thirds in three of the five districts. In the 2009-2010 school year, the schools with the highest student participation rates were in North, Northeast and East Portland with participation rates in the 80-95% range. The lowest participation rates were in selected Northwest-area schools, with rates under 5%, followed by some Southwest and Southeast schools, with rates from 5-14%.<sup>xx</sup>

Poverty rates among children belonging to racial and ethnic minority groups are higher than among white students. Recently released census data shows that half of Oregon's 20,000 African American children were poor in 2010.<sup>xxi</sup>



While poverty has been a persistent problem in some North and Northeast Portland neighborhoods, the increase in poverty among students in East Portland school districts is a result of many factors, including rising housing costs near the city core.

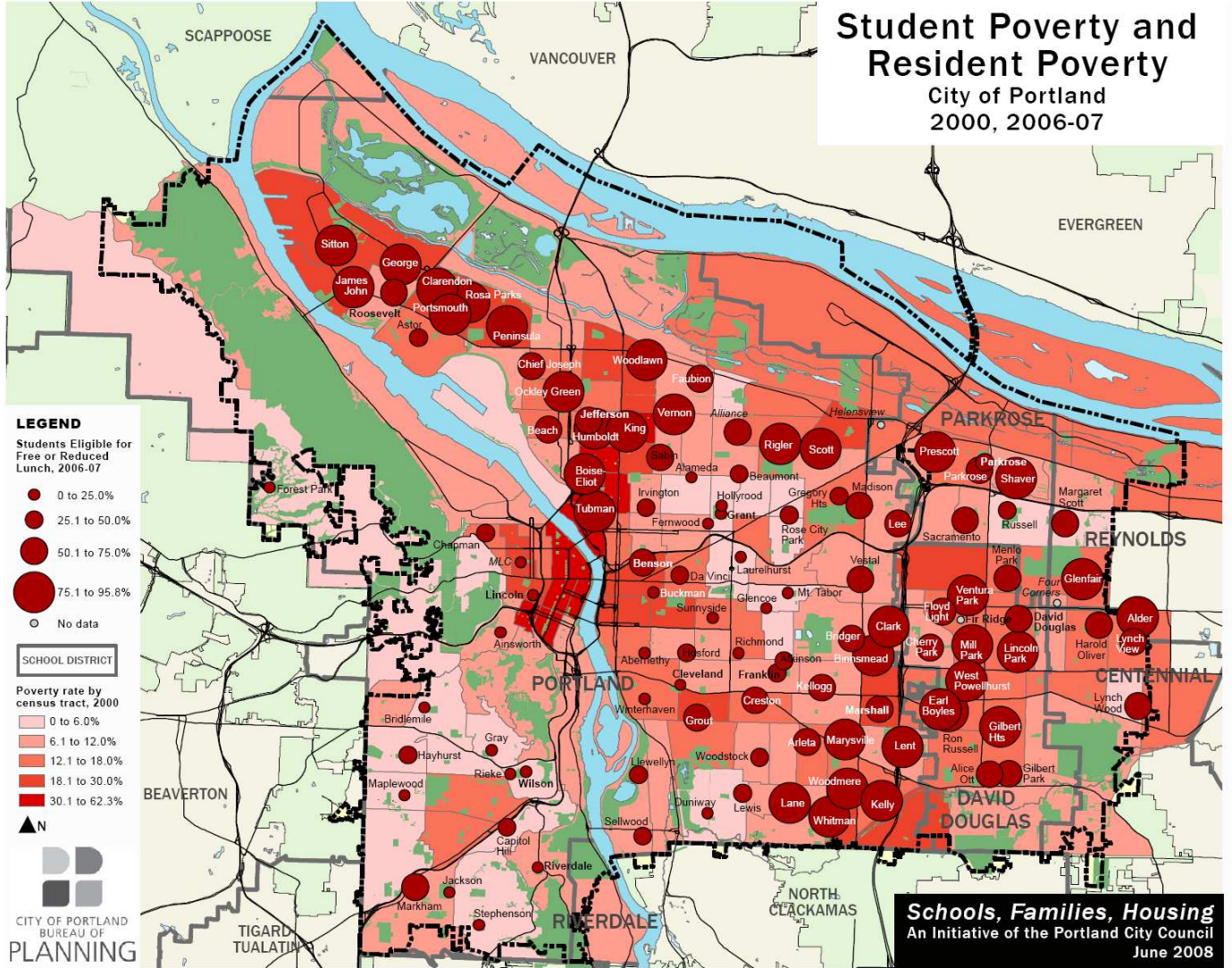
As previously mentioned, East Portland’s generally more affordable housing supply attracts lower income families, including recent immigrants, who historically would have been more likely to locate in inner-city “stop-over neighborhoods,” such as Buckman and Eliot, which in recent years have become markedly more expensive. As Portland’s closer-in neighborhoods become less affordable, it is likely that poor residents in North and Northeast Portland will continue to migrate to East Portland. These trends have been exacerbated by the poor national economy. Hunger, inadequate health care, and unstable housing are among the many challenges facing poor students and their families, all of which affect school attendance and school performance.

<b>Portland School District Students Eligible for Free and Reduced Priced Lunch 1999-2000 and 2010-2011</b>		
	<b>Students Eligible for Free and Reduced Lunch</b>	
<b>District Name</b>	1999-2000	2010- 2011
Centennial	1662 (27.8%)	4154 (64.6%)
David Douglas	3725 (46.9%)	8410 (78.5%)
Parkrose	1686 (46.9%)	2576 (75%)
PPS	20,480 (38.2%)	19278 (43.8%)
Reynolds	4281 (44.8%)	8097 (72.8%)
Riverdale	n/a (1.5%)	n/a
Source: Oregon Department of Education Students Eligible for Free or Reduced Lunch		

**g. Student mobility**

A direct effect of poverty and housing instability is student mobility. Children from low-income families and families who rent their homes are more likely to move and/or change schools. Students who are highly mobile are more likely to experience academic, social and emotional problems. Middle school students are most adversely affected by mobility, both because they fall behind academically and as a result of social factors. For low-income students, factors contributing to mobility include lack of food/clothing and loss of low-income housing. These students may suffer from poor attendance and an inability to focus on studies when hunger and instability are the center of their lives. Early focus preparation for school and successful early schooling is key to academic success. The challenges caused by student mobility suggest a need for housing affordability for families within the capture area of each school.





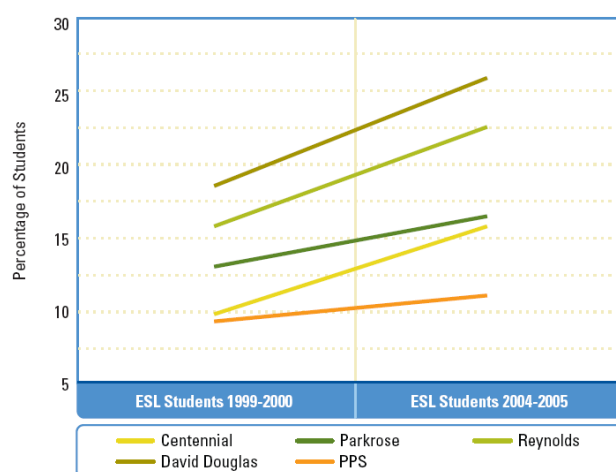
### h. Racial, ethnic and language diversity

There is a broad trend of increased diversity among Portland’s school districts (excluding the Riverdale school district, whose population is more than 90% white and has seen very little change in ethnicity in the past decade). The percentage of students identified as white dropped significantly in all districts between the 1999-2000 and 2010-2011 school years. In the Centennial, David Douglas, Parkrose and Reynolds districts, for example, the percentage of white students decreased by between 29 and 34 percent. Meanwhile, percentages of students of color increased in most districts, with the percentage of Hispanic students increasing most dramatically. According to the Oregon Department of Education, in 2011 Hispanic students comprised more than 20% of total enrollment in four of Portland’s six districts, with 37% of Reynolds students identifying as Hispanic.

Racial Composition of Portland School Districts															
Public School Districts	White			African American			Hispanic			Asian/Pac. Island.			Nat American		
	99-00	04-05	10-11	99-00	04-05	10-11	99-00	04-05	10-11	99-00	04-05	10-11	99-00	04-05	10-11
Centennial	83%	71%	54%	3%	5%	5%	6%	12%	24%	7%	12%	11%	1%	1%	1%
David Douglas	78%	64%	47%	3%	8%	9%	7%	14%	24%	10%	11%	13%	1%	1%	1%
Parkrose	71%	55%	37%	7%	11%	12%	7%	13%	25%	13%	18%	16%	1%	2%	1%
PPS	64%	58%	57%	16%	16%	13%	8%	13%	15%	9%	10%	8%	2%	2%	1%
Reynolds	75%	59%	44%	4%	6%	7%	15%	25%	37%	5%	7%	7%	1%	1%	1%
Riverdale	94%	92%	93%	2%	0%	1%	2%	1%	1%	3%	4%	4%	0%	0%	0%

Source: Oregon Department of Education

Unfortunately, youth of color and their families continue to experience disparities and inequities in Portland. The Coalition of Communities of Color finds that disparities experienced by Multnomah County racial and ethnic minority youth include higher poverty rates, stratified educational attainment, less access to preschool, more racial harassment, health disparities and higher juvenile detention rates.<sup>xxii</sup> Disparities in academic achievement and the City’s commitment to addressing educational equity are described in greater detail in the following section addressing student achievement.



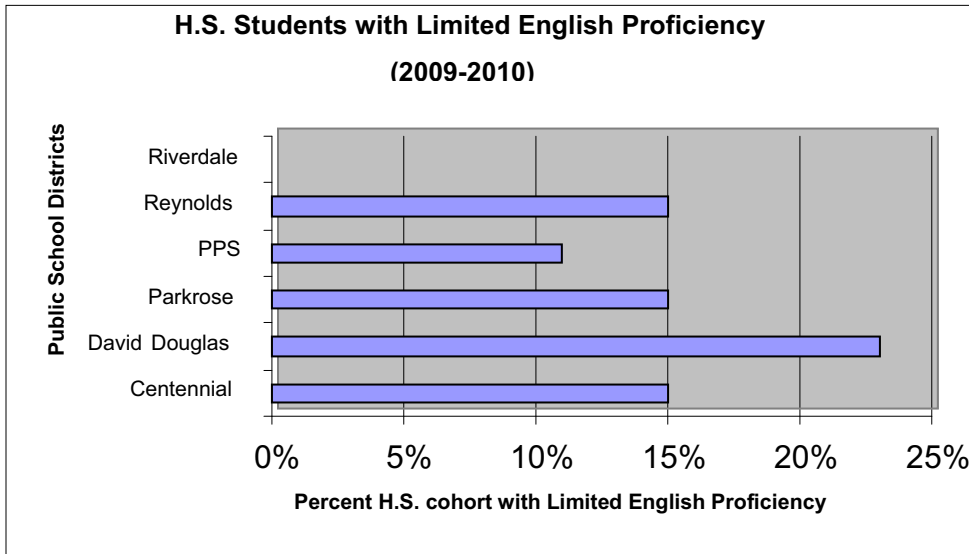
Source: Oregon Department of Education

Overall, all of the school districts are serving more students for whom English is not a first language. In 2008, Portland Public Schools reported that its students speak 111 languages. The number of English Language Learning (ELL) students is growing rapidly, especially in



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Portland's East districts. In the 2010-2011 school year, more than 15% of enrolled students in the Centennial and Parkrose school districts were ELL students. David Douglas and Reynolds school districts provided ELL services for more than 20% of their enrolled students.<sup>xxiii</sup> While high, these numbers include only the number of students actively receiving ELL services. Students who have declined services or are no longer receiving services represent additional demands on teachers, staff and resources not represented in official ELL counts.



Source: Oregon Department of Education

### i. Student achievement

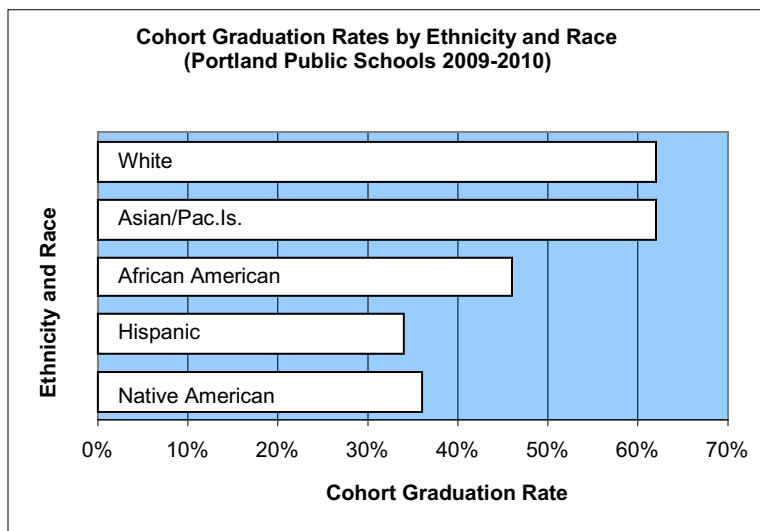
Beginning in spring, 2010, the Oregon Department of Education (ODE) began using a new formula to calculate and report graduation rates in Oregon; the cohort graduation rate. The cohort graduation rate shows the percentage of first time 9th graders in a given year who graduate with a regular diploma in four or five years, adjusting for transfers in and out. Prior to 2010, Oregon's graduation rate calculations were based on the National Center for Education Statistics (NCES) formula, which calculated graduation rates by dividing the number of students graduating with regular diplomas in a given year by the sum of the number of regular graduates and the number of dropouts that year in grades 9-12. The cohort graduation rate paints a clearer picture of each group of students' progress from the time they enter the 9th grade. It is worth noting that ODE also calculates a five year cohort graduation rate, which reveals slightly higher completion rates.

<b>4 Year Cohort Graduation Rates at Portland School Districts 2009-2010, 2010-2011</b>		
<b>District Name</b>	<b>2009-10</b>	<b>2010-11</b>
Centennial	57.48	61.95
David Douglas	61.30	67.68
Parkrose	57.93	62.28
Portland	53.55	58.53
Reynolds	57.75	52.17
Riverdale	100	87.88

Source: Oregon Department of Education

This new formula for calculating graduation rates reveals five of Portland’s six school districts having graduation rates lower than 68% in 2010-2011, lower than was previously thought. Still, high school graduation rates in the state and in most Portland school districts are improving. Graduation rates in Centennial, David Douglas, Parkrose and Portland Public Schools high schools improved between the 2009-2010 and 2010-2011 school years.

Although the graduation rate in most Portland school districts is slowly improving, the graduation rate for African American, Native American and Hispanic students is still not equal to that of Asian American or white students. Schools, community members and local governments need to work together to close the educational achievement gap.



Closing the achievement gap needs to start early. Portland Public Schools has set benchmarks for student achievement starting at the first grade.

By the first grade, students should be ready to read and by the third grade, they should be reading to learn. By middle school, students should write well and understand algebra. By the end of high school, students should be ready for work and college.

Poor academic achievement at the high school level is often preceded by poor achievement in elementary and middle school. State achievement scores measuring proficiency in mathematics and reading & literature show mixed results for Portland’s public school districts (excluding Riverdale, which had consistently high achievement). David Douglas and Portland Public Schools had the highest 3d grade reading and literature scores in 2010-2011, followed by Parkrose, Centennial and Reynolds. Those scores decreased, however, by 8<sup>th</sup> grade. In most cases Portland’s public school students scored at or below statewide averages.

State Achievement Scores for Portland Public School Districts 2010-2011							
	Centennial	David Douglas	Parkrose	PPS	Reynolds	Riverdale	OR
<b>Grade</b>	Reading and Literature	Reading and Literature	Reading and Literature	Reading and Literature	Reading and Literature	Reading and Literature	Reading and Literature
<b>3</b>	72.1%	82.6%	76.0%	85.7%	68.1%	>95.0%	83.4%
<b>8</b>	68.1%	64.0%	57.2%	73.7%	59.0%	87.5%	72.0%
<b>11</b>	83.9%	75.0%	75.4%	78.6%	76.9%	95.0%	83.2%
	Mathematics	Mathematics	Mathematics	Mathematics	Mathematics	Mathematics	Mathematics
<b>3</b>	42.6%	65.8%	57.7%	65.5%	49.8%	77.8	62.7%
<b>8</b>	60.2%	60.5%	47.0%	66.6%	49.4%	80.4%	64.5%
<b>11</b>	76.3%	59.1%	64.7%	67.6%	61.3%	89.4%	68.3%

Source: Oregon Department of Education

Overall, assessment scores in Reading & Literature and Mathematics were lower for youth of color than for white students. As the below table shows, in Portland Public Schools, fewer than 52% of African American students met state assessment benchmarks in these two subjects in the 8<sup>th</sup> grade, compared with more than 80% of white students.

To help address these and other disparities experienced by Portland’s racial and ethnic minority youth as well as Portlanders with disabilities, the Portland City Council in 2011 established the Office of Equity and Human Rights (OEHR), which will be a critical implementer of the Portland Plan and will work closely with the Portland Commission on Disability and the Portland Human Rights Commission throughout the implementation of the Portland Plan in order to help achieve the Plan’s stated equity goals.<sup>xxiv</sup>

	<b>Portland Public Schools</b>			
<b>Race/Ethnicity</b>	Reading & Literature (3rd grade)	Reading & Literature (8th grade)	Mathematics (3rd grade)	Mathematics (8th grade)
American Indian	78.6%	77.2%	69.0%	78.3%
Asian/Pac.Isl.	86.4%	68.7%	86.8%	83.2%
Black	70.2%	47.9%	57.9%	51.9%
Hispanic	73.5%	54.6%	70.5%	66.7%
White	90.1%	83.0%	89.0%	82.4%
Multi-Ethnic	92.6%	74.2%	88.3%	73.4%

Source: Oregon Department of Education

**j. Special education**

Special education enrollment increased in all but one of Portland’s school districts between 2000 and 2011, despite declining enrollment in the Parkrose and Portland Public Schools School Districts. While Portland Public Schools continues to serve the greatest number of special education students, East Portland school districts experienced the most dramatic changes in special education enrollment, with counts of enrolled special education students rising by more than 40% in the Reynolds and David Douglas districts and 21% in the Centennial School District between 2000 and 2011. The increase in number of special education students served by East Portland schools was disproportionately higher than the increase in general enrollment. In the Reynolds School District, general enrollment increased by 18% between 2000 and 2011, while the number of special education students rose by 48%. The Riverdale School District, meanwhile, saw a 12% decrease in special education enrollment despite a 39% increase in enrollment over the past decade. Limited resources challenge school districts’ ability to adequately serve student populations requiring additional services such as special education students.

<b>School District</b>	<b>District Enrollment</b>	<b>Special Education Enrollment</b>
Portland	-18%	+5%
Parkrose	-5%	+8%
Reynolds	+18%	+48%
Centennial	+8%	+21%
David Douglas	+33%	+42%
Riverdale	+39%	-12%

Source: Oregon Department of Education

## IV: LOCAL INVESTMENT IN SCHOOLS

The City of Portland has a long history of providing recreation and enrichment opportunities for youth and families in association and collaboration with public schools, beginning in 1911 with a partnership between the Portland Parks Bureau and the Portland Public School District to run a summer playground program. Coordination of school and City recreation programs and spaces has continued to the present, while City, County and other local investment and support of schools have expanded into many other areas.

In addition to funding such small items as safety officers and lawn mowing, the City of Portland has previously provided direct operational funding to school districts. The City has also initiated several programs with indirect benefits to schools. For example, funding is being provided for affordable housing near elementary schools to help maintain enrollment. The Bureau of Transportation and the Safe Routes to School program have initiated numerous projects and capital improvement investments that address school access, mobility and safety issues. In order to bring attention to and address issues related to youth, a Youth Planner program has been created in the Bureau of Planning and Sustainability.

The City of Portland partners with the local school districts in several capacities. There are joint efforts between the City and school districts to identify and leverage local and state funding and grants for education and schools. The City is also reaching out to create strategic partnerships around facility use and the development of school facilities/school communities. School districts are being included in planning forums to foster conversation on creating these partnerships and moving them forward.

The City is also working to bring awareness to the community that Portland Public Schools is not the only district within city limits and that other districts should be included in all discussions and receipt of city services. Together, the City and the community are bringing new attention to the varied spectrum of education in Portland, from pre-K to post-secondary, and to how improving public education improves the social and economic well-being of families, directly, and the city overall.

### a. 2011-2012 City Council initiatives

The City of Portland's 2011-2012 budget and other recent initiatives have sustained and increased the City's budgetary commitment to improving educational outcomes for Portland youth. Through the Youth Career Readiness & Foster Youth Employment Opportunity Business Tax Credit, the City Council approved a \$500 tax credit for local businesses that offer meaningful career-related opportunities to youth. The Summer Youth Connect program, which reached 1650 students in 2010, is a community-wide strategy to engage students during the summer months with academic supports, college exploration, and career-readiness activities. The City has also invested in and collaborated with many partner organizations in other summer activity programs. These include Ninth Grade Counts, a program that helps more than 1,000 Multnomah County students make a more successful transition to high school, Career + College Connections (C3), a program for 500 students which develops job-search

skills and exposes youth the hands-on career, college, and service project experiences, and a paid internship program for low income youth known as SummerWorks.

The adopted 2011-2012 budget contains funding for education programs across Portland. A few highlights include \$235,000 for the Cradle to Career initiative, \$500,000 for college scholarships that help students who may otherwise be unable to afford a post-secondary education, and \$100,000 to launch a SUN Community School program at David Douglas High School. City Council also invested \$50,000 in The Right Brain Initiative, which strives to give all K-8 students access to the arts, and \$50,000 toward the Summer Lunch Program, which supports low-income youth with meals when school is not in session. Finally, the Council invested nearly half a million dollars of one-time funding into education and youth initiatives, including Summer Youth Connect, education strategies work in the Mayor's Office, and support of the Multnomah Youth Commission.

### **b. Schools Uniting Neighborhoods (SUN)**

The City of Portland partners with Multnomah County and six local school districts in a unique collaboration called Schools Uniting Neighborhoods (SUN). The partners align resources to facilitate an integrated system of educational, social and health supports called the SUN Service System. SUN Community Schools Initiative, in 64 school sites in 2011, is the cornerstone of the System. SUN Community Schools serve as service delivery locations for children, youth and families. In addition to school-based and school-linked social and health services, these hubs offer after-school programming which blends recreation with cultural and academic enrichments in order to increase academic achievement and close learning gaps.

The SUN Coordination Council was established to coordinate resources and funding as well as provide direction to the program. The Council consists of leaders from numerous disciplines including the Mayor and County Chair. Funding for the program comes from several sources. Annually, the City contributes approximately \$4 million, the County \$22 million with additional funding from each of the school districts. The 2011-2012 City of Portland budget for SUN Community Schools was approximately \$1.5 million dollars. Supplemental funding in the amount \$1,527,796 comes from a grant under the Federal 21st Century Community Learning Center program. This US Department of Education program awards formula grants to State educational agencies, which in turn manage statewide competitions and award grants to local educational agencies to carry out a broad array of before- and after-school activities (including those held during summer recess periods) to advance student achievement. Most recently, the adopted 2011-2012 City of Portland budget includes funds for a new Sun Community School at David Douglas High School. The need for space for new and existing SUN programs will have facility implications at many schools, a need that might be collaboratively addressed through the Comprehensive Plan update and district facilities planning processes.

The City of Portland's Parks and Recreation Bureau's proposed budget for 2012-2013 includes \$332,000 in cuts to the SUN Service System as part of the substantial reductions PP&R is required to suggest. \$332,000 amounts to funding for 3-4 SUN Community School sites.



### c. Head Start Pre-Kindergarten Program

Oregon Head Start Prekindergarten (OHS PreK) is a comprehensive child development program for three and four year old children serving low income children and their families. The program provides children with daily nutritious meals, opportunities for social, emotional and intellectual growth, connects children to a source of health care and provides vital support services to families. Federally-funded Head Start and state-funded Oregon Head Start Prekindergarten programs have identical performance standards. Both state and federal funds are allocated directly to local grantees where programs are tailored to community needs. A state and federal partnership agreement allows grantees to blend funding, providing a seamless, integrated program for children and families.

In 1987 the Oregon Legislature created a state-funded prekindergarten program for low-income families with children ages 3 to 5, implementing federal Head Start performance standards. In 2001, the City of Portland awarded funds to Head Start and OPK grantees to increase the numbers of Head Start eligible children served in Portland. As of 2011, nine head start programs were operated within PPS elementary schools and several others serving the rest of the Portland area. Still, the Head Start Prekindergarten program lacks the funding, staffing and space to adequately serve all qualified preschoolers, limiting access to a program that can help lead to early success in elementary school.

### d. Cradle to Career

Government, education, business and nonprofit partners in Multnomah County have launched the Cradle to Career (C2C) effort, a public-private partnership managed by All Hands Raised (formerly Portland Schools Foundation) that has a goal of increasing student success from cradle to career. This effort is modeled on the successful STRIVE Partnership in Cincinnati/Northern Kentucky. Through this effort, partner agencies and organizations work together toward a shared set of goals, and seek data-driven alignment of education efforts across the broadest possible spectrum. Using evidence-based decision making and collaborative action to address collectively-defined priorities and investments that follow a plan to address glaring inequities and poor educational outcomes, the C2C effort is becoming the underpinning of how local public bodies look, think and talk about education in Portland. The current process among C2C partners is to narrow down strategic priorities and to continue to build momentum for collective action.

The Cradle to Career effort has also been a key conceptual driver for the Thriving Educated Youth Strategy in the Portland Plan, as well as the recently adopted Neighborhood Economic Development strategy. The Cradle to Career Partnership's three initial strategic priorities are:

1. Eliminate disparities in children and youth success
2. Link community and family supports to children and youth success
3. Ensure every child enters school prepared to learn<sup>xxv</sup>

### **e. Connected by 25**

The City is involved in “Connected by 25,” an initiative funded by the Bill and Melinda Gates Foundation and the Meyer Memorial Trust to increase cooperation among various stakeholders to improve educational outcomes and career development for youth. While the City does not play an active role in the decision making, the mayor and city officials support the efforts through advocacy and collaboration. The initiative seeks to ensure each young Portlander is connected to school, work and community by the age of 25. The education research study generated from this initiative (titled “The Fourth R”, Spring 2007) determined which academic indicators are the best predictors for completing high school and provided corresponding interventions to ensure kids succeed in graduating. The recommendations include providing programs to increase engagement with kids during the summer, targeting support to individual students who test in the lowest scoring groups and intervention timed in immediate response to 9th grade core course failure. Other recommendations include providing students with early and regular information about their accumulated credits and targeting students to make up the missing credits as soon as possible. Regularly performing tracking of student progress against multiple indicators, creating specific orientation and support programs for students arriving after freshman year and other early interventions to keep kids from withdrawing from school are identified.

### **f. Safe Routes to Schools**

Portland Safe Routes to School is a partnership between the City of Portland, schools, neighborhoods, community organizations and agencies that advocates for and implements programs that make walking and biking around neighborhoods and schools fun, easy, safe and healthy for all students and families while reducing Portlanders’ reliance on cars.

The Portland Safe Routes to School program currently provides Education, Encouragement, Engineering, Enforcement, and Evaluation in an Equitable manner (6 ‘E’s) to “support students in schools to be safe, have fun, grow healthy and get there.” As of 2010 the Safe Routes to Schools program served almost every elementary and K-8 school in the city, providing direct service to more than 80 schools. Of those, the program has completed engineering plans at 28 schools and 40 schools receive Safe Routes to Schools educational services.

The Safe Routes to Schools program has three main funding sources by which it is able to provide infrastructure money to schools. The largest source of funding is federal grants, filtered through the Oregon Department of Transportation, which have totaled more than \$2.5 million since the program began. Safe Routes to Schools also receives State funds from vehicle registrations, gas tax, etc, at an amount of approximately \$200,000 per year, as well as funds from miscellaneous partnerships.

### **g. YouthPass**

YouthPass is a state program, created in 2009, that offers a free all-zone TriMet pass to every high school and alternative student at Portland Public Schools. Until December 2011, the program was funded by the state's Business Energy Tax Credit and by \$800,000 from the

school district. The program is currently (as of March, 2012), scheduled to expire in June, 2012. The Multnomah Youth Commission, whose advocacy led to the program's creation in Portland, has been urging families to speak up on its behalf.

## V: SCHOOL FACILITIES PLANNING

Oregon Revised Statutes (ORS) 195.110 is the state law that requires school district facility plans. Originally enacted in 1993, the law underwent amendments in 2001 and in 2007. As the statute stands today, “large” school districts (those with more than 2,500 students) must complete a long-term facility plan. Cities and/or counties that contain more than 10% of the population of a large school district must then adopt the facility plan as an element of their comprehensive plans.

Among the required elements for a facilities plan are population projections by school age group; identification of desirable school sites; an analysis of the land required for the 10-year plan period suitable (as permitted or conditional use) for school facilities and a methodology for describing building-level school capacity.

School facilities plans are useful for school districts for a number of reasons. As the City of Portland updates its Comprehensive Plan, school districts have the opportunity, by working with the City, to ensure that future district needs can be met within the City’s regulatory framework. The City is made aware of the districts’ needs and challenges and can help direct growth, investment and infrastructure in ways that help districts best serve their students. Further, facilities plans act as key source documents to support capital construction by school districts. They describe how school programs impact facility needs and they establish priorities for capital improvements in schools.

The City of Portland can use facilities plan information to determine, on a district by district basis, whether there will be a surplus or shortage of land for schools by the year 2035. If a shortage is identified, the City will need to designate future school sites on its new Comprehensive Plan map. Currently, 2035 enrollment projections are not available. This information should be compiled as part of the ORS 195 process.

Future Household Growth Forecast									
District	2035 Households			2010 Households			2010-2035 Change		
	SF	MF	Total	SF	MF	Total	SF	MF	Total
PPS	138,893	185,134	324,026	125,368	89,423	214,791	13,525	95,711	109,235
Parkrose	8,293	5,266	13,559	8,052	3,012	11,064	241	2,254	2,495
David Douglas	16,567	16,252	32,819	13,777	8,887	22,664	2,790	7,365	10,155
Centennial	18,312	6,959	25,270	12,578	5,248	17,826	5,734	1,710	7,444
Reynolds	17,320	13,122	30,442	16,202	10,179	26,380	1,119	2,943	4,062
Riverdale	1,119	125	1,244	885	73	958	234	52	286

Source: BPS Analysis of Metro Gamma Forecast Nov. 2011

As stated in the above paragraph, one of the ways the City can help Portland school districts in their facilities planning efforts is by helping to translate the long range population projections generated by Metro Regional Government, like the household projections found in the above table, into possible enrollment numbers for each district. East Portland schools in particular, have not previously had the institutional resources or staff capacity to concentrate on long-range population and enrollment projections, but have focused instead on short-term

enrollment projections as part of their budgeting processes. PPS also utilizes short-term enrollment projections; the district currently contracts with Portland State University's Population Research Center for annual enrollment forecasts. PPS does use Metro data, but has expressed concern about the lack of micro area projection data.

The City can work with the school districts to understand how long-term projected population growth will affect each district and what mechanisms are available to accommodate growth. In some cases new facilities may be necessary; in others the City may, through the Comprehensive Plan update process, try and facilitate new growth, particularly housing most likely to attract families with school-age children, in areas with more established infrastructure and/or greater school capacity or identify housing policies that strive to make housing available to all the families of within school capture areas.

The student capacity of school buildings needs to accommodate school programs. The space required per student for general education for example is different than the space required per student for special education students. As the programs of schools change so will the capacity of the schools. The number of schools within each school district provides some ability to manage enrollment fluctuations. For instance Portland Public Schools has some ability to perform boundary adjustments to address over-and under-enrolled schools. This option is less available to smaller school districts with fewer school buildings.

In many cases facilities needs differ between Portland Public Schools and the East Portland school districts. While East Portland school district school buildings are generally newer than in PPS (most were built in the 1950s and 1960s), population growth in East Portland neighborhoods is pressuring some of the districts. The David Douglas school district, for example, projects an additional 8,000 students by 2025. With every building already in use, and most classrooms near capacity, there will likely be a need for more schools and classrooms, more space for administrative and maintenance functions and more buses. In the Reynolds school district, 13 of 16 schools are currently at or above capacity. Centennial enrollment is also projected to grow significantly and several schools are already approaching capacity. In contrast, Parkrose enrollment is flat and in 2011 the district passed a bond measure to support needed facilities improvements. A summary of school capacity in the East Portland school district schools can be found at the end of this section.

Portland Public Schools and each of the East Portland school districts are currently in the process of updating their facilities plans.



**The Portland Plan**

*Summary of East Portland school capacity and current enrollment*

<b>CENTENNIAL SCHOOL DISTRICT</b>			
<b>School Capacity and Enrollment</b>			
<b>School</b>	<b>Opened</b>	<b>Capacity</b>	<b>Enrollment</b>
			<b>2011-12</b>
Lynch View Elementary	1957	600	443
Lynch Wood Elementary	1959	600	468
Butler Creek Elementary	2003	600	487
Parklane Elementary	1969	600	374
Harold Oliver Elementary	1969	600	386
Lynch Meadows Elementary	1974	600	457
Pleasant Valley Elementary	1939	600	493
Centennial Middle School	1962	1,400	975
Centennial High School	1959	2,100	1,827
Centennial Learning Center	1997	150	130

<b>DAVID DOUGLAS SCHOOL DISTRICT</b>			
<b>School Capacity and Enrollment</b>			
<b>School</b>	<b>Opened</b>	<b>Capacity</b>	<b>Enrollment</b>
			<b>2011-12</b>
Cherry Park Elementary	1954	475	450
Earl Boyles Elementary	1956	400	409
Gilbert Heights Elementary	1958	600	605
Gilbert Park Elementary	1954	650	662
Lincoln Park Elementary	1961	620	643
Menlo Park Elementary	1952	500	505
Mill Park Elementary	1961	570	574
Ventura Park Elementary	1952	540	550
West Powellhurst Elementary	1955	480	462
Alice Ott Middle School	1937	700	725
Floyd Light Middle School	1966	800	802
Ron Russell Middle School	2005	900	841
David Douglas High School	1954	2900	2885
Fir Ridge Campus	2003	240	213

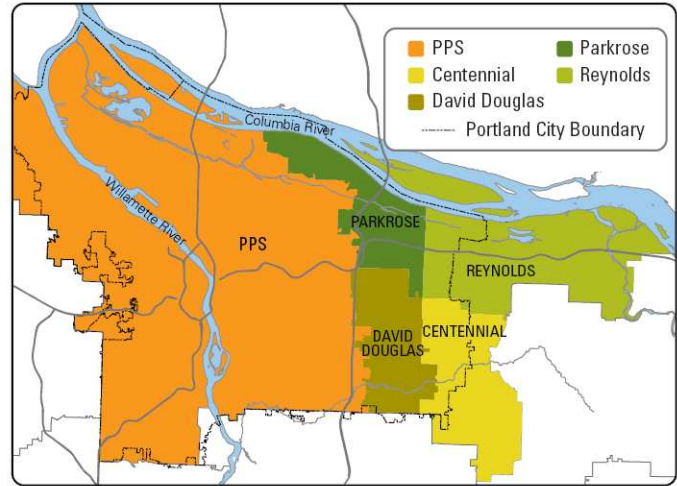
<b>PARKROSE SCHOOL DISTRICT</b>			
<b>School Capacity and Enrollment</b>			
<b>School</b>	<b>Opened</b>	<b>Capacity</b>	<b>Enrollment 2011-12</b>
Prescott Elementary	1947	400	390
Russell Academy	1963	425	457
Sacramento Elementary	1960	425	438
Shaver Elementary	1963	375	348
Parkrose Middle School	1961	748	767
Parkrose High School	1996	940	993

<b>REYNOLDS SCHOOL DISTRICT</b>			
<b>School Capacity and Enrollment</b>			
<b>School</b>	<b>Opened</b>	<b>Capacity</b>	<b>Enrollment 2011-12</b>
Alder Elementary	1965	520	587
Davis Elementary	1959	465	456
Fairview Elementary	1925	408	413
Glenfair Elementary	1954	513	524
Hartley Elementary	1963	415	482
Salish Ponds Elementary	2003	508	487
Margaret Scott Elementary	1961	348	398
Sweetbriar Elementary	1974	486	394
Troutdale Elementary	1926	497	429
Wilkes Elementary	1913	479	390
Woodland Elementary	1997	495	449
H.B. Lee Middle School	1965	822	813
Reynolds Middle School	1956	900	928
Walt Morey Middle School	1998	716	694
Reynolds High School	1976	2,700	2,633
Reynolds Learning Academy	2003	442	239

## VI: APPENDIX

### Appendix a. Overview OF Portland’s K-12 Public School System

Eleven public school districts lie within or partially within the City of Portland. Only six, however, have facilities in the city of Portland. The largest in terms of geographic area and enrollment is Portland Public Schools (District No. 1j). This report focuses on the districts with the most substantial overlaps with the City’s boundaries: Portland Public Schools, Centennial, David Douglas, Parkrose, Reynolds and Riverdale



AREA OF PORTLAND SCHOOL DISTRICTS			
District	District Acres	Acres in Portland	% in Portland
Beaverton 48J	35,677.3	92.2	0.3%
Centennial 28J	9,386.8	3,036.6	32.3%
David Douglas 40	6,955.1	6,915.0	99.4%
Lake Oswego 7J	8,795.6	1.3	0.0%
North Clackamas 12	25,969.0	249.6	1.0%
Parkrose 3	7,884.4	7,712.5	97.8%
Portland 1J	93,729.7	70,578.5	75.3%
Reynolds 7	21,194.7	2,862.0	13.5%
Riverdale 51J	1,252.6	442.4*	35.3%
Scappoose 117JT	28,685.8	832.7	2.9%
Tigard-Tualatin 23J	16,039.4	9.5	0.1%

\*Note: Riverdale District (not shown on map to right) is the only district with land area outside the City of Portland, but within Portland’s Urban Services Boundary.

**PORTLAND NEIGHBORHOOD ASSOCIATIONS BY SCHOOL DISTRICT**

<b>Centennial</b>	<b>Portland</b>	<b>Portland (cont.)</b>
Centennial (p)	Alameda	Laurelhurst
Hazelwood (p)	Arbor Lodge	Lents (p)
Powellhurst-Gilbert (p)	Ardenwald-Johnson Cr. (p)	Linnton
Pleasant Valley (p)	Arlington Heights	Lloyd District
	Arnold Creek	Madison South (p)
<b>David Douglas</b>	Ashcreek	Maplewood
Centennial (p)	Beaumont-Wilshire	Markham
Hazelwood (p)	Boise	Marshall Park
Lents (p)	Brentwood/Darlington	Montavilla (p)
Madison South (p)	Bridgeton	Mt. Scott-Arleta
Mill Park	Bridlemile	Mt. Tabor
Montavilla (p)	Brooklyn Action Corps	Multnomah
Pleasant Valley (p)	Buckman	North Tabor
Powellhurst-Gilbert (p)	Cathedral Park	Northwest District
	Collins View (p)	Northwest Heights (p)
<b>Parkrose</b>	Concordia	Northwest Industrial
Argay (p)	Creston-Kenilworth	Old Town/Chinatown
Hazelwood (p)	Crestwood	Overlook
Madison South (p)	Cully	Pearl
Parkrose	Downtown	Piedmont
Parkrose Heights	East Columbia	Portsmouth
Russell	Eastmoreland	Powellhurst-Gilbert (p)
Sumner (p)	Eliot	Reed
	Far Southwest	Richmond
<b>Reynolds</b>	Forest Park (p)	Rose City Park
Argay (p)	Foster-Powell	Roseway
Centennial (p)	Goose Hollow	Sabin
Glenfair	Grant Park	Sellwood-Moreland
Hazelwood (p)	Hayden Island	South Burlingame
Wilkes	Hayhurst	South Portland
	Hazelwood (p)	South Tabor
<b>Riverdale</b>	Healy Heights	Southwest Hills
Collins View (p)	Hillsdale	St. Johns (p)
	Hillside	Sullivan's Gulch
	Hollywood	Sumner (p)
	Homestead	Sunderland
	Hosford-Abernethy	Sunnyside
	Humboldt	Sylvan Highlands
	Irvington	University Park
	Kenton	Vernon
	Kerns	West Portland Park
	King	Woodland Park

(p) = part of a neighborhood. Source: Portland Bureau of Planning and Sustainability.

Note: The term “school” is used in two general senses within the educational community and in the various sources used to prepare this report. The first refers to an educational community and organizational entity, usually housed within one or more buildings on a single campus, for instance a traditional elementary school such as Chapman in Northwest Portland. This sense of the word “school” is familiar to teachers, parents and students. A related but distinct meaning refers to a specific facility or physical place, whether a single building or a group of buildings on a campus. A school in this sense may house more than one discrete academic/institutional school. For instance, in addition to a “traditional” high school, the Roosevelt High School campus includes the Spanish-English International School and the School of Arts, Communication and Technology, each an organizationally distinct entity. This sense of “school” is often used by facility planning and maintenance staff and urban planners, and is also meaningful to neighborhoods that surround school campuses and community organizations that use school facilities. There are also instances of academic/institutional schools that do not operate within a district facility per se, for instance charter schools located in leased space. The opposite can also be true, where schools have been closed as educational institutions, but still exist as physical spaces used for other school-related purposes, leased to third parties or remain vacant. When discussing and analyzing school related information, these two different meanings should be kept in mind and distinguished when necessary. Apparent discrepancies in school data provided in this report and elsewhere can, in some cases, be attributed to this issue.

**Portland Public Schools District No. 1**

The Portland Public School district, founded in 1851, is the largest school district in the Pacific Northwest. PPS currently manages 8.37 million square feet of facilities on 693 acres of real estate. Combined, these facilities supported a total enrollment of approximately 47,288 students in 2011.

School/ Facility Type	Campuses	Permanent Bldgs.		Ancillary Bldgs.	
		No.	Sq Ft	No	Sq Ft
Elementary Schools	29	66	1,698,216	16	26,828
Pre K/K through 8th grade Schools	28	54	1,771,393	24	38,050
Middle Schools	14	29	1,300,813	5	6,390
High Schools	10	59	2,969,934	6	12,081
Alternative Education Centers	8	16	305,609	1	899
Administrative	6	11	809,465	1	960
Closed Facilities	5	11	267,912	0	0
Facilities Leased to Others	3	8	137,573	4	6,147
<b>Total</b>	<b>103</b>	<b>254</b>	<b>9,260,915</b>	<b>57</b>	<b>91,355</b>

Source: PPS, Office of School Modernization.

The following summary of facilities by campus type identifies the total count and area of permanent space.

The District’s inventory includes nine high schools (plus two schools with high school grades), 13 middle schools, 30 K-5 schools, 28 K-8 schools and eight selective focus/community based programs schools (<http://www.pps.k12.or.us/schools/index.htm>). The inventory also includes five administrative sites, eight facilities used by other PPS Focus School/Special Education.



Nine buildings are currently closed, four of which are being actively marketed, three are swing sites (see page 2) and two of which are leased to other entities outside PPS. All but two schools were built prior to 1975. The average age of PPS buildings is 65 years.

Portland Public Schools includes 103 campuses, 89 school campuses, and 254 permanent buildings, with an average age of 65 years. Twenty-two schools are adjacent to parks and recreation areas, and PPS is the second largest landowner in Portland after the City of Portland. There are approximately 610 different non-school users of PPS facilities. Key enrollment spikes occurred from 1905-1927, and from 1946-1960. During 1991-2007 PPS saw a decline in enrollment, but since 2007 that pattern has begun to reverse itself

<b>PPS Student Enrollment (October 2011)</b>	
<b>District schools</b>	<b>42,415</b>
Alternative programs	1,689
Community-based programs	1,150
Special services programs	502
Public charter schools	1,532
<b>Total</b>	<b>47,288</b>
<b>Students</b>	
African American	12%
Asian/Pacific Islander	9%
Hispanic	16%
Native American	1%
White	56%
Other	6%
Languages spoken	111
Limited English Proficiency	10%
Eligible for free/reduced meals	47.2%
Receive special ed. services	14%
<b>Schools</b>	
Elementary (K-5)	30
K-8	28
Middle schools	13
High schools (plus two with H.S. grades)	9
K-12	1

## The Portland Plan

<b>PPS District Schools</b>			
<b>Name</b>	<b>Built</b>	<b>Acres</b>	<b>2010-2011 Enrollment</b>
<b>High Schools</b>			
Benson	1917	8.75	986
Cleveland	1929	17.74	1,570
Franklin	1915	17.67	1,036
Grant	1923	10.2	1,617
Jefferson	1909	13.4	621
Lincoln	1950	11.03	1,410
Madison	1955	20.07	910
Marshall	1959	23.45	CLOSED
Roosevelt ACT Academy	1921	17.13	265
Roosevelt POWER Academy	1921	17.13	237
Roosevelt Spanish-English International School	1921	17.13	181
<b>Middle Schools</b>			
Beaumont Middle School	1926	5.7	455
Binnsmead Middle School	1949	10.4	750
da Vinci Arts Middle School	1918	6	464
East Sylvan Middle School	1963	7.4	19
George Middle School	1950	7.3	364
Gray Middle School	1951	13.2	428
Hosford Middle School	1925	6.7	547
Jackson Middle School	1964	37.4	584
Lane Middle School	1926	9.1	398
Mt. Tabor Middle School	1952	7.5	579
SEI Academy			135

Sellwood Middle School	1913	4.8	474
Tubman Middle School	1952	3	closed
West Sylvan Middle School	1953	13.6	849
<b>Elementary Schools</b>			
Abernethy Elementary School	1925	3.8	421
Ainsworth Elementary	1912	2.3	551
Alameda Elementary School	1918	3.7	774
Arleta Elementary	1929	4.1	428
Astor Elementary	1949	4	445
Atkinson Elementary	1953	3	484
Beach	1928	5.3	531
Beverly Cleary Elementary	1911	4.3	604
Boise-Elliot Elementary	1926	4	390
Bridger Elementary	1951	5.8	365
Bridlemile Elementary	1958	7.3	497
Buckman Elementary	1922	4.9	497
Capitol Hill Elementary	1917	4.4	351
Chapman Elementary	1923	4.8	522
Chief Joseph Elementary	1949	3	374
CCS at Clark Elementary	1955	7.8	305
Creston Elementary	1946	8.5	345
Duniway Elementary	1926	5.6	442
Emerson School (Charter)			146

## The Portland Plan

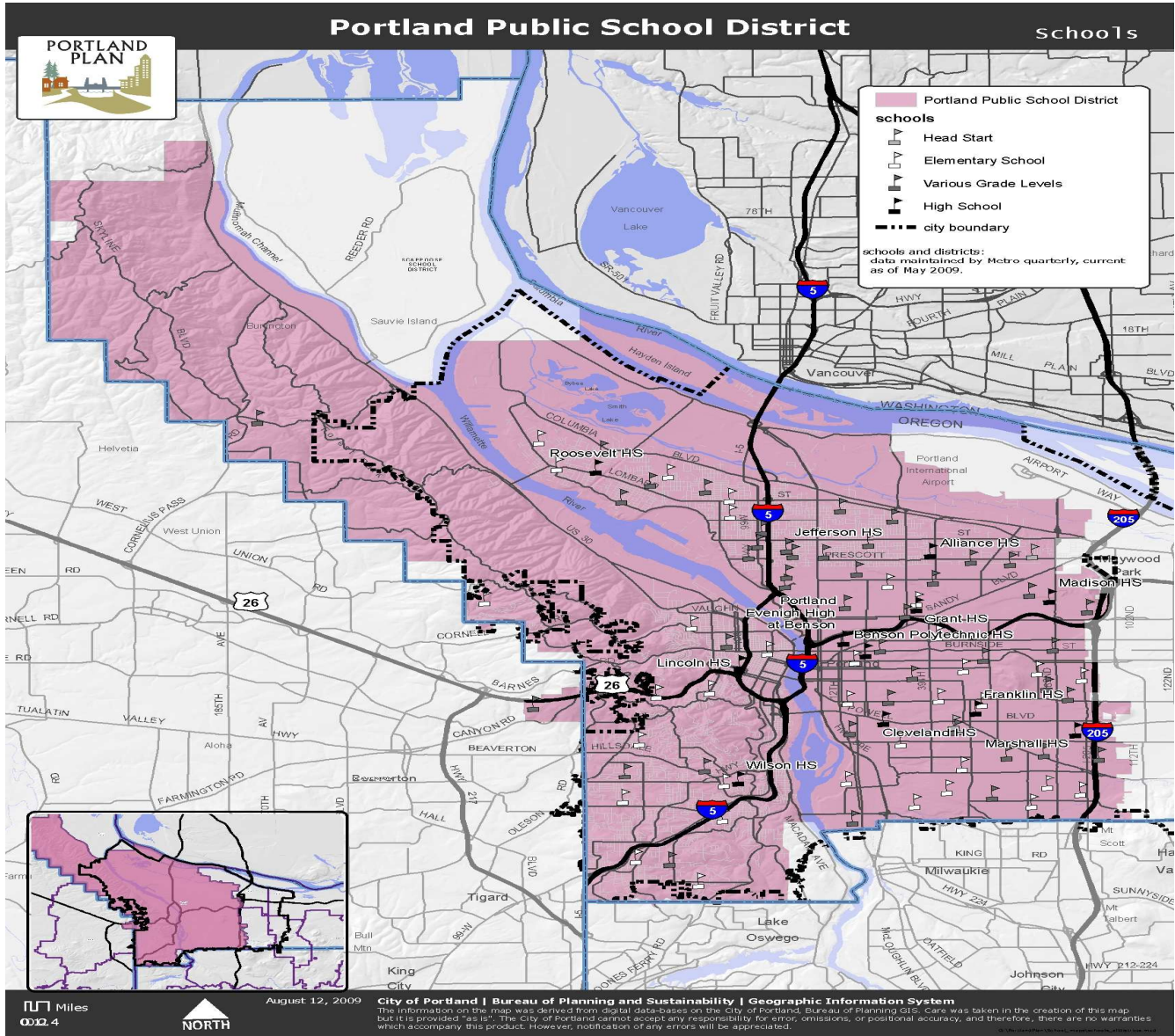
Faubion Elementary	1950	7.9	382
Forest Park Elementary	1996	6.6	507
Glencoe Elementary	1923	5.7	480
Grout Elementary School	1927	2.3	361
Hand in Hand (DART)			21
Harrison Park			751
Hayhurst Elementary	1954	7.4	396
Humboldt Elementary	1959	5.9	210
Irvington Elementary	1932	4.1	529
James John Elementary	1929	3.3	394
Jason Lee Elementary	1952	9.1	457
Kelly Elementary School	1957	9.2	509
King Elementary School	1925	4.9	270
Laurelhurst Elementary	1923	2.9	704
Lent Elementary School	1948	10.9	561
Lewis Elementary School	1952	5.6	396
Llewellyn Elementary School	1928	2.9	485
Maplewood Elementary School	1948	4.3	350
Markham Elementary School	1950	9.3	376
Marysville @ Rose City Park	1921	5.2	404
Opal Public Charter School			80

Peninsula Elementary	1952	7	361
Portland Arthur Academy			138
Richmond Elementary School	1908	3.8	562
Rieke Elementary School	1959	7.2	356
Rigler Elementary	1931	8.8	588
Rosa Parks Elementary School	2006	2	414
Sabin Elementary School	1927	3.6	342
Scott Elementary School	1949	5.7	533
Sitton Elementary School	1949	6.7	307
Stephenson Elementary School	1964	8.8	324
Skyline Elementary School	1912	5.8	
Vernon Elementary School	1931	3.8	358
Vestal Elementary School	1929	4.9	451
Whitman Elementary School	1954	7.2	347
Woodlawn Elementary	1926	5.2	449
Woodmere Elementary School	1954	5.5	493
Woodstock Elementary School	1911	5	466
<b>Various Grade Levels</b>			
Clinton (DART) Located w/in Franklin HS			N/A



## The Portland Plan

Harriet Tubman Leadership Academy for Young Women			N/A
John's Landing (DART)			N/A
Meek Professional Technical High School			N/A
Metropolitan Learning Center	1915	4.1	440
Nickerson (DART)			11
Ockley Green K-8 School	1925	5.2	421
Odyssey			N/A
Parry Center (DART) and Parry Center SCIP			52
Portland Village School			317
Rosemont (DART)			26
Roseway Heights	1923	8.5	550
Southwest Charter School			N/A
Sunnyside Environmental	1925	3.2	580
Trillium (Charter)			359
White Shield (DART)			11
Winterhaven	1930	4.7	352
Source: Oregon Department of Education, Student Enrollment Reports, (Fall Membership Report 2010-2011)			



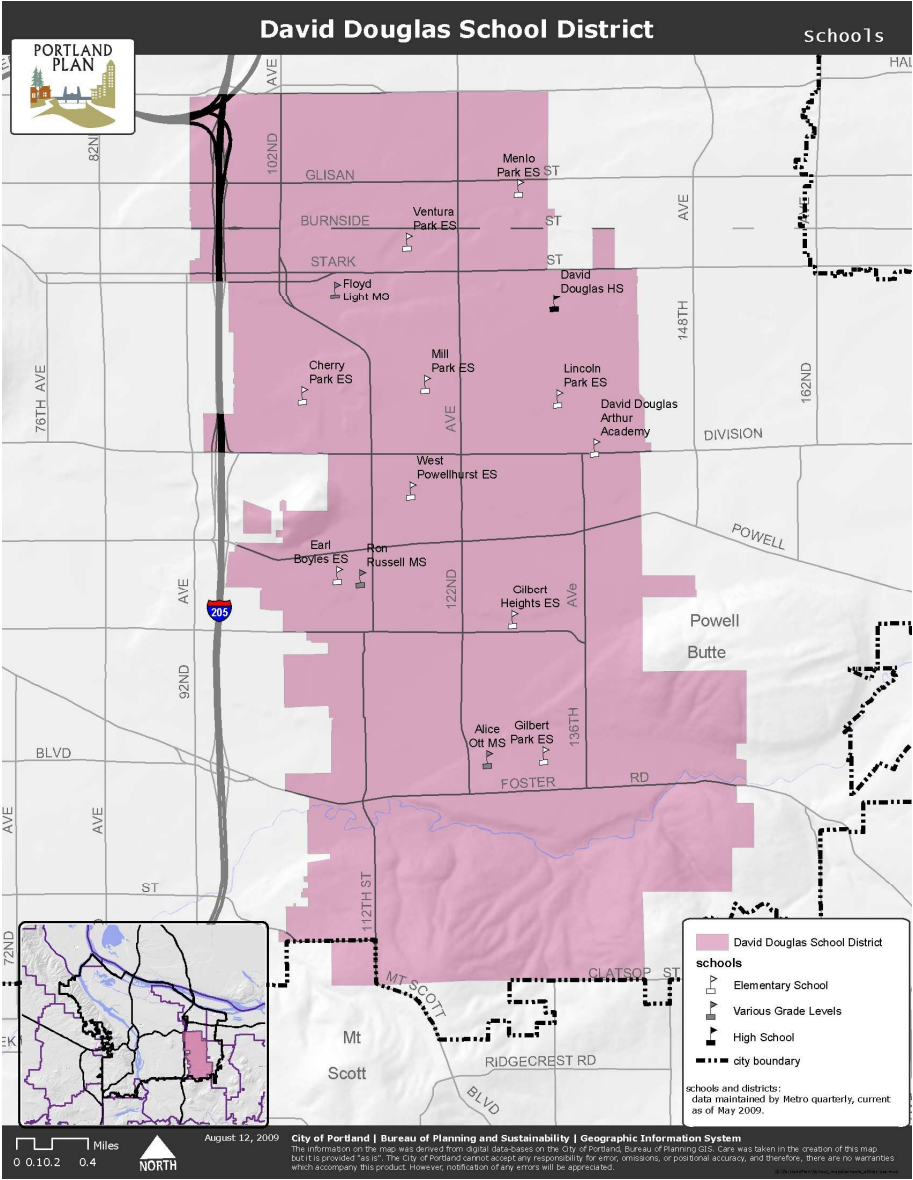
**David Douglas School District No. 40**

The David Douglas School District was formed in 1959 with the consolidation of the Gilbert, Powellhurst, and Russellville elementary school districts and the David Douglas Union High School District. The district is roughly a 12 square mile rectangle and spans east from I-205 to about SE 145th and from Halsey Street on the North to the Clackamas County Line (S.E. Clatsop Street) to the South. It currently has ten elementary schools, three middle schools and one high school with an alternative school campus.

The David Douglas School District serves over 10,330 students from kindergarten through twelfth grade. Between 1998 and 2008, the district’s total enrollment rose by more than 2,800 students, an increase of 35.5 percent. Its students come from diverse backgrounds, with 23.7% of its students defined as English Language Learners and speaking 63 different languages.

David Douglas District No. 40 Schools		
School	Grades	2010-2011 Enrollment
David Douglas HS	9-12	3254
Alice Ott Middle	6-8	764
Arthur Academy	K-5	149
Cherry Park	K-5	431
Earl Boyles	K-5	403
Floyd Light Middle	6-8	828
Gilbert Heights	K-5	536
Gilbert Park	K-5	593
Lincoln Park	K-5	599.
Menlo Park	K-5	509
Mill Park	K-5	531
NAYA Early College Academy North	9-12	14
Powellhurst School		243
Oregon Outreach Inc.		5
Rosi Hinton HS		
PCC GED		3
PCC/LEP		3
Portland Youth Builders		N/A
Ron Russell Middle	6-8	882
Serendipity SERP		34
Enterprises Inc		3
Ventura Park	K-5	524
West Powellhurst	K-5	471

Source: Oregon Department of Education, Student Enrollment Reports (Fall Membership Report 2010-2011)



### Parkrose School District No. 3

The Parkrose School District began in 1885 with a schoolhouse on Sandy and 122nd. By 1913, 131 students were enrolled in “the old school house on Buckley Avenue and Sandy Road,” ranging in age from four to 19. The district covers over 7,700 acres of land and is roughly bounded by the Columbia River to the north (N. Marine Drive) and NE 142nd Avenue to the East and reaches as far west at NE 33rd Avenue and as far south as SE Stark Street. With a total 2011 enrollment of about 3,435 students, it contains 4 elementary schools, a middle school and a high school, all within the City of Portland. Including three rentals and the District Office Facilities, the district manages 562,000 sq. ft. of building space and 120 acres of land.

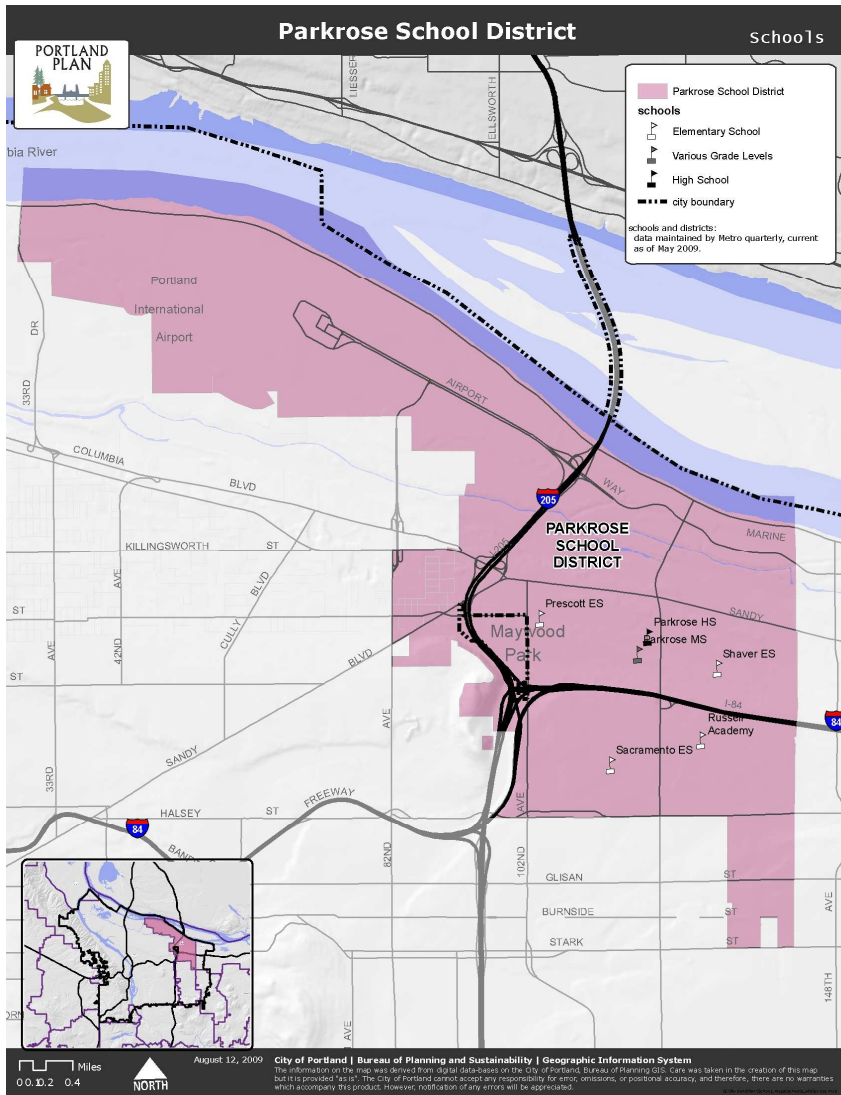
The first Parkrose High School was built in 1949, with an initial enrollment of 200 and peaking at 1,700 in 1976. The new Parkrose High School Community Center was completed in 1997. The new facility was explicitly designed as a community school, with space and features to accommodate shared and community uses, such a Multnomah County Health Clinic, a Multnomah County Library branch, Portland Parks and Recreation programs and multi-purpose spaces. However, recent enrollment growth has required that many of these community spaces be converted to classrooms.

#### **Parkrose School District No. 3 Schools**

School	Grades	2010-2011 Enrollment
Parkrose High	9-12	1031
Parkrose Middle	6-8	798
Prescott	K-5	384
Russell Academy	K-5	389
Sacramento	K-5	433
Shaver	K-5	400

Source: Oregon Department of Education, Student Enrollment Reports (Fall Membership Report 2010-2011)





### Reynolds School District No. 7

The Reynolds School District formed in 1954 as a consolidation of the Fairview, Troutdale and Wilkes elementary school districts. The district spans from 141st Avenue to the Sandy River and from the Columbia River on the North to SE Market Street and SE Stark Street to the South. The district serves Portland, Gresham, Fairview, Wood Village and Troutdale. It has 6 elementary, one middle and three high schools, serving more than 10,700 students from a diverse geographic region and from diverse backgrounds. Its students speak more than 45 languages.

Reynolds High School has a national award-winning automotive technology program and a new Arts and Communication Center, which features a state-of-the-art performance space. Students may also attend the Center for Advanced Learning, a charter school partnership

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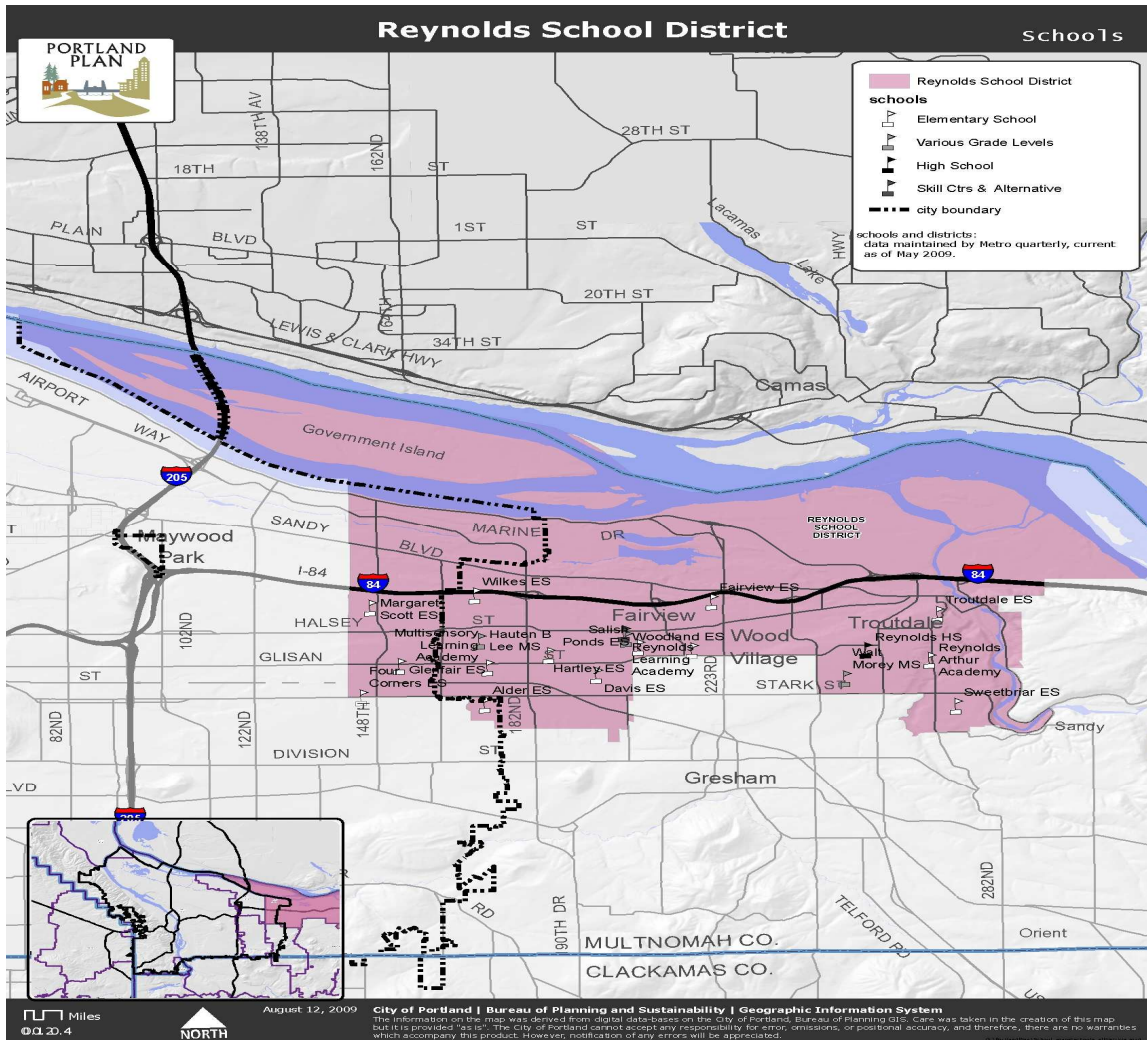
between four neighboring districts (Centennial, Corbet, Gresham-Barlow and Reynolds), where students can choose to focus on health sciences, engineering or computer science.

The district has successfully partnered with area businesses to meet common goals and improve students' educational experiences. The first partnership was with the district's namesake, Reynolds Metals, now owned by Alcoa. Though the aluminum plant has now closed, those seeking to revitalize that land into a high-tech corridor have long worked with the district, area municipalities and companies such as LSI Logic. Other district partners include Wells Fargo, whose employees read with children at Alder and educate their parents about finance. Tonkin Auto Group and LSI Logic have donated funds to the Reynolds Education Foundation, which provides grants to improve student learning. Albertson's, Thriftway and Safeway also work with district schools, donating food during the holidays and many other endeavors.

Despite these achievements the Reynolds School District is faced with serious challenges as major projected growth in the coming years will put an unacceptable amount of strain on the District's facilities. The high school is currently the largest in the state and is already inadequate for the current number of students as it houses far more than was originally intended. A lack of available land in the District is limiting options.

Reynolds School District No. 7 Schools		
School	Grades	2010-2011 Enrollment
ACE Academy	9-12	32
Alder Elementary	K-5	595
Arthur Academy	K-5	172
Center for Advanced Learning**	10-12	
Center for Continuous Improvement		4
Davis Elementary	K-5	463
Fairview Elementary	K-5	406
Gately Academy		
Glenfair Elementary	K-5	503
Hartley	K-5	472
Hauton B. Lee Middle	6-8	811
Kaplan Academy of Oregon	6-12	34
KNOVA Reynolds Public Charter School	K-5	225
Margaret Scott	K-5	419.
Multisensory Learning Academy	K-5	299
Reynolds High	9-12	2617
Reynolds Learning Academy	9-12	234
Reynolds Middle	6-8	1008
Salish Ponds	K-5	470
Sweetbriar	K-5	410
Troutdale	K-5	404
Walt Morey Middle	6-8	658
Wilkes	K-5	405
Woodland	K-5	476

\*\*CAL is operated jointly by Centennial, Corbett, Gresham-Barlow, and Reynolds School Districts. Source: Oregon Department of Education, Student Enrollment Reports (Fall Membership Report 2010-2011)



## Centennial School District No. 28-302

Centennial district serves the cities of Portland and Gresham. The district was created in 1976 from the Lynch and Pleasant Valley elementary districts and Centennial High School, previously part of the Gresham Union High School District. The new K-12 district was named Centennial in recognition of the nation's bi-centennial celebration.

The district has seven elementary, one middle and one high school, of which only four are within the City boundaries. Students may also attend the Center for Advanced Learning, a charter school partnership between four neighboring districts (Centennial, Corbet, Gresham-Barlow and Reynolds), where students can choose to focus on health sciences, engineering or computer science.

Centennial has grown steadily and is expecting accelerated growth through the next decade. To meet the needs of the growth, the district completed a new elementary school and major renovation of Centennial High School in 2003.

## The Portland Plan

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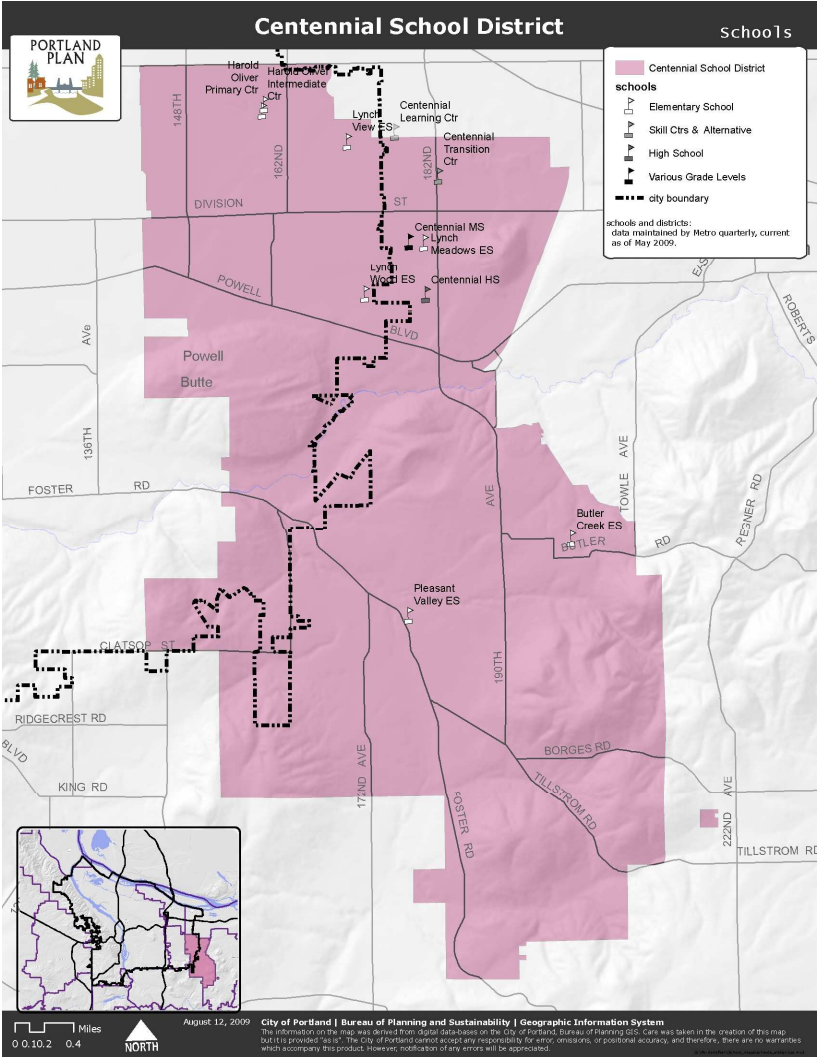
The district has seven elementary, one middle and one high school, of which only four are within the City boundaries. Students may also attend the Center for Advanced Learning, a charter school partnership between four neighboring districts (Centennial, Corbet, Gresham-Barlow and Reynolds), where students can choose to focus on health sciences, engineering or computer science.

### Centennial School District No. 28-302 Schools

School	Grades	2010-2011 Enrollment
Butler Creek	K-6	602
Centennial High	9-12	1867
Centennial Learning Center	6-12	135
Centennial Middle School	7-8	964
Centennial Transition Center	18-21yrs	
Center for Advanced Learning**	10-12	
Harold Oliver Intermediate	4-6	
Harold Oliver Primary	K-3	417
Lynch Meadows	K-6	489
Lynch View	K-6	459
Lynch Wood	K-6	531
Pleasant Valley	K-6	17625 SE Foster Rd.

\*\*CAP is operated jointly by Centennial, Corbett, Gresham-Barlow, and Reynolds School Districts. Source: Oregon Department of Education, Student Enrollment Reports (Fall Membership Report 2010-2011)

Centennial has grown steadily and is expecting accelerated growth through the next decade. To meet the needs of the growth, the district completed a new elementary school and major renovation of Centennial High School in 2003.





### Riverdale School District No. 51J

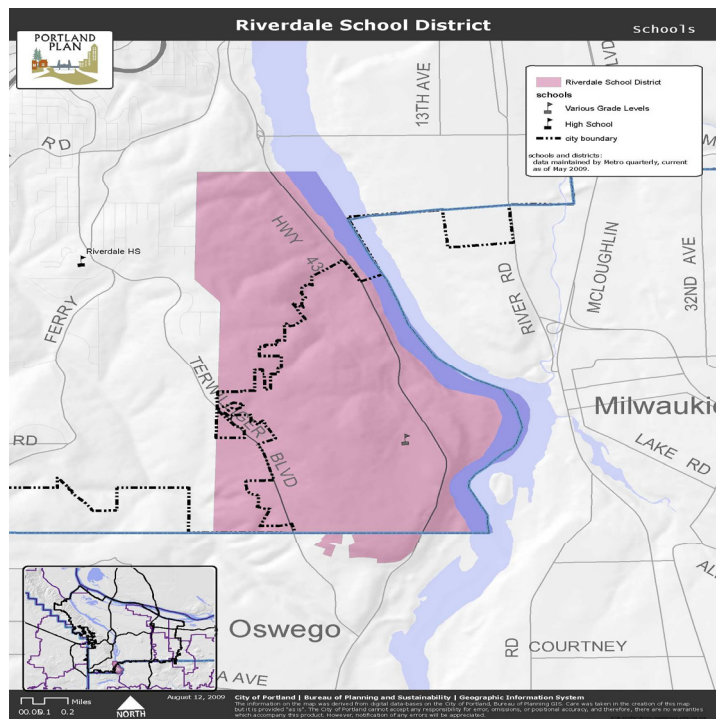
The Riverdale School District dates to 1888, when 15 school children petitioned to emancipate themselves from School District #13. The Palatine Hill School opened in 1891. In 1919, a new facility was constructed at the grade school's current site on Breyman Avenue. In the fall of 1996, Riverdale began serving high school students, in response to new state legislation that required each school district to offer a kindergarten through 12th grade education. Prior to this, Riverdale's high school-aged students attended boarding, private or other schools in neighboring districts. The high school lacked a permanent home for several years, operating out of facilities in Portland and later Marylhurst University.

A new Riverdale High School facility on Terwilliger Boulevard near Lewis and Clark College opened in 2002. The high school is within the boundaries of Portland Public School District and located within the former Collins View Grade School. Riverdale School District has approximately 140 high school age students who currently have the choice of attending either Riverdale High School or a neighboring high school with a reciprocal agreement for transferring students.

#### Riverdale School District No. 51J Schools

School	Grades	2010-2011 Enrollment
Riverdale High	9-12	248
Riverdale Grade School	K-8	318

Source: Oregon Department of Education, Student Enrollment Reports (Fall Membership Report 2010-2011)



## **Multnomah Education Service District**

Multnomah Education Service District (MESD) is a public agency responsible for a variety of direct and indirect educational services to eight Multnomah County school districts, as well as other public and private agencies and schools in the region. MESD provides over 50 separate services and programs from which component districts choose to spend their annual allocation. These include special education, alternative learning, health and social services, transportation, cooperative purchasing and administrative support. The popular Outdoor School familiar to generations of Portlanders is an MESD service.

Another of the educational services provided by MESD is the Multnomah Early Childhood Program (MECP), which operates the Peer preschool program. This program provides preschool for 3-4 year olds with special needs and 4 year olds with typically developing needs (peers). They operate in 13 elementary schools in Portland, 9 of which are within PPS and the remainder in Reynolds, David Douglas and Parkrose school districts.

MESD has a diversified funding mix with 45 percent coming from state and local tax revenue and 55 percent from contracts, grants, tuition, Medicaid, interest and fees. In 2007-08, MESD managed expenditures of approximately \$78 million and employed about 750 full, part-time and temporary staff.

**Appendix b. ORS 195.110 School Facility Plan for Large School Districts<sup>xxvi</sup>**

1) As used in this section, “large school district” means a school district that has an enrollment of over 2,500 students based on certified enrollment numbers submitted to the Department of Education during the first quarter of each new school year.

(2) A city or county containing a large school district shall:

(a) Include as an element of its comprehensive plan a school facility plan prepared by the district

in consultation with the affected city or county.

(b) Initiate planning activities with a school district to accomplish planning as required under

ORS 195.020.

(3) The provisions of subsection (2)(a) of this section do not apply to a city or a county that contains less than 10 percent of the total population of the large school district.

(4) The large school district shall select a representative to meet and confer with a representative of the city or county, as described in subsection (2)(b) of this section, to accomplish the planning required by ORS 195.020 and shall notify the city or county of the selected representative. The city or county shall provide the facilities and set the time for the planning activities. The representatives shall meet at least twice each year, unless all representatives agree in writing to another schedule, and make a written summary of issues discussed and proposed actions.

(5)(a) The school facility plan must cover a period of at least 10 years and must include, but need not be limited to, the following elements:

(A) Population projections by school age group.

(B) Identification by the city or county and by the large school district of desirable school sites.

(C) Descriptions of physical improvements needed in existing schools to meet the minimum

standards of the large school district.

(D) Financial plans to meet school facility needs, including an analysis of available tools to

ensure facility needs are met.

(E) An analysis of:

(i) The alternatives to new school construction and major renovation; and

(ii) Measures to increase the efficient use of school sites including, but not limited to,

multiple-story buildings and multipurpose use of sites.

(F) Ten-year capital improvement plans.

(G) Site acquisition schedules and programs.

(5)(b) Based on the elements described in paragraph (a) of this subsection and applicable laws and rules, the school facility plan must also include an analysis of the land required for the 10-

year period covered by the plan that is suitable, as a permitted or conditional use, for school facilities inside the urban growth boundary.

(6) If a large school district determines that there is an inadequate supply of suitable land for school facilities for the 10-year period covered by the school facility plan, the city or county, or both, and the large school district shall cooperate in identifying land for school facilities and take necessary actions, including, but not limited to, adopting appropriate zoning, aggregating existing lots or parcels in separate ownership, adding one or more sites designated for school facilities to an urban growth boundary, or petitioning a metropolitan service district to add one or more sites designated for school facilities to an urban growth boundary pursuant to applicable law.

(7) The school facility plan shall provide for the integration of existing city or county land dedication requirements with the needs of the large school district.

(8) The large school district shall:

(a) Identify in the school facility plan school facility needs based on population growth projections and land use designations contained in the city or county comprehensive plan; and

(b) Update the school facility plan during periodic review or more frequently by mutual agreement between the large school district and the affected city or county.

#### 195.115 Reducing Barriers for Pedestrian and Bicycle Access to Schools

Reducing barriers for pedestrian and bicycle access to schools. City and county governing bodies shall work with school district personnel to identify barriers and hazards to children walking or bicycling to and from school. The cities, counties and districts may develop a plan for funding of improvements to reduce barriers and hazards identified.

**Appendix c. Portland Comprehensive Plan Policies<sup>xxvii</sup>**

Portland Comprehensive Plan – School and Housing Policies

Goal 4 Housing

Policy 4.3 Sustainable Housing

Objective C. Encourage the development of housing at transit-supportive densities near transit streets, especially where parks or schools are present, to ensure that the benefits of the public's investment in those facilities are available to as many households as possible.

Policy 4.7 Balanced Communities

Objective H. Improve the balance in the city's population by attracting a proportionate share of the region's families with children in order to encourage stabilized neighborhoods and a vital public school system.

Policy 4.10 Housing Diversity

Objective F. Increase the public school population in Portland, preventing widespread school closures, and the consequent underutilization of public facilities.

Policy 4.12 Housing Continuum

Objective B. Promote the preservation and development of sufficient housing supply of transitional and permanent housing affordable to extremely low-income individuals and households with children in order to reduce or prevent homelessness.

Policy 4.13 Humble Housing - Ensure that there are opportunities for development of small homes with basic amenities to ensure housing opportunities for low-income households, members of protected classes, households with children, and households supportive of reduced resource consumption.

Goal 6 Transportation

Policy 6.20 Connectivity

Objective C. Provide convenient and safe bicycle and pedestrian connections to transit routes, schools, and parks, as well as within and between new and existing residential developments, employment areas, and other activity centers where street connections are not feasible.



Policy 6.22 Pedestrian Transportation. Plan and complete a pedestrian network that increases the opportunities for walking to shopping and services, schools and parks, employment, and transit.

Objective A. Promote walking as the mode of choice for short trips by giving priority to the completion of the pedestrian network that serves Pedestrian Districts, schools, neighborhood shopping, and parks.

Objective E. Develop a citywide network of pedestrian trails that increases pedestrian access for recreation and transportation purposes and links to schools, parks, transit, and shopping as well as to the regional trail system and adjacent cities.

Policy 6.23 Bicycle Transportation

Objective H. Promote bicycling as safe and convenient transportation to and from school.

### Goal 7 Energy

Policy 7.6 Energy Efficient Transportation

Objective D. Promote shared recreational use of school facilities and city parks, close-in recreation opportunities, and improved scheduling of events to reduce recreation-related transportation needs.

### Goal 10 Plan Review and Administration

Policy 10.4 Comprehensive Plan Map

(13) Institutional Campus - This designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. Institutions eligible for the institutional campus designation include medical centers, colleges, schools and universities. Uses allowed within an area with the institutional campus designation are those that are part of the institution, accessory to the institution and/or are associated with the mission of the campus. The designation, in concert with an approved impact mitigation plan, is intended to foster the growth of the institution while ensuring the continued livability of surrounding residential neighborhoods and the viability of nearby business areas. A key aspect of the institutional campus designation is the establishment of a campus growth boundary as part of the impact mitigation plan. The area carrying an institutional campus designation reflects the maximum area that the institution is allowed to develop on under the City's Comprehensive Plan.

### Goal 11 Public Facilities

Goal 11 A. Provide a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities.

Policy 11.1 Service Responsibility

A. Within its boundaries of incorporation, the City of Portland will provide, where feasible and as sufficient funds are available from public or private sources, the following facilities and

services at levels appropriate for all land use types:

- (1) streets and other public ways;
- (2) sanitary and stormwater sewers;
- (3) police protection;
- (4) fire protection;
- (5) parks and recreation;
- (6) water supply;
- (7) planning, zoning, buildings and subdivision control.

The City of Portland should encourage the planning efforts of those agencies providing the

following services:

- (8) public schools;
- (9) public health services;
- (10) justice service;
- (11) solid waste disposal;
- (12) energy and communication services;
- (13) transit services.

Policy 11.9 Project Selection

Objective D. Provide and improve access to and within activity centers and develop safe routes to schools.

Policy 11.41 Improvements. Base the priorities for improvement and development of parklands on documented needs and the following criteria: low long-term maintenance costs, location in deficient areas, broad community support, location adjacent to schools and other public facilities, support of neighborhood stabilization and community development projects and policies, and consistency with park master development plans.

Policy 11.45 Aquatics Facilities. Provide aquatics facilities in conjunction with School District #1.

Goal 11I: Enhance the educational opportunities of Portland's citizens by supporting the objectives of Portland School District #1 and adjacent districts through assistance in planning educational facilities.

Policy 11.56 Maximize investments. Support school district facility and program investments in redeveloping neighborhoods through the City's allocation of housing assistance and park improvement investments.

Policy 11.57 Safety. Provide traffic improvements, such as sidewalks and bikeways, to promote safe routes to schools where attendance area reorganization requires longer travel distances for students.

Policy 11.58 City Schools Policy. Maintain on-going coordination with Portland School District #1 to achieve the goals and policies of the adopted City Schools Policy.

## Appendix d. School District Property Disposition Policies

### PPS Board Policy 8.70.040 Disposition of Surplus Real Property

Under ORS 332.155, the Portland Public School District may lease, sell and convey all property of the District that is not, in the judgment of the School Board, required for school purposes.

The Portland Public School Board affirmatively acknowledges its support for managing the District's real property consistent with the District's mission and the public interest.

The Superintendent shall recommend to the Board the disposal of any property that is not essential to the District's mission now or in the future. An action declaring the property surplus must be based on a thorough analysis presented by the Superintendent to the School Board. The Board shall make the final determination as to which properties are surplus.

The Superintendent shall use an open and inclusive public input process in the development of any final recommendation to declare property surplus, and the findings from that process shall be provided to the Board prior to any Board decision. This public process will be in addition to the Board's public hearing to declare property surplus.

The Policy directs the following:

(1) Superintendent's Surplus Real Property Recommendation: The Superintendent shall develop and adopt administrative directives establishing a process for developing recommendations to the Board on surplus properties. The process shall include at a minimum the following components:

- (a) Notification of the Portland Public School Board,
- (b) Notification to the City and County, and other public agencies as appropriate, providing an opportunity to purchase the property, and notification to the local neighborhood association, and the public at large.
- (c) A minimum of 60 days for public response or comment.
- (d) A summary of the factors considered in the development of the recommendation.

(2) Surplus Property Recommendations-Public Hearing: At least one public hearing shall be held by the Board prior to declaring any real property or proportion thereof surplus.

(3) Sale process: Once the property is declared surplus by the Board, the Superintendent, or such persons as may be designated by the Superintendent, shall establish and conduct a process for sale or other conveyance of the property. The Superintendent will market and negotiate a sale or other conveyance of the property and bring a recommended agreement to the Board for the Board's review and approval.

(4) Disposition of Surplus Property Suited For A Particular User Or Use: Whenever the Board finds that a parcel of Surplus Property is especially suited for use by a particular user or use

which would be beneficial to the community, the Board may declare the property surplus, identify the community benefit, and authorize the Superintendent to negotiate a sales agreement or other conveyance for this property subject to Board approval.

The District's Disposition of Surplus Real Property policy (italicized text above) provides the process for which unused or underused PPS property is sold. The basic elements include public notice and review, notification to the City, County, and other public agencies providing an opportunity to purchase the property, 60-day public comment period and a requirement for thorough analysis to be completed for any recommendation to dispose of the property. A revision in 2008 removed some elements of the policy that were no longer operative, namely the role of Portland Schools Real Estate Trust being given title to District's surplus real property to serve as a marketing agent or developer. The District acknowledged that the disposal of future properties would be infrequent and under unique circumstances given the projected long-term future growth of the District and City population.

### **Centennial School District**

The Superintendent may, at any time, declare district personal property as surplus and authorize its disposal. When feasible, district residents shall receive prior notification of such sales so they will have equal opportunity to take advantage of such sales. If reasonable attempts to dispose of the property fail to produce a monetary return for the district, the Superintendent may dispose of the surplus property in another manner.

### **David Douglas School District**

David Douglas does not have a specific disposition policy; the district keeps records regarding disposed of surplus equipment or supplies, which are sent to the state surplus office in Salem.

### **Parkrose School District**

The Board evaluates whether to retain for future use, sell, lease or otherwise convey district-owned properties deemed surplus. The Superintendent is responsible for developing procedures and/or guidelines to ensure orderly disposition of surplus properties

### **Reynolds School District**

The Board determines which buildings should be retired from instructional purposes. The Board's decision should be guided by considering the educational flexibility of the site, adequacy of the site and cost. The Board may invite viewpoints of community residents and staff in making its decision.





## **The Portland Plan**

### **Riverdale School District**

The Board may, at any time, declare property as surplus and authorize its disposal. If reasonable attempts to dispose of the property fail to produce a monetary return for the district, the Superintendent may dispose of the surplus property in another manner.

## Appendix e. School Closures, consolidation and program changes

During the period from 2002 to 2007, PPS underwent a series of school consolidations and closures. This shift primarily resulted from the district's move in 2006 to create nineteen K-8 schools and close four schools in an effort to narrow the achievement gap and to cut facility and maintenance costs due to budget cuts and declining enrollments. Additional school closures that have occurred correlate with general declining enrollments in the district, which experienced a change of -13.6% from the 2001-2002 to 2006-2007 school years. The shrinking enrollments translate to less funding due to the school funding formula, which is based on the number of attending students, making it difficult to maintain facilities. Conversely, during this same period in the district, Rosa Parks Elementary School was an addition for North Portland and new alternative and charter schools were opened, some at closed school buildings, largely within North and Northeast areas.

School and program closures in PPS have been relatively evenly distributed geographically in the district, while the schools that transitioned to K-8 in 2006 are primarily located in North and Northeast Portland. It is not yet determined what demographic shifts are responsible for the enrollment changes; however the concentration of K-8 schools has been the topic of much public discussion including assertions of inequitable distribution of the consolidations and corresponding closures. Additional assertions have been made over the disparities of resources and programs offered between the new K-8 transition schools and existing middle schools. The District's open transfer policy implemented in 2003 has been identified as a possible contributor to the enrollment fluctuations among school sites within PPS. The program allows a limited number of students to transfer outside their neighborhood to schools that offer programs of interest or specialty reducing the enrollment and thus funding of the departing school.

A few new schools were opened in East Portland between 2002 and 2007 including the Fir Ridge Campus High School and Ron Russell Middle School both serving the David Douglas School District. Earl Boyles Elementary, originally closed in the 1980s, was re-opened in 2002 with the construction of a gym and eight additional classrooms and houses the district's secondary level alternative school. These new facilities correlate with the expanding enrollment experienced during these years in the other districts that serve the Portland area east of 82nd Avenue.

### Public School Closures and Openings, 2002-07

<i>School (district)</i>	<i>School (district)</i>
Wilcox ES (Portland)	Fir Ridge Campus (David Douglas)
Youngson ES (Portland)	Meek VocTech HS (Portland)
Meek ES (Portland)	Ron Russell MS (David Douglas)
Brooklyn ES (Portland)	Four Corners ES (Reynolds)
Vocational	Rosa Parks ES (Portland)
Village HS (Portland)	
Applegate ES (Portland)	
Edwards ES (Portland)	
Kenton ES (Portland)	
Smith ES (Portland)	
Whitaker MS (Portland)	
Ball ES (Portland)	
Clarendon ES (Portland)	
Rose City	
Park ES (Portland)	
Kellogg MS (Portland)	

### Programs Opened in Closed Schools, 2002-07

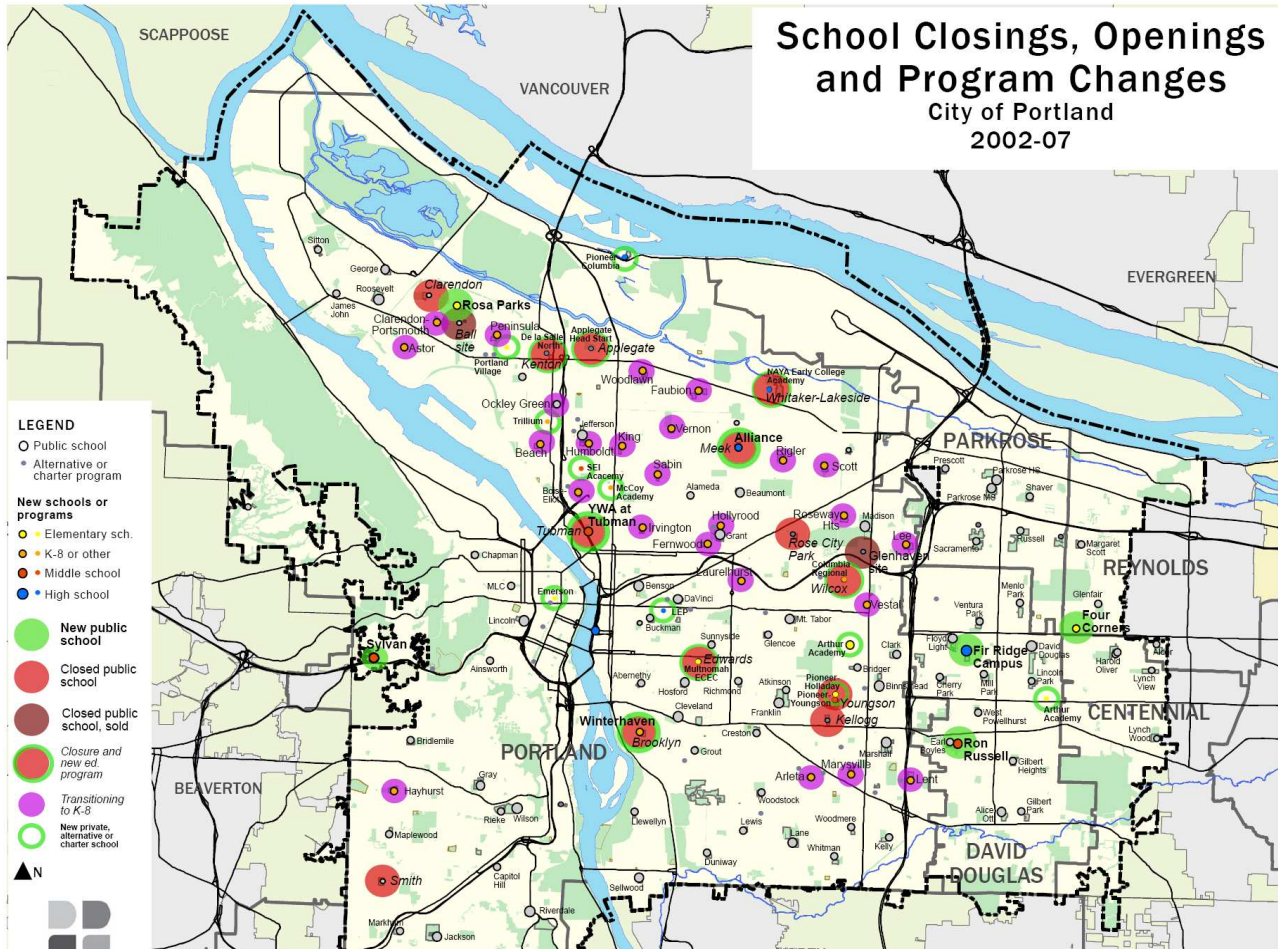
<i>Program (facility)</i>
Alliance @ Meek
ProTech HS (Meek)
Applegate Head Start (Applegate)
West Sylvan MS (Sylvan)
Winterhaven (Brooklyn)
Young Women's Academy (Jefferson HS) (Tubman)
Columbia Regional Program (Wilcox)
Multnomah Early Childhood (Edwards)
Pioneer Program (Columbia)
Pioneer Program (Youngson)
NAYA Early College Academy (Whitaker-Lakeside)
De la Salle North
Catholic HS (Kenton)

### New Charter Schools, 2002-07

<i>School (district)</i>
Arthur Academy (David Douglas)
Arthur Academy (Portland)
Emerson School (Portland)
Leadership & Entrepreneurship HS (Portland)
McCoy Academy (Portland)
Portland Village (Portland)
SEI Academy (Portland)
Trillium (Portland)

## The Portland Plan

The High School System Design in the PPS system, approved by the PPS Board of Education in 2010 and implemented in September, 2011, establishes a new model that includes three types of schools: community high schools based in neighborhoods, magnet schools open to all students exploring different educational approaches, and alternative and charter school options. Changes to the system included the closure of Marshall High School and the conversion of Jefferson High School to a focus option, middle college program in conjunction with PCC Cascade



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- <sup>ix</sup> Land for Schools: A Unit of the Portland Comprehensive Development Plan. Prepared for School District No.1 Multnomah County by Portland City Planning Commission. (Portland OR: Dec 1957)
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