

MEMORANDUM

**ANALYSIS OF PUSD STUDENT ASSIGNMENTS
RECOMMENDED BEST PRACTICES AND COMMUNITY
PERSPECTIVES FOR PROMOTING SOCIOECONOMIC
DESEGREGATION AND AVOIDING RACIAL/ETHNIC ISOLATION**

SES CONSULTANTS TEAM

**MICHAEL ALVES
RICHARD KAHLENBERG
JOHN BRITTAIN**

OCTOBER 2018

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Introduction

This memorandum analyzes the desegregative viability of the PUSD's residential and choice-based student assignment policies and identifies proven best practices that could be utilized to promote socioeconomic desegregation and avoid racial/ethnic isolation in the District's magnet and non-magnet schools.

Part 1 of the memorandum examines the extent to which the District's elementary, middle and high schools' student enrollments are in accord with the racial/ethnic and socioeconomic definition of desegregation set forth in the Voluntary Desegregation Plan that was adopted by the Board of Education on May 26, 2017. This analysis is based on the District's 2017-18 school year official enrollment data that has been disaggregated by school, grade-level, racial/ethnic groups and socioeconomically disadvantaged (SED) students. The analysis of this enrollment data indicates that only a few schools are currently in compliance with the Plan's definition of desegregation and that the schools that are most in danger of being racially and ethnically segregated are also the schools that are most in danger of being socioeconomically segregated. All of the District's Magnet School Assistance program (MSAP) funded magnet schools are most in danger of being racially, ethnically and socioeconomically segregated, which is precisely why they have been selected to become magnet schools. The schools that are least in danger of being segregated are those that do not have a geographic attendance area.

Part 2 documents and analyzes how students are being assigned to the PUSD's magnet and non-magnet schools and assesses the desegregative viability of the District's diversity-blind residential and choice-based student assignment policies. The major finding of this analysis is that, as currently designed and implemented, neither the District's guaranteed attendance area residence school assignment policy nor its diversity-blind choice-based open enrollment policy are capable of achieving and sustaining the racial/ethnic and socioeconomic desegregation purposes of the District's Voluntary Desegregation Plan.

Part 3 identifies constitutionally permissible and educationally sound "best practices" that are being effectively used by other public school districts to promote socioeconomic desegregation and avoid racial/ethnic group isolation, and recommends how these proven best practices could be utilized by the PUSD.

Part 4 sets forth the thoughts and opinions of a diverse group of community stakeholders on how the PUSD could use school choice to increase enrollment and promote socioeconomic and racial diversity. These stakeholders participated in the three School Diversity Focus Groups that were conducted by the SES Consultants in collaboration with Shannon Mumolo, Trudell Skinner and the District's Magnet Schools Assistance Program staff on June 21 and 22, 2018. A synthesis of the combined notes and discussions of these focus groups clearly indicates that the participants strongly support making school choice workable and equitable for all of the District's diverse families and students.

Part 5 identifies the proposed timeline and next steps for developing an educationally sound and equitable Socioeconomic Integration Blueprint for the Pasadena Unified School District.

Part 6 discusses and documents how other school districts have prevented white and middle-class flight and increased student enrollment with the adoption and successful implementation of socioeconomic controlled choice student assignment plans.

Part 1

RACIAL/ETHNIC AND SOCIOECONOMIC SEGREGATION AND ISOLATION IN THE PUSD

Despite significant educational improvements over the past decade, the majority of PUSD schools continue to be in danger of becoming racially, ethnically and economically segregated. As documented below, these “in danger” schools include all of the District’s six newly established MSAP schools and 16 of its 21 non-magnet schools. Fortunately, some of the magnet schools are making significant progress, as noted below.

According to the District’s revised Voluntary Desegregation Plan that was adopted by the PUSD Board of Education on May 26, 2017, a school is “in danger of becoming segregated if their enrollment of any racial/ethnic group is eight or more percent higher or lower than the district average for schools at the same grade configuration.” The Plan further states that “the Pasadena Unified School District defines racial/ethnic group isolation as occurring at those schools that have a larger racial/ethnic percentage for a significant subgroup of eight percent or greater when compared to District averages”. The Plan also declares that “the principal strategies used by the District to prevent, eliminate or reduce the racial/ethnic isolation of students will be the establishment of magnet schools” and all of the magnet schools will use “race-neutral selection methods and will offer viable and innovative educational offerings for students regardless of where they live in the District” and that additional “magnet school programs may be established at sites that exceed the District averages for racial/ethnic groups of students by more than eight percent.”

The District currently has six federally funded MSAP magnet school programs. The 2013 the MSAP grantees include Jackson Elementary STEM and Spanish Dual Language, Washington Elementary STEM, Washington Middle School STEM, and Eliot Middle School Arts. The 2017 MSAP grantees include Altadena Elementary Arts, John Muir High School Early College and Career Prep, and a Washington Middle School significant revision to increase rigor STEM and added Spanish Dual Language Immersion.

Evidence suggests some of these magnet schools are making important progress toward desegregation. Consider Jackson Elementary, for example. As “Better Together,” a September 2016 report for the Pasadena Educational Foundation, noted, Jackson has seen remarkable changes in recent years. In 2011-12, Jackson was undersubscribed and in danger of closing with just 306 students. By 2015-16, after adoption of its magnet school programs, Jackson was transformed into a school with 544 students that was attracting about 100 students from the surrounding jurisdictions, including the Eagle Rock section of Los Angeles. In the 2016-17 open

enrollment first lottery, 65 families put Jackson as their first choice, exceeding the 55 who ranked the highly-regarded Don Benito Elementary first.¹ The proportion of middle-class students (those not categorized as socioeconomically disadvantaged) increased at Jackson from virtually 0% in the past to 29% in the 2017-18 school year. In that school year, Jackson had more middle-class students than eight other PUSD elementary schools.

For purposes of this memorandum, *achieving* and *maintaining* the Voluntary Desegregation Plan's $\pm 8\%$ enrollment variance for each racial/ethnic group is an ideal definition of desegregation and standard for identifying, preventing, eliminating or reducing racial/ethnic group isolation in all of the PUSD's public schools. And, although not mentioned in the Plan, the $\pm 8\%$ enrollment variance is also an ideal standard and starting point for identifying the schools that are over or under-enrolled by students that are "socioeconomically disadvantaged," which is defined by the California Department of Education as including students whose parents have not received a high school diploma or who are eligible to receive a free or reduced priced lunch.

Racial/Ethnic Segregation and Isolation

As indicated in Table 1, which is a breakdown of the PUSD 2017-18 enrollment by school, grade configuration, and racial/ethnic group, the District's current school year total enrollment count in its 27 schools was 16,881, of which 2,830 (16.8%) were white, 10,091 (59.8%) Hispanic, 2,060 (12.2%) Black/African American, 858 (5.1%) Asian, 525 (3.1%) Multi-Racial with the remaining 3% being comprised of Native Americans, Pacific Islanders and Native Hawaiians². Based on these enrollment data, it appears that the Board's $\pm 8\%$ grade-level enrollment variance as its definition of racial/ethnic desegregation can best be applied to White, Hispanic and Black/African American students, which are currently the only racial/ethnic groups with 8% or more of the District's total student enrollment.

Also, as documented in Table 2 and discussed below, only five of the District's 27 schools would currently be considered desegregated with all of their racial/ethnic groups having a grade-level percentage that was within ± 8 percent of the District's grade-level average. These five racially and ethnically desegregated schools are San Rafael K-5, McKinley K-8, Blair 6-12, Marshall Fundamental 6-12, and Pasadena High School 9-12. It should be noted that two of these schools, San Rafael and Marshall Fundamental, do not have geographic attendance boundaries.

White Students

When the distribution and percentage of the PUSD's white students are analyzed by grade-level, Table 2 indicates the 17 elementary schools with grades K-5 were 18.8% white and ranged from a low of 1.8% at Madison to a high of 58.5% at Sierra Madre. The four middle schools with grades 6-8 were 18.1% white and ranged from a low of 2.7% at the Washington Middle School to a high of 48.9% at the Sierra Madre Middle School. The five high schools were 14.5% white

¹ Richard D. Kahlenberg, Better Together: How Innovative Mixed-Income Magnet Schools Can Benefit All Children in Pasadena Unified School District (Pasadena Educational Foundation, September 2016 draft), p. 20.

² Race and ethnicity (Hispanic) are mutually exclusive categories. Whites and all other racial groups include only non-Hispanic members of those races. All Hispanics, regardless of race, are categorized as "Hispanic"

and ranged from a low of 1.8% at John Muir High School to a high of 19.8% at Marshall Fundamental.

These data also indicate that 10 schools were less than 10% white and that these predominately non-white schools include seven elementary schools: Washington 0.8%, Madison 1.8%, Franklin 2.5%, Jefferson 3.7%, Roosevelt 4.0%, Cleveland 4.1% and Longfellow 8.8%; two middle schools: the Washington 2.7% and Eliot 8.2%; one high school: the John Muir 1.8%. The schools with the highest percentage of white students are the Sierra Madre 58.5%, Daniel Webster 45.8%, Don Benito 33.5%, elementary schools and the Sierra Madre Middle School 48.9%.

When analyzed by their % white grade-level variance, Table 2 further indicates that these 10 predominately non-white schools with variances that are well below -8% white are clearly in danger of becoming segregated by the District's non-white students. As shown in Table 2, the % white variance of these predominately non-white schools are as follows: Washington Elementary -18.0%, Madison -17.1%, Franklin -16.3%, Jefferson -15.2%, Roosevelt -14.8%, Cleveland -14.8% and Longfellow -10.0%; the Washington -15.4% and Eliot -9.8% middle schools, and John Muir High School -16.3%. As documented below, these predominately 10 non-white schools are nearly identical to the District's schools that are also predominately Hispanic.

These data clearly show that, to achieve its desegregation goal, the District needs to significantly increase the number of white students in all of these 10 predominately non-white schools, which include four existing magnet schools and six elementary schools that should become magnets (Madison, Jefferson, Franklin, Roosevelt, Cleveland and Longfellow).

Table 2 also indicates that the following four schools have a white grade-level variance that is significantly higher than 8% white: the Sierra Madre 39.7%, Daniel Webster 27.0% and Don Benito 14.6% elementary schools and the Sierra Madre Middle School 30.8%. **These predominately white schools clearly need to attract and enroll more Hispanic and other non-white students.**

Hispanic Students

As shown in Table 1, the District's 10,091 Hispanic students account for 59.8% of the PUSD current school year enrollment, which is the highest percentage of any racial/ethnic group. When analyzed by grade-level, Table 2 shows that the District's elementary schools were 58.4% Hispanic and ranged from a low of 16.8% at Field to a high of 92.2% at Madison. The middle schools were 59.2% Hispanic and ranged from a low of 24.2% at Sierra Madre to a high of 83.5% at Washington. The District's high schools had the highest percentage of Hispanics (63.0 %,) ranging from a low of 60% at Marshall Fundamental to a high of 71.5% at John Muir.

Table 2 also indicates that 12 schools had a Hispanic grade-level variance that was higher than 8%, and six schools had a variance that was lower than - 8% for a total of 18 schools that would be in danger of becoming either segregated or racially/ethnically isolated. The 12 schools whose Hispanic variance was higher than 8% includes nine elementary schools: Madison 33.8%, Washington 27.1%, Roosevelt 26.9%, Jefferson 25.1%, Franklin 16.4%, Cleveland 14.2%,

Jackson 12.2%, Willard 11.5% and Longfellow 9.0%; one middle school Washington 24.3% and two high schools John Muir 12.3% and CIS Academy 10.7%. Among these 12 schools are nine that were identified as being predominately non-white and in danger of becoming Hispanic segregated schools. The six schools with a Hispanic variance that was lower than -8% includes five elementary schools: Field -41.6%, Sierra Madre -34%, Daniel Webster -20.1%, Don Benito -17.5%, and Hamilton -17.2% and one middle school, Sierra Madre -34.9%.

Black/African American Students

As documented in Table 1, the District's 2,060 Black/African American students account for 12.2% of the PUSD's current school year enrollment. When analyzed by grade-level, Table 2 shows that the District's elementary schools were only 10.7% Black/African American and ranged from a low of 4.3% at Sierra Madre to a high of 22.5% at Norma Coombs. The middle schools were 12.6% Black/African American and ranged from a low of 6.9% at Sierra Madre to a high of 19.4% at Eliot. The high schools were 12.7% Black/African American and ranged from a low of 8.9% at Marshall Fundamental to a high of 22.3% at John Muir. Table 2 further shows that only four schools had a Black/African American grade-level variance that was higher than 8%, and no schools had a Black/African American variance that was lower than -8%. The four schools with a higher than 8% Black/African American variance includes three elementary schools: Altadena 16.8%, Norma Combs 11.8% and Cleveland 11.2%, no middle schools and one high school, John Muir 9.7%. These data strongly indicate that the District's Black/African American students are the least in danger of becoming racially segregated.

Socioeconomically Disadvantaged Students

As shown in Table 1, 63.4% of PUSD students were classified Socioeconomically Disadvantaged (SED) in the 2017-18 school year, which is defined by the California Department of Education as students whose parents have not received a high school diploma or who are eligible to receive a free or reduced-price lunch. When analyzed by grade-level, Table 2 indicates that the District's elementary schools were 60.4% SED and ranged from a low of 19.6% at Sierra Madre to a high of 90.4% at Madison. The middle schools were 65.5% SED and ranged from a low of 26.9% at Sierra Madre to a high of 85.3% at the Washington. The high schools were 65.8% SED and ranged from a low of 62.5% at Marshall Fundamental to a high of 81.3% at John Muir.

Table 2 further indicates that 12 schools had a SED grade-level variance that was higher than 8%, and six schools had a variance that was lower than -8% for a total of 18 schools that would be in danger of becoming SED segregated. The 12 schools whose SED variance was higher than 8% include nine elementary schools: Madison 30.0%, Jefferson 28.6%, Franklin 27.5%, Washington 26.9%, Roosevelt 20.8%, Cleveland 20.4%, Longfellow 20.0%; Altadena 11.3% and Jackson 10.5%; two middle schools: Washington 19.8% and Wilson 13.8%; and one high school, John Muir 15.4%. The six schools whose SED variance was lower than -8% included five elementary schools: Sierra Madre -40.8%, Field -38.4%, San Rafael -27.4%, Don Benito -22.1% and Hamilton -15.8% and one middle school Sierra Madre -38.6%.

Table 2 also shows that nine schools had a SED variance that was within +/- 8% of their grade-level variance. These nine schools with a desegregated SED enrollment variance include three elementary schools: Willard 7.8%, Norma Coombs 5.7%, and Daniel Webster 4.4%; one middle school: Eliot 7.3%; and four high schools: CIS Academy 0.1%, Blair -2.1%, Pasadena -2.6 and Marshall Fundamental -3.4%.

Analysis of these data indicates that the 12 schools with a segregative SED variance that was higher than 8% includes 10 schools that had a Hispanic variance that was also higher than 8%, and that three of these schools also had an African/American variance higher than 8%. **These data clearly indicate that the District's most SED segregated schools also have disproportionate Hispanic and Black/African American enrollment.** The data further shows that the District's most SED and racially/ethnic segregated schools include five magnet schools and the six elementary schools where magnets should be established.

Part 2

HOW STUDENTS ARE BEING ASSIGNED TO PUSD's SEGREGATED AND ISOLATED PUBLIC SCHOOLS

This section of the memorandum examines how students are currently being assigned to PUSD's schools and assesses whether the District's guaranteed residence-based attendance area assignments and choice-based open enrollment policy are viable desegregation methodologies.

Attendance Area School Assignments

All students who reside in the PUSD are guaranteed an assignment to a public school based solely on their home address. Like most public school districts in the United States, this kind of residential-based assignment method has been operationalized in the PUSD by drawing individual elementary, middle and high school attendance areas that geographically covers the entire district and ensures that every student who resides in the PUSD will be assigned to a specific school at each educational-level based on their home address.

As indicated in Table 2, the PUSD currently has 23 geographically distinct attendance areas that include 15 elementary schools, one K-8 school, four middle schools, two 6-12 schools and one 9-12 high school. It also has four schools: San Rafael, Field, Marshall Fundamental and CIS Academy that do not have geographic attendance boundaries. Table 2, also shows that all of the District's six MSAP-funded magnet schools are attendance area schools, and although the PUSD's Voluntary Desegregation Plan allows these schools to have no attendance boundaries once their enrollment is at capacity, with the exception of Jackson, these schools are significantly underutilized at this time.

Although all of the students who are enrolled in the PUSD are guaranteed an assignment to their attendance area school, the data shown in Table 3, which is based on the revised Davis Student Population Forecast Report, indicates that only **47% of the District's students are actually**

attending their attendance area school and that 53% have opted to attend another District school. The elementary schools that have the highest percentage of attendance area resident students attending another PUSD school are Coombs 84%, Altadena 70%, Cleveland 68%, Franklin 60%, Roosevelt 59%, Madison 57% and Washington 55%. Also included are the Eliot 73% and Washington 64% Middle Schools and Muir High School 69%.

When the attendance area or residence school enrollment data in Table 3 is correlated with the racial/ethnic and SED enrollment data in Table 2, the comparative data indicates that **the District's 10 schools with less than 10% white students are also among the schools that have the lowest percentage of students attending their residence school and the highest percentages of SED and Hispanic students.** The schools with the highest percentage of white students are among the schools with the highest percentage of students attending their residence school and lowest percentages of SED and Hispanic students. **These findings strongly suggest that the District's guaranteed attendance area assignment policy is not a viable desegregative student assignment methodology.**

There is also compelling evidence that shows that the District's guaranteed residence school assignment policy has had little overall effect on increasing the PUSD's student enrollment and attracting more middle-class students. According to the Davis Report, **at least 13,188 or 45% of the estimated 29,616 school age students who reside within the PUSD are not enrolled in the PUSD public schools, and the vast majority of these students are attending private schools.** This finding is particularly troubling in light of the fact that all of the estimated 13,188 PUSD resident students who are not enrolled in PUSD schools were guaranteed an assignment to their PUSD attendance area residence school but opted to enroll outside of the District.

When these data are combined with the PUSD enrolled students who are not attending their resident school, it shows that **only about 30% of the nearly 30,000 school age students who reside in the PUSD are attending their PUSD attendance area school.** This finding strongly confirms that the vast majority of the families who reside in the PUSD prefer to choose where their children attend school, and they are not choosing their attendance area school.

Choice-Based Open Enrollment Assignments

Under the District's Open Enrollment (OE) policy all students who reside in the PUSD are provided the opportunity to attend a school or specialized program outside of their attendance area school in the next academic year. Open Enrollment is the District's only choice-based student assignment methodology that enables parents to voluntarily enroll their children into the District's six MSAP-funded magnet schools. As designed, the policy allows parents to make five choices of their preferred PUSD schools and programs which have a specified number of available seats at each grade in the next academic year. In the event that there are more applicants than available seats, the seats are filled by a *diversity-blind*, computer-generated random lottery, and the applicants who are not lottery assigned are placed on a wait list for their first-choice school.

The District conducts two Open Enrollment assignment lotteries for PUSD resident students. The first lottery assignment period is conducted in February and is for all PUSD resident students

who will newly enroll in grades K-12 in the next academic year. The second lottery is conducted in early April and is for students already enrolled in the PUSD who want to transfer to a different PUSD school in the next academic year. After these in-district students have been lottery assigned or cleared from a wait list, any unfilled seats would then be randomly assigned to applicants who do not reside in the PUSD but want to attend a PUSD school.

Available data indicates that the District has been averaging over 2,000 Open Enrollment assignments since the 2012-13 academic year, and that the cumulative effect of these choice-based assignments accounts for the 53% of the PUSD students who are not enrolled in their attendance area school.

As shown in Table 4, the number and percentage of PUSD students who have Open Enrolled “in” or “out” of the District’s attendance area schools varies considerably by school and educational level. The attendance area schools that have considerably more OE students coming in than going out are: Don Benito 520 to 93, Willard 274 to 84, Sierra Madre 202 to 39, and the Sierra Madre Middle School 217 to 6, and Blair High School 832 to 166. The attendance area schools that have considerably more OE students going out than coming in are: Madison 486 to 121, the Washington Elementary 498 to 175, Franklin 279 to 73, Webster 274 to 191, the Washington Middle 776 to 81, Eliot 771 to 147, and Muir High School 1668 to 121.

These data further show that nearly all of the 10 attendance area schools that have the lowest percentage of white students (less than 10%) and the highest percentages of Hispanic and SED students also have demonstrably more OE assigned students going out than coming in. This finding strongly suggests that the District’s diversity-blind open enrollment policy, as now designed and implemented, is not a viable desegregative choice-based assignment policy.

While this finding is discouraging, it is not surprising, in light of the fact that so-called “freedom of choice” or “open choice” student assignment policies have rarely worked to prevent or reduce racial/ethnic isolation in public schools.

In summary, this memorandum finds that, as designed and implemented, the experience of PUSD aligns with the experience of districts nationwide using laissez-faire programs that fail to employ equity guidelines and safeguards. ***Neither the District’s guaranteed attendance area residence school assignment policy nor its diversity-blind Open Enrollment policy are viable desegregative student assignment methodologies.*** Further, due to the fact that the overwhelming number of families who reside in the PUSD prefer to choose their children’s schools, it is highly unlikely that the re-drawing of the District’s individual schools’ attendance boundaries and continuation of its guaranteed resident school assignment policy will attract more middle class and affluent students into the PUSD’s magnet schools or any other of the District’s segregated attendance area schools.

Part 3

BEST PRACTICES FOR PROMOTING SOCIOECONOMIC DESEGREGATION AND AVOIDING RACIAL/ETHNIC ISOLATION

This section of the memorandum identifies constitutionally permissible and educationally sound “best practices” that are being used by other public school districts to promote socioeconomic desegregation and avoid racial/ethnic group isolation, and discusses how these measures could be utilized by the PUSD. The best practices to be examined include: defining and establishing socioeconomic desegregation goals; creating diversity-conscious school attendance areas; designing and implementing diversity-conscious controlled choice socioeconomic student assignment plans; and strategies for attracting more middle class and affluent students into public schools.

Defining Socioeconomic Desegregation

A major development in the evolution of socioeconomic desegregation has been the realization that students’ socioeconomic status is best determined by a combination of factors that includes their family income, their parents’ or guardians’ highest educational attainment level and the demographic characteristics of the neighborhood where they reside. These and other SES-related variables, such as home ownership and the number of adults and other minor children that reside in the students’ household, can be readily obtained about each student when they newly register in a school district or when they apply for a school assignment. These variables clearly provide a more robust and valid basis for ascertaining students’ socioeconomic status than can ever be gleaned or inferred by only knowing a student’s racial/ethnic group or whether they are receiving a free or reduced price school meal.

The District’s that are using a *multifaceted* approach to identify students’ socioeconomic status include Champaign IL, White Plains NY, Lee County FL, Community District 1 in New York City, Chicago IL, Charlotte-Mecklenberg County NC, the CodeRVA Regional STEM Magnet High School in Richmond VA and San Antonio TX.

This *multifaceted* approach for identifying students’ socioeconomic status and establishing SES desegregation goals was pioneered in Champaign IL in the 2008-09 school year and has greatly facilitated the development and implementation of equitable student assignment plans that aim to enroll a racially and ethnically inclusive desegregative percentage of low, medium and high SES students in all of the District’s magnet and non-magnet schools.

The criteria that have been used most effectively for identifying low, medium and high SES students and establishing SES desegregation goals for each of these three SES Tiers are as follows:

Low SES:

The family's annual gross income is below \$49,000 and the highest educational attainment of these students' custodial parents or guardians is predominately a high school diploma/GED or less than high school. The Low SES tier also has the most single parent households, the lowest home ownership rates, the most ELL students, all of the homeless students, and the highest proportions of Black and Hispanic students.

Medium SES

The family's annual gross income is between \$50,000 and \$99,000 and the highest educational attainment of the students' custodial parents or guardians most often includes some college, an AA degree or a BA degree. The Medium SES tier often has the most students and the highest proportion of white students.

High SES

The Family's annual gross income ranges from \$100,000 to over \$200,000 and the highest educational attainment of the students' custodial parents or guardians is most often a MA degree, a Professional Degree or Doctorate. The High SES tier usually has the highest proportion of Asian students, the fewest single parent families, and the smallest proportions of Black and Hispanic students. A best practice that is being used in several Districts is to include all students whose parents have attained a MA or higher degree in the High SES tier regardless of their annual income, as education is a better marker of permanent or long-term income potential.

Once determined, the percentage of students in each SES Tier also serves as the basis for establishing the District's socioeconomic desegregation goals. A best practice that has been used by most Districts is to set a desegregation goal that aims at having enrollment for all schools that is within +/- 10% of each SES Tier's percentage of students.

While most Districts establish their socioeconomic desegregation goals based on the percentage of students that are actually enrolled in the District's public schools, a best practice that can be used by Districts whose public school enrollment does not reflect the demographics of its overall school age population is to set its initial desegregation goals based on the percentage of the school age students that reside in the District at each SES tier. This approach is being effectively used to achieve a socioeconomically and racially desegregative student enrollment in the CodeRVA regional STEM magnet school in Richmond VA and to assign students in the more than 40 magnet schools in the Charlotte-Mecklenberg County public schools.

If the three SES Tiers identified above were adopted by the PUSD, an analysis of the U.S. 2015 ACS census data pertaining to the District's households with school age children suggests that 29% would be classified as Low SES, 26% as Medium SES and 45% as High SES. This figure of 29% for Low SES school age family households is in sharp contrast to the 64% of socioeconomically disadvantaged students that are currently enrolled in the PUSD. And the relatively high percentage of 45% High SES school age children is evidently due to the fact that

more than one-half of the District's school age children's parents have attained a BA or higher advanced degree.

Experience indicates that the two best ways to obtain SES data are by (1) having parents self-report the SES requested information when they register their child in the school district and when they apply for a choice-based student assignment; and (2) by classifying each of the District's census block group's as being a low, medium or high SES census block group and using the students' home address to identify what SES block group they reside in. Districts that are using the *multifaceted* approach to identifying students' socioeconomic status report that 95% to nearly 99% of their parents and guardians routinely self-report the requested family income and educational attainment information and other SES related data when they register their child in the school district or when they apply for a choice-based assignment. And, all school districts have the capability of classifying all of their census block groups as Low, Medium or High SES since all students are legally required to have a certified home address. Experience strongly indicates that the best practice is to collect both the self-reported SES information and the block group SES data when assigning students to promote socioeconomic desegregation.

A review of the PUSD Student Registration Form indicates that the District and the State of California requires that parents provide "accurate" information pertaining to their child's home address, who the child resides with, other children living in their home, their child's race and ethnicity, and the parents' highest educational attainment level. All of this SES related information is self-reported by parents before they enroll a child in the PUSD. This registration form could be readily augmented to include information about their family's gross income level, which is routinely requested and required when parents apply for the federal Free and Reduced Price Lunch program. It should be noted that all of the information that is collected from households by the U.S. Census is also self-reported.

A review of the District's on-line open enrollment application also indicates that parents are not required or requested to self-report any SES related information except their child's home address when they apply for a choice-based student assignment. As discussed above, this kind of diversity-blind open enrollment policy is ill suited to promoting choice-based socioeconomic desegregation and is a major factor contributing to the District's racially and ethnically isolated schools.

Creating Desegregative School Attendance Clusters

Another best practice that is being used to promote socioeconomic desegregation and avoid racial isolation in medium and large school districts that cannot feasibly make all its elementary schools districtwide schools of choice is to realign or combine a District's individual elementary schools' attendance boundaries into two or more desegregative school-choice attendance **clusters**. As documented above, this kind of residential-based methodology for managing school choice is particularly well suited to the PUSD, which has 18 schools and numerous signature programs that enroll elementary grade students.

Under this approach, which has been used effectively in Lee County FL, Saint Lucie FL and Wake County NC, every student would reside in a cluster based on their home address. Each

cluster would have a similar percentage of Low, Medium and High SES resident school age students from all racial/ethnic groups. Each cluster would contain a similar number of elementary schools, and every student would be guaranteed an assignment to a cluster school. Experience indicates that the cluster model can contain student transportation costs and facilitate a more effective utilization of school capacities.

A preliminary analysis of the PUSD's elementary schools' attendance boundaries census data suggests that the District's elementary schools could be combined into two desegregative school attendance clusters. (See attached Two Cluster Elementary Schools Draft Map and Tables 5A and 5B).

This model is also compatible with the District having several non-cluster or districtwide schools, and its equivalency principle is a proven educational strategy for encouraging the replication of successful magnet schools and informing the development and location of new magnet schools. The cluster model with its equivalent school-age resident student population base is also well suited for informing the District's outreach and recruitment efforts to attract more middle class and affluent school age students to enroll in the PUSD public schools. And, while the elementary clusters could be designed to automatically feed students into the District's middle and high schools, experience strongly suggests that the cluster model works best with a diversity conscious *choice* and *programmatic-feeder based* secondary student assignment policy.

Diversity-Conscious Controlled Choice Assignments

Although most students in the United States are mandatorily assigned to a public school based on their home address, giving parents the opportunity to choose the public school their children can attend has become a fact of life in many school districts especially in urban school districts where parents are provided with a variety of public and non-public school educational options. While most of these school districts usually give parents a "choice" between their neighborhood school and a magnet school, an increasing number of districts have opted to adopt and implement comprehensive "controlled choice" student assignment plans that aim to promote socioeconomic desegregation and avoid racial isolation by making all schools diverse schools of choice.

The concept of universal controlled choice was initiated in the Cambridge MA Public Schools in the early 1980's as a way to voluntarily achieve racially integrated schools and avoid court-ordered forced busing. Another issue that drove the Cambridge School Committee to adopt controlled choice was the need to attract more middle class and affluent students into the public schools who otherwise would most likely attend one of the more than 50 private, parochial and other non-public schools that were located in the City and nearby communities.

Prior to adopting controlled choice, Cambridge had attempted to desegregate its fourteen K-8 schools by using various conventional residential and choice-based student assignment methods that included: open enrollment, re-drawing school attendance boundaries, encouraging voluntary minority to majority school transfers and magnet schools. These measures were taken over a fifteen-year period in a failing effort to comply with the State's 1965 Racial Imbalance Act. However, within several years after adopting its controlled choice plan, all of the District's K-8

schools were racially balanced, and the percentage of the City's school age children attending the Cambridge Public Schools increased from about 60% to over 80%.

Under Cambridge's plan, which was designed as an innovative, long-range, equitable, and family-friendly student assignment plan, all parents were given the opportunity to choose the schools they wanted their children to attend by their own rank-order of preference *before* they were enrolled in the public schools, and no students were to be mandatorily assigned to a school based solely on their home address. In addition to making all of its schools desegregating schools of choice, the innovative features of the Cambridge Controlled Choice plan included allowing all of the students who were already enrolled in the District when the plan was approved to remain in their assigned school. This so-called "grandfathering" provision was unheard of in the annals of school desegregation and ensured that none of these students would be mandatorily reassigned or forcibly bussed to another school. The plan also assured that a family's younger siblings could attend the same school as their older siblings. Further, once assigned under controlled choice, no newly enrolling students would be mandatorily reassigned to another school. While these features made the plan more stable and family-friendly, the key administrative feature of the plan was the creation of a Parent Information Center that was responsible for processing all of the new assignments and managing all of the District's parent outreach and recruitment efforts. These proactive efforts had a demonstrable effect in attracting more middle class and affluent students into the Cambridge Public Schools. The plan was also greatly facilitated by the District replicating its most attractive magnet schools and developing new magnet programs, such as dual language and Montessori schools that have proven to be attractive to parents from all socioeconomic and racial/ethnic groups.

Since controlled choice was initiated in the Cambridge Public Schools nearly forty years ago, numerous school districts throughout the United States have adopted and implemented their own diversity-conscious controlled choice plans. And while controlled choice was originally designed as an equitable and educationally sound way to promote voluntary racial integration and avoid forced busing, it continues to be an effective and viable desegregative student assignment methodology that has successfully adjusted to changing legal circumstances pertaining to race-conscious student assignments by modifying its best practices and introducing new race-neutral practices that work to promote socioeconomic desegregation and avoid racial/ethnic group isolation. (See Attorney John Brittain's legal opinion on Diversity – Conscious SES Assignment Lottery.)

The school districts that are currently implementing socioeconomic controlled choice student assignment plans and magnet schools admissions policies include: Cambridge, which adopted its SES plan and converted its Parent Center into a Family Resource Center in 2001, Champaign IL, Lee County FL, Charlotte –Mecklenberg County NC, Berkeley CA, White Plains NY, Saint Lucie FL and Community District 1 in New York City. These plans are constitutionally permissible because they are using race-neutral criteria in assigning students to their desegregating schools of choice. These plans' proven "best practices", which have worked to increase student enrollment and prevent middle-class flight, can be readily adapted by other school districts.

Strategies for Attracting More Middle Class and Affluent Students to PUSD

In addition to taking steps to make PUSD student assignment more equitable, it is important that the school district do more to attract a strong cross section of students, including middle-class and affluent students, to the district. Research finds that the strongest benefits from socioeconomic diversity are obtained when the disadvantaged population at a school is between 30%-70% of the total population.³ Attracting more middle-class students to the district will make it easier for PUSD to reach the goal of making all of its schools racially and socioeconomically integrated.

In recent years, according to Davis Demographics, PUSD has attracted only 55% of potential students, meaning 45% of PUSD-area students do not attend the public schools. Nationally, about 10% of students attend private school, but in the PUSD area, the figure is a staggering 27.2% – almost triple the national average.⁴

We know it is possible for PUSD to attract more middle class students with the right mix of programs and instruction. Between 2006 and 2016, the proportion of middle-class students increased substantially at several PUSD schools, including Field Elementary, San Rafael Elementary, Webster Elementary, Hamilton Elementary, and Willard International Baccalaureate (IB) Elementary.⁵

As the 2016 “Better Together” report for the Pasadena Educational Foundation noted, the key tool for achieving the goal of mixed-income schools is to fully embrace the notion of magnet schools that cater to students with different interests and learning styles. There is no “one-size-fits-all” approach to learning, regardless of economic and racial backgrounds. All magnet schools provide a well-rounded education, but they specialize in terms of the central theme and different teaching approaches.

Students have more enthusiasm for school if they are motivated and attending schools that focus on their core passions and learning styles which can help strengthen motivation and educational success. Some of the most successful magnet schools are those that tap into the resources of a community. Raisbeck Aviation High School in Washington State, for example, involves a partnership between Raisbeck Engineering and Highline Public Schools.

PUSD’s three new magnet schools – the Early college program at John Muir High Schools, the Visual and Performing Arts program at Altadena Elementary, and the STEM program at Washington Middle School – are consistent with this approach. PUSD can supplement these federally funded magnet schools with additional locally-funded signature programs in the long term. To ascertain which types of programs and themes are most popular among parents, PUSD has already begun the critical process of surveying families about what they find most attractive.⁶

³ See Richard D. Kahlenberg and Halley Potter, *A Smarter Charter: Finding What Works for Charter Schools and Public Education* (Teachers College Press, 2014), pp. 120-122.

⁴ See Richard D. Kahlenberg, *Better Together: How Innovative Mixed-Income Magnet Schools Can Benefit All Children in Pasadena Unified School District* (Pasadena Educational Foundation, September 2016 draft), p. 16.

⁵ Kahlenberg, *Better Together*, pp. i, 19-23.

⁶ Kahlenberg, *Better Together*, pp. iii-iv, 34-45.

Cities with carefully implemented magnet programs have seen “reverse white flight” and “reverse middle-class flight.” In Cambridge, for example, after a system of magnet schools was adopted, the share of families using public schools shot up from 75% to 88% over a six-year period. Cambridge public schools saw new minority student enrollment increase by more than one-tenth and new white student enrollment increased by nearly a third.⁷

Fully embracing this approach will have several positive outcomes. It will raise educational outcomes and graduation rates for the families now in PUSD. It will attract middle-class families who might have been reluctant to send their kids to PUSD schools. It will increase state funding and thus help stabilize the district’s finances. It could even attract students from outside the district, which would be a net financial benefit to PUSD.

RECOMMENDATIONS

In light of the preliminary findings set forth in Parts 1 and 2 of this memorandum, it is recommended that the District incorporate and customize the following proven best practices into the planning and development of the PUSD Socioeconomic Integration Plan.

Grandfathering: Students that are now enrolled in the PUSD public schools when the Plan is approved should be allowed to remain in their assigned schools until they complete that school’s highest grade, and they should not be involuntary reassigned to another school.

Sibling Assignments: Siblings and other minor children residing in the same home address should be assigned to the same school provided that they are attending the school at the same time.

Multifaceted Socioeconomic Desegregation: The Plan should use a combination of factors for identifying students’ socioeconomic status that includes the students’ family income, their parents’ or guardians’ highest educational attainment level and the demographic characteristics of the neighborhood where they reside, and it should utilize a three tier definition of socioeconomic desegregation that would allocate the available seats in each school to Low, Medium and High SES students based on their school age proportions in the PUSD.

Self-Reported SES Information: The Plan should allow parents to self-report their family’s socioeconomic related information when they register a child in the PUSD or apply for a choice-based student assignment.

Block Group SES Data: The Plan should also use the U.S. Census block group data to identify the Low, Medium and High SES block groups of its school age population. The block group SES classifications should be used to identify each student’s SES status based on their home address in the event that their parents do not self-report the requested SES related information when they newly register a child in the District or apply for a choice-based student assignment.

Desegregative School Attendance Clusters: Planners should re-align the District’s individual elementary school attendance areas into at least two socioeconomically equivalent school

⁷ Kahlenberg, Better Together, p. 3.

attendance “clusters,” and all newly enrolling elementary students should be guaranteed an assignment to a school in their cluster. The planners should also examine the feasibility of incorporating the District’s middle schools into the elementary clusters, and it should examine making all of the District’s high schools districtwide schools of choice.

Choice-Based Assignments: Planners should make all of the District’s public schools diverse schools of choice, and parents should be given the opportunity to select at least five elementary schools, four middle schools and four high schools by their own rank-order of preference when their child applies for a grade-appropriate choice-based assignment. No students should be automatically or mandatorily assigned to a school based solely on their home address.

Proximity Priority Assignments: Students who reside nearest to their first-choice school should be given a priority to attend that school for their SES group.

Newly Enrolling Students: All newly enrolling students who reside in the PUSD should be given the opportunity to be choice-assigned to school before any newly enrolling non-resident or out-of-district students are assigned. The District should focus its outreach and recruitment efforts on increasing its elementary, middle and high schools entry grade in-district resident applicants who account for most of the District’s newly enrolling students and who otherwise are most likely to attend a private or charter school.

Diversity-Conscious Lottery Assignments: The District’s diversity-blind Open Enrollment random lottery assignment algorithm should be replaced by a transparent and diversity-conscious on-line lottery application and assignment system that is weighted in accordance with the District’s definition of socioeconomic desegregation and race-neutral assignment priorities.

Post Lottery Assignments and Walk-In Students: All post-lottery assignments and newly enrolling walk-in students should be given the opportunity to be choice-assigned to a school that has available seats for their SES group. This can be accomplished by scheduling a special batch application assignment lottery or by allowing these students to choose their school of enrollment on a first-come first-served basis when they enroll in the District.

Magnet Schools: A distinctive feature of controlled choice is that it clearly identifies the schools that are attracting or not-attracting a diverse student enrollment. In light of this feature, a best practice that has been used effectively by other school districts has been to replicate its most attractive magnet schools and programs in its least attractive schools and to develop new magnet programs in its least attractive schools that are not available in the District. This *magnet multiplier* approach to increasing the supply of attractive high-quality schools should be a major component of the PUSD’s Socioeconomic Integration Plan.

Student Transportation: Providing efficient and cost-effective student transportation services is an essential component of an effective and equitable controlled choice student assignment plan. As discussed above, this can be accomplished in the PUSD by creating the geographic school attendance clusters and by giving students a priority to attend the school nearest to their home for their SES group. Another recommended best practice that can contain transportation costs is for the District to make its clusters educationally equivalent by replicating its attractive schools and

programs and increasing the supply of high-quality schools of choice in each cluster. If parents don't feel that the only high-quality schools are located at a distance from their residence, they will be more likely to choose nearby schools and minimize transportation costs.

Family Resource Centers: Ensuring that *all* parents have equal access to the information they need in order to make an informed decision about the school they prefer for their children is also an essential component of an effective and equitable controlled choice plan. Experience with controlled choice plans has long indicated that the most effective way to ensure that parents are making informed choices is for the District to establish a community-based Family Resource and Welcome Center that is accessible to all parents. As discussed above, Cambridge's Parent Information Center, which was upgraded and organized into a Family Resource and Welcome Center in the mid-1990's, has played a crucial role in ensuring that parents are making informed decisions. It has also been vital to the coordination of the District's successful targeted outreach and recruitment efforts to parents. In light of their importance, District planners should upgrade and re-define the role of its existing Family Resource Center to include the coordination of the Plan's proactive parent outreach and targeted recruitment efforts.

Part 4

SCHOOL DIVERSITY FOCUS GROUPS

SES Consultants, Michael Alves and John Brittain, in collaboration with Shannon Mumolo, Trudell Skinner and Magnet Schools Assistance Program staff conducted three School Diversity Focus groups for the purpose of obtaining the opinions and insights from a diverse group of community-stakeholders on how the PUSD could use school choice to increase enrollment and promote socioeconomic and racial diversity.

The three focus groups were held separately on June 21 and 22, 2018 and included a total of 58 participants that included PUSD parents whose children were currently enrolled in 20 elementary schools 13 middle schools and 9 high schools; the parents of 16 pre-school or younger age children; a former PUSD parent with children in a private school and several other parents with children in a charter or private school. The participants also included four teachers, three principals and several other community stakeholders. Overall, the participants were affiliated with 17 PUSD schools and ten recognized community parent groups and reflected the racial, ethnic, socioeconomic, and geographic diversity of the PUSD's resident-population groups.

The opportunity to participate in the focus groups was circulated widely by the MSAP office with the notification that each group would be limited to 24 participants to ensure that all the participants would have an opportunity to share their thoughts and opinions. Each of the focus groups were held at a different time and location and each had their own group of participants.

Although the focus groups were held separately, all of the participants were provided with the same information prior to their focus group, which included a copy of the Executive Summary of the SES Consultants "Preliminary Analysis of PUSD Student Assignments and Recommended

Best Practices for Promoting Socioeconomic Desegregation and Avoiding Racial/Ethnic Isolation” that was presented to the Board of Education in April 2018 and the PUSD Voluntary Desegregation Plan that was approved by the Board of Education for the District’s 2017 MSAP Grant application to the U.S. Department of Education.

Each focus group was conducted in the same manner and each group was asked to focus their small-group and share-out discussions around the same three key questions:

1. How should the PUSD define a diverse school?
2. How can the PUSD make school choice work to increase enrollment and achieve racial/ethnic and socioeconomic integration?
3. How can PUSD improve the open enrollment/school choice process?

The following is a synopsis of the thoughts and opinions of the focus groups’ participants that were derived from the Combined Notes and Themes of the School Diversity Focus Groups that was compiled and synthesized by the MSAP office for this Memorandum. (See attached detailed Combined Notes and Themes of the School Diversity Focus Groups.)

Defining a Diverse School

The participants expressed a clear consensus for the PUSD having a “robust” definition of a diverse school that encompasses a school’s students, parents, teachers, administrators, and support staff. A diverse school is a school whose enrollment, leadership and staffing reflects the racial, ethnic, socioeconomic and cultural diversity of the community it serves. And, the participants were strongly in support of having the school’s leadership committed to creating and actively sustaining an environment that is welcoming, safe and respectful to all students and parents.

Making School Choice Work to Increase Enrollment and Achieve Racial/Ethnic and Socioeconomic Integration.

There was a strong consensus among the participants that marketing what is best about the PUSD public schools and reaching out to young families that are likely to enroll their children in private schools are a key to making school choice work to increase enrollment and achieve racial/ethnic and socioeconomic integration. There was extensive discussion around the importance of attracting parents before they enroll their children in private schools or transition into non-PUSD middle and high schools and the need to enable more families to visit the PUSD schools and learn about the quality of programs being provided to all students. Participants also emphasized the importance of the District acknowledging the value of diversity and replicating its most popular schools and programs.

The participants were fervent in their opinion that providing student transportation services was necessary and important to making school choice work to achieve equitable racial/ethnic and socioeconomic integration. And the participants also stressed the importance of retaining the parents and students who are currently using the public schools and developing new programs that are attractive to all students and families.

Improving the Open Enrollment / School Choice Process

Participants set forth an array of opinions and suggestions for improving the PUSD's current open enrollment application and assignment process that included making the process more transparent and user friendly for parents from all racial/ethnic and socioeconomic groups. The participants emphasized that parents need to have access to more timely and accurate information about their school and program offerings. They raised concerns over the need for wait lists, how school capacities and available seats are determined, how parents' ranked choices are prioritized and processed and the District's timeline for making assignments.

The participants' small group and share-out discussions about improving open enrollment overlapped with their thoughts and opinions on the importance of marketing all the District's schools and making the school choice process more accessible and equitable for all of the District's diverse population groups.

Part 5

MOVING FORWARD

The participants were also informed and supportive of the timeline and next steps that was proposed by Superintendent McDonald, MSAP Coordinator Shannon Mumolo and the SES Consultants in May 2018 for facilitating the development of a Socioeconomic Integration Blueprint for the Pasadena Unified School District during Year 2 of the District's MSAP grant, that includes:

- Assisting the Board of Education in outlining a vision for socioeconomic integration, establishing socioeconomic integration enrollment targets and desired outcomes for a revised diversity conscious choice-based student assignment and magnet schools' admissions policy.
- Developing specific recommended PUSD policy revisions and a SES integration planning process based on the Board of Education's socioeconomic enrollment targets and desired outcomes.
- Convening the PUSD's Equity and Access Committee in collaboration and reviewing the SES Consultants Team's final Memorandum, the Board of Education's socioeconomic integration enrollment targets and desired outcomes, and the timeline for the SES blueprint planning process.

- Subdividing the Equity and Access Committee into the following work groups that will be organized to facilitate the planning and development of the key components of the PUSD socioeconomic integration blueprint.

Defining Diversity and Socioeconomic Integration

- Identify the race neutral factors and best practices that will be used to define socioeconomic integration.

Diversity Conscious Choice-Based Applications and Assignments

- Identify the best practices for facilitating the development and implementation of an educationally sound, transparent and family friendly socioeconomic and diversity conscious choice-based student assignment and magnet schools' application and admissions policy.
- Customize the SES application and lottery assignment software system algorithm and beta testing the SES efficacy the District's 2017-18 open enrollment lottery application and assignment data base.

Family Centers and Parent Outreach and Recruitment

- Identify best practices for creating a community-based Family Resource and Welcome Center and identifying the resources needed to ensure that all parents are making informed decisions about their children's preferred schools of choice.
- Identify the best practices and marketing strategies for recruiting more PUSD resident families to enroll their children in the PUSD public schools.

Magnet Schools

- Identify the best practices for replicating PUSD's successful magnet schools and developing new magnet schools.
- Synthesize the findings and recommendations of the Equity and Access Committee's work groups and development of the PUSD's Socioeconomic Integration Blueprint for review and adoption by the Board of Education.
- Develop an operational plan to facilitate the implementation of the Socioeconomic Integration Blueprint.

PART 6

WHITE AND MIDDLE-CLASS FLIGHT AND SES CONTROLLED CHOICE

White and middle-class flight from desegregating urban school districts has occurred primarily when students are mandatorily reassigned to predominately minority schools and their parents are not afforded the opportunity to have their children attend a different desegregating public school. White flight is mostly associated with the implementation of court ordered desegregation plans and “forced busing” in school districts where white and middle-class families have access to private and parochial schools, which is what happened in Pasadena and Boston.

As documented earlier, the concept and essential features of controlled choice was initiated in the Cambridge MA Public Schools by state and local school officials and community stakeholders in the early 1980’s to voluntarily achieve racially integrated schools and avoid white flight and court-ordered forced busing that took place in Boston. By the mid-1980’s the implementation of controlled choice resulted in desegregating all of the District’s K-8 public schools and the percentage of school age children residing in the city and attending its public schools increased to over 80%. These outcomes and the prevention of white and middle-class flight were directly attributable to the key features of the Cambridge controlled choice plan that included:

- the grandfathering of students in their currently assigned schools and ensuring that no students would be mandatorily reassigned to another school;
- making all schools desegregating schools of choice; pro-actively recruiting parents to enroll their children in the public schools;
- helping all parents make informed decisions and assigning students to their parent’s preferred schools of choice;
- replicating and developing attractive and educationally effective schools.

The adaptability of these key features has been a major factor in facilitating the adoption and successful implementation of controlled choice plans in numerous school districts over the past three decades.

As documented in Table 6, the prevention of white and middle-class flight and declining enrollment has continued to be achieved in Cambridge, Champaign IL and Wake County NC as these districts adopted and successfully implemented race neutral socioeconomic controlled choice plans. These findings are also explained by the fact that these, and other SES controlled choice plans, are assigning a high percentage of its students to their preferred schools of choice as indicated in the following attached tables that document the percentage of low and non-low SES students being assigned to their rank-ordered schools of choice:

Table 7: Cambridge SES Controlled Choice 2018-19 Kindergarten Lottery Results.

Table 8: White Plains NY SES Controlled Choice 2018-19 Kindergarten Lottery Results.

Table 9: Champaign Racial & SES Controlled Choice Lottery Assignments 1998 – 2016.

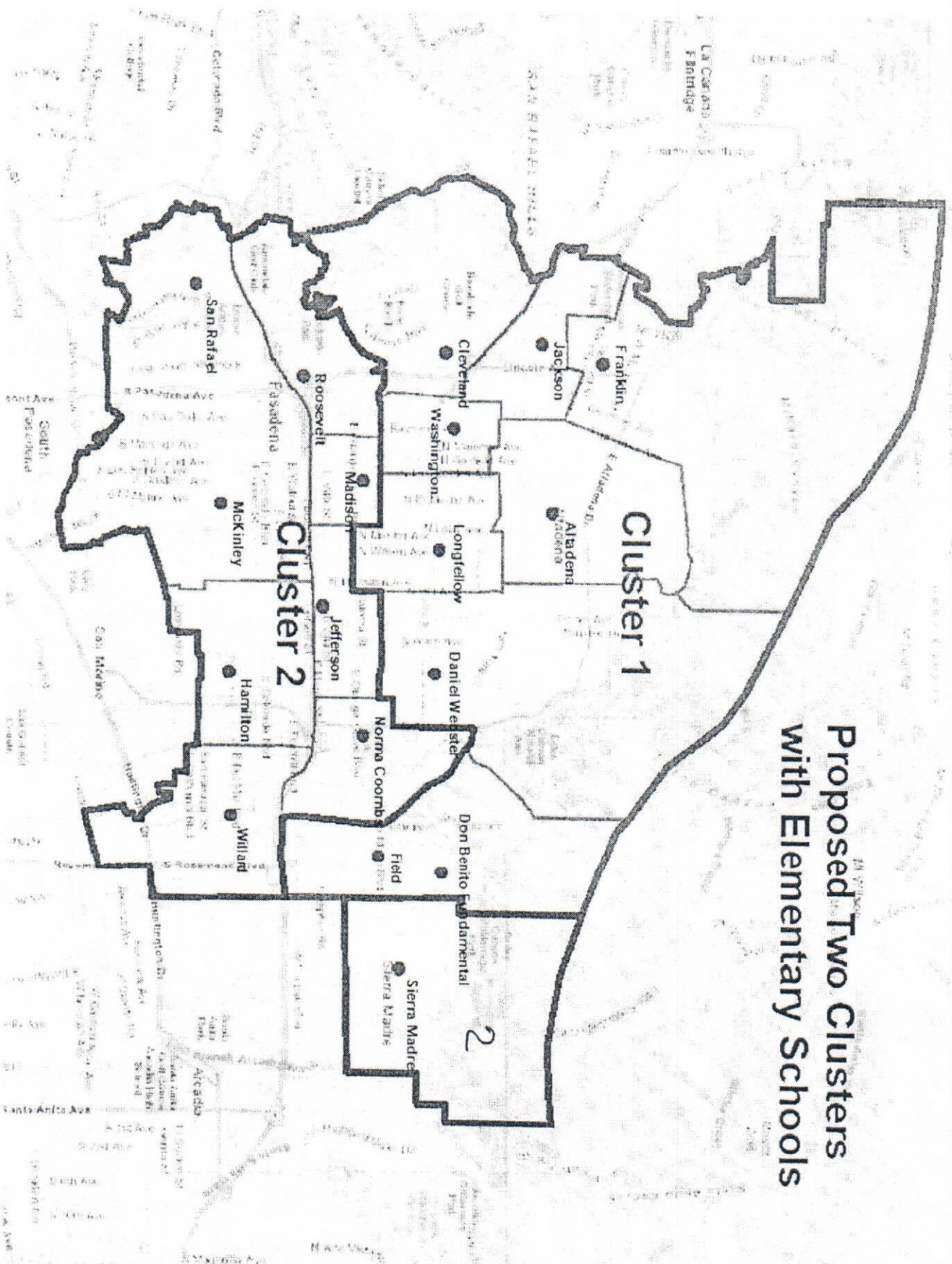
Table 10: Wake County Magnet Schools Entry-Grade SES Controlled Choice Assignments.

In our professional opinion the positive outcomes that have been achieved in Cambridge, Champaign, Wake County, White Plains and other school districts that have adopted equitable and educationally sound socioeconomic controlled choice plans can also be achieved in the PUSD.

TABLES AND APPENDICES

| TABLE 4 | | PUSD STUDENTS OPEN ENROLLING IN AND OUT OF THEIR ATTENDANCE AREA RESIDENCE SCHOOL | | | | | | | | | | | |
|---------------------------|-----------------|---|---------------------|--------------------|-----------------|-------------------------|---------------------------|--------------------------|---------------------------|--------|--------|--------|--|
| SCHOOLS | Attendance Area | TOTAL ENROLLED STUDENTS | Total PUSD Students | # of PUSD Students | % PUSD Students | OE STUDENTS ASSIGNED IN | % OE STUDENTS ASSIGNED IN | OE STUDENTS ASSIGNED OUT | %OE STUDENTS ASSIGNED OUT | % SED | % W | % H | |
| Norma Coombs | Y | 457 | 221 | 36 | 16% | 421 | 92% | 185 | 84% | 66.1% | 13.8% | 52.8% | |
| Don Benito Fundamental | Y | 608 | 181 | 88 | 49% | 520 | 86% | 93 | 51% | 38.3% | 33.5% | 40.8% | |
| Cleveland | Y | 191 | 218 | 70 | 32% | 121 | 63% | 148 | 68% | 80.8% | 4.1% | 72.6% | |
| Roosevelt | Y | 344 | 346 | 143 | 41% | 201 | 58% | 203 | 59% | 81.2% | 4.0% | 85.2% | |
| Longfellow | Y | 527 | 500 | 243 | 49% | 284 | 54% | 257 | 51% | 80.3% | 8.8% | 67.4% | |
| Hamilton | Y | 590 | 430 | 306 | 71% | 284 | 48% | 124 | 29% | 44.6% | 25.5% | 41.2% | |
| Jefferson | Y | 384 | 412 | 210 | 51% | 174 | 45% | 202 | 49% | 89.0% | 3.7% | 83.5% | |
| Willard | Y | 640 | 450 | 366 | 81% | 274 | 43% | 84 | 19% | 68.1% | 12.3% | 69.8% | |
| JACKSON STEM/SP DL MAGNET | Y | 498 | 543 | 289 | 53% | 209 | 42% | 254 | 47% | 70.9% | 13.3% | 70.6% | |
| Webster | Y | 467 | 550 | 276 | 50% | 191 | 41% | 274 | 50% | 64.8% | 45.8% | 38.2% | |
| ALTADENA ARTS MAGNET | Y | 287 | 602 | 180 | 30% | 107 | 37% | 422 | 70% | 71.7% | 10.5% | 58.3% | |
| Sierra Madre | Y | 666 | 503 | 464 | 92% | 202 | 30% | 39 | 8% | 19.6% | 58.5% | 24.4% | |
| WASHINGTON STEM MAGNET | Y | 582 | 905 | 407 | 45% | 175 | 30% | 498 | 55% | 87.2% | 0.8% | 85.5% | |
| Franklin | Y | 257 | 463 | 184 | 40% | 73 | 28% | 279 | 60% | 87.9% | 2.5% | 74.8% | |
| Madison | Y | 485 | 850 | 364 | 43% | 121 | 25% | 486 | 57% | 90.4% | 1.8% | 92.2% | |
| ELEMENTARY TOTAL: | | 6983 | 7174 | 3626 | 51% | 3357 | 48% | 3548 | 49% | | | | |
| Sierra Madre | Y | 446 | 235 | 229 | 97% | 217 | 49% | 6 | 3% | 26.9% | 48.9% | 24.2% | |
| Woodrow Wilson | Y | 543 | 556 | 304 | 55% | 239 | 44% | 252 | 45% | 79.3% | 10.8% | 67.1% | |
| ELIOT ARTS MAGNET | Y | 431 | 1055 | 284 | 27% | 147 | 34% | 771 | 73% | 72.8% | 8.2% | 64.1% | |
| WASHINGTON STEM/SP DL | Y | 527 | 1222 | 446 | 36% | 81 | 15% | 776 | 64% | 85.3% | 2.7% | 83.5% | |
| MIDDLE SCHOOLS TOTAL: | | 1947 | 3068 | 1263 | 41% | 684 | 35% | 1805 | 59% | | | | |
| McKinley (K-8) | Y | 620 | 704 | 373 | 53% | 247 | 40% | 331 | 47% | 65.30% | 13.70% | 52.40% | |
| MUIR EC/CP MAGNET | Y | 885 | 2432 | 764 | 31% | 121 | 14% | 1668 | 69% | 81.3% | 1.8% | 71.5% | |
| Pasadena High | Y | 1858 | 1663 | 1043 | 63% | 815 | 44% | 620 | 37% | 63.3% | 16.8% | 61.0% | |
| Blair High | Y | 963 | 297 | 131 | 44% | 832 | 86% | 166 | 56% | 63.7% | 11.8% | 63.8% | |
| HIGH SCHOOLS TOTAL: | | 3706 | 4392 | 1938 | 44% | 1768 | 48% | 2454 | 56% | | | | |
| DISTRICT TOTAL: | | 12636 | 14634 | 6827 | 47% | 5809 | 46% | 7807 | 53% | | | | |
| Field | N | 501 | | | | 501 | 100% | | | | | | |
| San Rafael | N | 453 | | | | 453 | 100% | | | | | | |
| Marshall Fundamental | N | 1087 | | | | 1087 | 100% | | | | | | |
| AECG MARCH 2018 | | | | | | | | | | | | | |

Proposed Two Clusters with Elementary Schools



| TABLE 5A | | PUSD DRAFT ELEMENTARY CLUSTERS BY SCHOOL, SED AND RACIAL/ETHNIC GROUP ENROLLMENTS : 2017-18 SY | | | | | | | | | | | | | | | |
|---------------------------|---------|--|------|-------|------|------|-----|------|------|-----|-------|------|--------|-----|-----|-----|-----|
| ELEMENTARY SCHOOLS | CLUSTER | TOTAL ENROLLED | SED | % SED | | W | % W | | H | % H | | B/AA | % B/AA | | A | % A | |
| | | | | V | V | | V | V | | V | V | | V | V | | V | V |
| Franklin | 1 | 198 | 174 | 88% | 28% | 5 | 3% | -16% | 148 | 75% | 16% | 37 | 19% | 8% | 2 | 1% | -5% |
| WASHINGTON STEM MAGNET | 1 | 509 | 444 | 87% | 27% | 4 | 1% | -18% | 435 | 86% | 27% | 57 | 11% | 1% | 2 | 0% | -5% |
| Cleveland | 1 | 146 | 118 | 81% | 20% | 6 | 4% | -15% | 106 | 73% | 14% | 32 | 22% | 11% | 2 | 1% | -4% |
| Longfellow | 1 | 488 | 392 | 80% | 20% | 43 | 9% | -10% | 329 | 67% | 9% | 82 | 17% | 6% | 5 | 1% | -5% |
| ALTADENA ARTS MAGNET | 1 | 247 | 177 | 72% | 11% | 26 | 11% | -8% | 144 | 58% | 0% | 68 | 28% | 17% | 0 | 0% | -6% |
| JACKSON STEM/SP DL MAGNET | 1 | 588 | 417 | 71% | 11% | 78 | 13% | -6% | 415 | 71% | 12% | 70 | 12% | 1% | 5 | 1% | -5% |
| Webster | 1 | 395 | 256 | 65% | 4% | 181 | 46% | 27% | 151 | 38% | -20% | 27 | 7% | -4% | 8 | 2% | -4% |
| Don Benito Fundamental | 1 | 595 | 228 | 38% | -22% | 199 | 34% | 15% | 243 | 41% | -18% | 67 | 11% | 1% | 23 | 4% | -2% |
| CLUSTER 1 TOTALS: | | 3166 | 2206 | 70% | 5% | 542 | 17% | -1% | 1971 | 62% | 2.00% | 440 | 14% | 2% | 47 | 1% | -3% |
| Madison | 2 | 449 | 406 | 90% | 30% | 8 | 2% | -17% | 414 | 92% | 34% | 20 | 5% | -6% | 1 | 0% | -6% |
| Jefferson | 2 | 382 | 340 | 89% | 29% | 14 | 4% | -15% | 319 | 84% | 25% | 27 | 7% | -4% | 8 | 2% | -4% |
| Roosevelt | 2 | 298 | 242 | 81% | 21% | 12 | 4% | -15% | 254 | 85% | 27% | 26 | 9% | -2% | 1 | 0% | -6% |
| Willard | 2 | 640 | 436 | 68% | 8% | 79 | 12% | -7% | 447 | 70% | 12% | 48 | 8% | -3% | 31 | 5% | -1% |
| Norma Coombs | 2 | 413 | 273 | 66% | 6% | 57 | 14% | -5% | 218 | 53% | -6% | 93 | 23% | 12% | 11 | 3% | -3% |
| McKinley (K-8) | 2 | 1092 | 713 | 65% | 4% | 150 | 14% | -4% | 572 | 52% | -7% | 186 | 17% | 4% | 109 | 10% | 5% |
| Hamilton | 2 | 592 | 264 | 45% | -16% | 151 | 26% | 7% | 244 | 41% | -17% | 60 | 10% | -1% | 76 | 13% | 7% |
| Sierra Madre | 2 | 673 | 132 | 20% | -41% | 394 | 59% | 40% | 164 | 24% | -34% | 29 | 4% | -6% | 53 | 8% | 2% |
| CLUSTER 2 TOTALS: | | 4539 | 2806 | 62% | 3% | 865 | 19% | 1% | 2632 | 58% | -2% | 489 | 11% | -1% | 290 | 6% | 2% |
| TOTAL CLUSTERS: | | 7705 | 5012 | 65% | | 1407 | 18% | 1% | 4603 | 60% | | 929 | 12% | -1% | 337 | 4% | |
| San Rafael | DW | 449 | 148 | 33% | -27% | 104 | 23% | 4% | 290 | 65% | 6% | 27 | 6% | -5% | 13 | 3% | -3% |
| Field | DW | 477 | 105 | 22% | -38% | 59 | 12% | -7% | 80 | 17% | -42% | 37 | 8% | -3% | 196 | 41% | 35% |
| DISTRICT K-5 | | 8631 | 5265 | 61% | | 1570 | 18% | | 4973 | 58% | | 993 | 12% | | 546 | 6% | |

AECG: March 23, 2018

in of 2 Elementary Clusters School Age Children's Racial/Ethnic and Family Income Categorizations

| Distribution of children across race/ethnic groups | | | | Distribution of families across income groups | | | |
|---|----------|-------|----------------------|---|----------------------|---------------------|--|
| Black | Hispanic | Asian | White (non-Hispanic) | Less than \$50,000 | \$50,000 to \$99,999 | \$100,000 or higher | |
| 10.7 | 45.1 | 10.1 | 28.9 | 26.7 | 26.2 | 4.7 | |
| 14.6 | 47.3 | 6.6 | 26.1 | 27.6 | 2.7 | 45.4 | |
| 6 | 41.9 | 14.4 | 32.6 | 25.8 | 25.5 | 48.7 | |
| <p>Children include all those age 3+ who are enrolled in any school, including private and homeschool.</p> <p>Income groups include both Hispanic and non-Hispanic members. Income is family income.</p> <p>Income groups are bisected by cluster boundaries, data are included within PUSD boundaries.</p> <p>Income groups are bisected by cluster boundaries, data are included in both clusters and the percent of the block group's geographic area that is in that cluster.</p> | | | | | | | |
| <p>Source: U.S. Census Bureau, American Community Survey, 2016 (5-year data)</p> | | | | | | | |
| AECG MARCH 2018 | | | | | | | |

MEMORANDUM

September 9, 2018

To : Pasadena Unified School District (PUSD)

From : Attorney John C. Brittain
Consultant to PUSD

Subject : PUSD Diversity-Conscious Social and Economic Status
Assignment Lottery

Question Presented: Is a PUSD Diversity-Conscious Social and Economic Status (SES) Assignment Lottery plan for student assignment consistent with current legal standards?

Answer: Yes

Rational: The use of a diversity-conscious SES assignment lottery plan is constitutionally permissible to promote socioeconomic desegregation and avoid racial/ethnic group isolation. A Supreme Court decision¹ permits the use of SES data in a lottery plan.

A majority of the Supreme Court found that school districts have a compelling interest in obtaining the benefits that flow from achieving a diverse student body and avoiding racial isolation. School districts must follow a narrow legal framework in using race to achieve diversity, but these legal restrictions do not apply when districts adopt non-racial or neutral criteria. In the PUSD proposed plan, the use of social and economic criteria is race-neutral.

Conclusion: Therefore, in my legal opinion, the PUSD diversity-conscious SES assignment lottery satisfies legal standards.

¹ Parent's Involved in Community Schools (PICS) v. Seattle School District No. 1, 551 U.S. 701 (2007)

**Combined Notes and Themes from School Diversity Focus Groups
June 2018**

1. How should the PUSD define a diverse school?

a. Environment

- i. "Every leader should be teaching and modeling equity culture and not to blow it off."
- ii. "In addition to socioeconomic/race, all students should feel safe, respected, welcome"
- iii. "Ongoing training -community feels safe and supported"
- iv. "Robust, ongoing, diversity program"
- v. "Leadership in each school need to embrace . Principal and VP and school boards, PTA."
- vi. "Do Boards and PTA reflect schools and if they have a voice."
- vii. "Where admin/teachers/staff trained to support equitable access"
- viii. "Provide training for staff, so there is cultural awareness and not to perpetuate biases that happen."
- ix. "Value school diversity celebrated - not just checking a box"
- x. "Admin at school site has to be invested in a diverse environment"

b. Staff

- i. "Diverse staff/admin"
- ii. "Student body reflects the community, but staff reflects that as well"

c. Students

- i. "language , lgbt, gender, religion"
- ii. "Ethnic/ socio economic/ gender"
- iii. "Diverse means all races, cultures, languages, SE backgrounds, intellectual levels, all types of skill/ interests."
- iv. "Children's interest"
- v. "Representative of community is different from city rep. What type of representation do we want for our schools? Community representation would be neighborhood, as parts of city are different."
- vi. "Bus issues, can't assign kids to other end when can't get there at all."
- vii. "Student body reflects the community, but staff reflects that as well"

d. Community Engagement

- i. "Schools integrated with students who are engaged with each other and community"
- ii. "School is a community"
- iii. "Parent leadership"

2. How can the PUSD make school choice work to increase enrollment and achieve racial /ethnic and socioeconomic integration ?

a. Transportation

- i. "People can't get there"
- ii. "Without buses you cannot have a program [other than] neighborhood school."

b. Retaining Current Families

- i. "PUSD kids retention of current students, keep people"
- ii. "Promoting people who are here. Why aren't we talking about the students who are here?"
- iii. "IDK, approximately 70% of the time PUSD is fine. 30% of the time there are issues/ challenges that go unresolved. These unresolved challenges are part of what makes families choose other options."
- iv. "magnet/programs must deliver what they offer"

c. Attracting Families

i. Marketing

- 1. "Increasing enrollment increasing chances to have diversity or integration."
- 2. "Market to all groups of SE"
- 3. "We should market this"
- 4. "Marketing"
- 5. "Better at highlighting what is going on"
- 6. "What's great?"
- 7. "Creating list of attributes that define diverse/ community/ successful school"
- 8. "Distribute support to market all schools so its uniform"
- 9. "Getting people to see/visit the schools"
- 10. "Marketing true diversity- staff, anti bias training, community building"
- 11. "Acknowledging the power of diversity"
- 12. "Interested? All word of mouth."
- 13. "What does diversity look like in PUSD? Is it more racial or income? Reaching out to different groups"
- 14. "more outreach to younger families and all families in general."

ii. Replication of Successful Programs

- 1. "Replicate the over-chosen schools. How do you make it highly desirable."
- 2. "Can we make our school immersion?"

3. How can PUSD improve the open enrollment/school choice process?

a. Making all schools attractive

i. Marketing

1. Marketing All Schools
2. "What is better about each school?"
3. "Neighborhood ambassadors, parent coffees"
4. "Coffees - get info from parents"
5. "Language on district webpage about all schools, not "other " schools"

ii. School Offerings/Programs

1. "Identify barriers that prevent success"
2. "All schools should be great - as parents, teachers, we have power to do something about it"
3. "How can we support all other non magnet schools?"
4. "Once increase enrollment, what are we doing to support staff now? Program support"
5. "College access plan = visit all types of colleges, same approach for k-12"
6. "School choice to work, need to make school attractive to draw more parents of diff backgrounds. Schools need to make sure diverse is in your school and embody it and teach in classrooms."

iii. Neighborhood Focus

1. Question : Is the concept of neighborhood school dead? If not, should it be?
2. "just eliminate [choice] and focus on neighborhood schools and improve, what does this promote"

b. Access to School Information, Tours

i. Tours

1. "Tour access - videos explain process"
2. "Virtual tours of schools"
3. "Tours off hours - evenings/ weekends, childcare"

ii. Other Information

1. "School district - real time info /stats, advocate so its a real choice."
2. "Info about before and after care available, unify info about this"

c. Policy

i. School Capacity

1. "Cap magnet schools - stop adding trailers/bungalows"
2. "No cap on enrollment if school capacity can accept more students."
3. "more open control of school specific"

ii. Timeline

1. "Time - locked out of open enrollment in Summer"

2. "Not cutting the process off in May."
3. "Calendar change, eliminate/avoid conflict with private school timelines"

iii. Transparency

1. "Clear mismanagement by enrollment. A Kinder class was cancelled and undermines everyone in district."
2. "Don't understand how the selection was made, need a better explanation."
3. "Exclusionary"
4. "greater transparency"
5. "more accountability and intervention"

iv. Equity and Access

1. "Parents need true choice, if want to move after lottery, it should be easier"
2. "Equity and access"
3. "What does equity look like? choice/ access, transportation"
4. "Everyone needs access/uniform info about choices"
5. "What is thinking about zip codes, demo data"
6. "Process-educating people in how it works"

v. Choice

1. "Greater priority in 2nd choice if 1st choice was able to get in."
2. "Clear list of top 5 choices, not 1"
3. "A need for waitlist"

vi. Customer Service

1. "more proactive communication specific to enrollment"
2. "Customer Service"
3. "Simplify process, someone to communicate with"
4. "Human connection - when you call, need to get through when you call"
5. "Customer service training at all levels. Get back to you, respond professionally"

Other: Comments RE: Improving Focus Group Process

- vii. "Nasty history nationally, locally -Need context for solutions"
- viii. "Data on % of low SES families would have been helpful"
- ix. "Lack of contextual info surprising"
- x. "Why do we have to have someone from outside? We have to do something."

Focus Group Participation June 2018

Total

58 participants

| | | |
|--|--|----------------------|
| Teachers | 4 | Elementary K-5, 6-12 |
| Principals | 3 | |
| Former PUSD Classified Staff | 1 | |
| Community Member | 5 | |
| Current PUSD Parent Elem | 20 | |
| Current PUSD Parent MS | 13 | |
| Current PUSD Parent HS | 9 | |
| Parent of Preschool Aged Child | 16 | |
| Former PUSD Parent, Children in Private School | 1 | |
| Former PUSD Parent, Adult children | 1 | |
| Community Member- Children in Charter Schoc | 1 | |
| Community Member- Children in Private Schoo | 1 | |
| Affiliated Schools | Muir, Blair, San Rafael, Field, Focus Point Academy, Washington MS, McKinley, Norma Coombs, Altadena, Cleveland, Sierra Madre Elem., Longfellow, Marshall, Sierra Madre MS, Eliot, Franklin, Willard Children's Center | |
| Affiliated Parent Groups | LCAP PAC, DAC, CAC, Foster Youth Council, DLIP PAC, ELAC, PTA Council, Equity and Access, AAPC, PTA | |
| Affiliated Organizations | PEF, CAP, PEN, NAACP | |