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Practices to Improve the Achievement of Students in Poverty

House Bill 4057 (2016) Legislative Report

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PRACTICES TO IMPROVE THE ACHIEVEMENT OF STUDENTS IN POVERTY

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Executive Summary

This Oregon school district survey and report regarding the State School Fund (SSF) and district services for students in poverty is presented in conjunction with recent legislatively created work groups and associated reports. The state's goal of every student graduating high school with a plan for their future is the systemic imperative that continues to guide this discussion. When not supported adequately and provided equitable opportunities, students in poverty graduate at much lower rates than students not in poverty.

Poverty is a complex phenomenon that has a dynamic relationship with the education system. Poverty is partially predicted by race/ethnicity and by place, and persistent multi-generational poverty often has long historical roots. Areas of extreme poverty pose uniquely challenging conditions for families to navigate. The role of school districts and the state in supporting students in poverty to succeed and graduate in this larger context is the focus of this report.

House Bill 4057 (2016; see Appendix A), House Bill 2968 (2015) and its workgroup's Legislative Report, directed the Oregon Department of Education (ODE), in collaboration with the Chief Education Office (CEdO), to prepare this report related to school district receipt and allocation of SSF revenue for students in poverty. Pursuant to this charge, ODE and the CEdO are required to report the total amounts allocated to each school district that receives an additional weight from the SSF under ORS 327.013 (1)(c)(A)(v)(I) for students who are in poverty families, recommend whether additional reports should be required and the information that should be collected for these reports, and make available information about any promising practices, programs and services for students from poverty families that a school or school district may implement to serve those students.

This report is based on four primary data sources: the school district survey (completed by 148 respondents), a follow up survey with nine districts, graduation data from ODE, and SSF formula revenue report, also from ODE. The SSF weighting system (established in 1991), its affect on district revenue, the many definitional and data quality questions relating to the poverty weights, and the difficulties inherent in tracking dollars specifically from district poverty weight revenue spent at the student level are all covered in the background section of the report.

Statewide Survey Results

The most common practices among districts to help students in poverty included more time for learning (summer and before/after school), providing backpacks and clothing, increasing access to health care, reducing fees for school activities, increasing early childhood educational opportunities, providing professional learning for staff, building community partnerships, providing translation services, and expanding meal programs.

When districts were asked about programs for students in poverty that were reduced or eliminated because of budget cuts, the most common answer was that they have not reduced any such programs. For districts that did identify areas of budget reductions or eliminations, more time for learning (summer and after school) and staffing were the most common cuts.

Insufficient funding (and staffing) were the barriers districts most often identified regarding the implementation of programs or services for students in poverty. These and other specific needs of districts that are more geographically isolated, as well as those that do not have a sufficient level of available community and interagency resources (e.g., wrap-around services, Oregon pre-Kindergarten), were identified both in Rural and Town districts (geographic "locale" categories as defined by the U.S. Census Bureau; other categories include City and Suburb). Data quality and availability was a common theme among districts across the state.

When asked for specific items districts would add first with additional resources and funding, more time for learning was the most identified program or service. In addition, many districts identified capital and programmatic early learning activities. Adding school counselors was the single most common staff role defined in any proposed additions. Health, mental health, and dental health were prevalent in many responses. Transportation was also frequently cited as a high need with a large expense, especially in association with after school and summer programs, as well as districts who have a large service area. Finally, greater parent and family engagement was referenced specifically in numerous other proposals.

With respect to how districts spend their resources to provide practices, programs, services, and strategies, respondents were asked to estimate the amount the district would spend in the 2015-17 biennium. Although some districts provided exact calculations, most of the responses were estimates. Only 11% indicated that they had a system to track such expenditures. Many districts indicated that the question was difficult or impossible to answer because services intended to benefit students in poverty are spread across multiple instructional, support, and operational categories (the financial accounting structure adopted by ODE does not require separate accounting for services specifically provided for students in poverty due to the difficulty of isolating this spending). A total of 120 districts provided at least an estimate.

In comparing these reported estimates to the actual amount that the district receives as part of the SSF poverty weight, a majority of these estimates were below the district's poverty weight revenue amount. Only 13% of district respondents estimate spending an amount more than the SSF poverty weight revenue on specific programs, while 65% of the respondents estimate spending less than half of their received SSF poverty weight on specific programs. Across all responding districts, the aggregate estimated poverty spending is 68% of the total poverty weight revenue.

Finally, 66% percent of districts responded that they had reached an understanding of key promising practices, programs, services, or strategies that are needed to support student achievement. A representative group of these districts were interviewed to better understand a comprehensive picture of how districts employ these practices in their particular district and community.

Follow-up District Interview Findings

Follow-up interviews revealed a number of key findings:

- Generally, most districts were wary of the establishment of pointed directives or accountability measures related to their budgetary processes. This was largely attributed to the challenges in extracting and accounting for specific practices that only reach students in poverty.
- Each district that participated in the follow-up interviews indicated that programming for students in poverty was a routine and systematic aspect of everyday operations – in other words, every program, service, or practice provided to students was done with poverty in mind.
- District staff strongly agreed that the process of budgeting in collaboration (either as an existing practice or via the survey requirements) provoked a deeper thinking about promising practices for students in poverty.
- Districts noted that family needs were often well beyond what could be met through the added poverty funding from the SSF poverty weights, and that there was a need for districts to build sustainable practices out of federal funding and amass outside sources of funding and supports at a local or regional level.
- To help alleviate and support the various and far reaching needs of students and parents in poverty, schools were regularly described as a key component of community health – schools were not simply a place where students went to learn, but a central, communal space where students, families, and the surrounding community could meet, collaborate, share, and work together.
- A systems-level approach where district leadership fostered a welcoming, inclusive environment with programs that served the diversity of their community helped build higher familial involvement and self-advocacy among students and parents alike.
- On a higher level, several districts felt very strongly about the importance of collaboration, shared responsibility, sustained leadership, and teamwork when it came to planning, developing, and implementing programs and services for their students in poverty.
- Finally, a pointed and sustaining dedication to professional development increased the overall success of collaboration, teamwork, and shared responsibility for improving achievement for students in poverty.

Correlations Between Survey Data, Poverty Weight Revenue, and Student Outcomes

Correlations were examined between variables calculated from the spending estimates and quantitative revenue and performance data. To analyze the spending estimates, a ratio of the district's estimated spending to its poverty weight revenue was used. To analyze student achievement, the gap in graduation rates, over a two-year period, for students in poverty (identified as economically disadvantaged [ECD]) was used.

In reviewing the data, a number of correlations were found and are described in detail in the full report. There were several notable results that are of significance. For districts that report using additional accounting procedures to track their spending, a higher spending ratio was moderately correlated with reducing the achievement gap for students in poverty. Also, district reports regarding their understanding of key promising practices produced patterns that suggest a positive correlation between the leader's knowledge and the district's success in improving outcomes for students in poverty.

Other Findings

- There was a wide variation across districts in the estimated spending for services and programs that serve students in poverty.
- Districts that reported use of additional accounting procedures to track expenditures that serve students in poverty tended to see a reduction in the ECD poverty gap with respect to student achievement. This process, aside from any particularly detailed accounting procedure, was considered by district leaders as a beneficial process that initiated important conversations, built knowledge surrounding the development and implementation of programs and services, and further increased collaboration between staff specific to strategies at the district level.
- Several key practices, as validated in the literature or as assumed in the definition of free and public education, are either not used by all districts uniformly, are sub-components of other programs, or are one of the first programs cut in response to budget reductions.
- Experience, knowledge, and expertise of district leadership matters. Districts that were confident in their understanding of key promising programs and services, and who often went above and beyond with respect to the development and implementation of adequate supports for students in poverty, were most adept at reducing the poverty gap in student achievement.

Recommendations under HB 4057 (2016)

Pursuant to the charge of HB 4057, the Oregon Department of Education (ODE) and the Chief Education Office (CEdO) are required to report the total amounts allocated to each school district that receives an additional weight from the SSF for students in poverty, recommend whether additional reports should be required and the information that should be collected for these reports, and make available information about any promising practices, programs and services for students from poverty families that a school or school district may implement to serve those students.

Appendix C lists the total amounts allocated to each school district based on their poverty weight. The table also lists the districts Average Daily Membership (ADM) and their percentage of students in poverty as measured by the ODE.

With respect to a recommendation as to whether additional reports should be required of school districts, there is no evidence that reporting in itself would result in better outcomes. The complexity of poverty, its local character, and the many idiosyncratic ways that these services are integrated in a school district and across a community means that there is unlikely to be any single type of report or reporting design that would help every district improve. Therefore, we do not recommend a common statewide report from districts specific to the allocation of ADMw poverty weight revenue.

There is evidence, however, both from the district survey and from interviews, that improved student outcomes are evident among districts that internally and locally plan for and implement evidence-based programs that serve their specific students in poverty. Such planning was not necessarily connected to the revenue from the poverty weight explicitly, but instead was budgeted for with a keen eye to the provision and use of programs and services that help improve outcomes for students in poverty. In other words, a concerted effort by the state to help districts focus on the identification and implementation of promising practices that make sense in their own community context, as opposed to additional state reporting requirements to account separately for expenditures of the ADMw poverty weight revenue, would instead likely result in improved outcomes for students in poverty.

Consistent with this recommendation, the ODE and CEdO are positioned to collaborate with both state agency and external stakeholders to include existing budgeting and allocation practices in the design, construction, and piloting of programmatic models that districts could choose to implement. Note that this recommendation is separate from the SSF poverty weight: it is not about the adequacy, inadequacy, or accounting of expenditures. Rather, it is about identifying and budgeting to sustain programs and practices that serve district needs and support students of highest need in achieving their goals.

With respect to the promising practices in Oregon districts and schools, this report identifies promising practices most likely to be present across the state. This complete list will be posted on the ODE website along with contact information for stakeholders who are interested in implementing a given strategy. In addition, the CEdO has a statutory charge to work with the Quality Education Commission (QEC) "to identify best practices for school districts and the costs and benefits of the adoption of those best practices by school districts" (ORS 326, Section 1). Under this authority, the CEdO in coordination with ODE will request that the QEC become a formal partner in this work. One request will be to supplement the Quality Education Model (QEM) to more specifically model the costs of programs that serve students in poverty and provide a tool that districts can use with their own budget and student data to design and account for programs. This work should start with the practices that have the strongest research base (for example, more time for learning). In addition, the QEC can analyze impacts of year-to-year recalculation of the poverty weight and attendant revenue.

Other Actionable Findings

Beyond the charge of HB 4057 (2016), the research uncovered a set of more highly validated pathways for consideration and future research.

As districts develop their budgets, they can prioritize and support continued and expanded programs that extend learning time for their students. Regional and community partners can identify metrics in this area and sustain aligned activities that add summer school, after school, and other options to the local education system. Including culturally specific community organizations, whenever possible, would extend the reach and success of these programs to more groups of students in poverty. This finding echoes one of the two consensus conclusions of the Poverty Workgroup convened by the Chief Education Office (CEdO) in 2015: "Cross-sector anti-poverty approaches that include different agencies like Department of Human Services (DHS), Oregon Housing and Community Services (OHCS), and Oregon Health Authority (OHA) and regional initiatives like Coordinated Care Organizations, Early Learning Hubs, and Regional Achievement Collaboratives will be most effective at raising educational attainment and eliminating barriers for students from families in poverty."

Furthermore, regional and local community leaders can engage in ongoing professional learning opportunities that help set the foundation for sharing, aligning, and improving the collective efficacy in serving students in poverty and helping them navigate the often overlapping health, social service, and education systems. This is especially true for district leaders who have not lived these experiences themselves.

Introduction

Across the nation's public schools, the majority of students in attendance are now considered low income. Although slightly less than the national average of 51%, Oregon's low income enrollment stands at 49% (Suitts, Barba, & Dunn, 2015). With nearly half of its student population experiencing poverty, Oregon's education system faces significant challenges in ensuring all students are supported in achieving success.

In spite of facing several challenges, students in poverty are resilient, bright, and high achieving provided an equal opportunity to succeed.

Generally, children in poverty are exposed to several adverse childhood experiences (ACEs) and risk factors during formative years that significantly impact student achievement, including (but not limited to) substandard housing, homelessness, mobility, heightened exposure to violence, family instability, food insecurity, transportation challenges, and low neighborhood quality (Balfanz, 2013; Evans & Kim, 2007; Lill, 2016). Without adequate and appropriate supports in place, students in poverty navigating the education system are often lower performing, with lower standardized test scores, lower grades, and lower levels of learning and attainment (Hair, Hanson, Wolfe, & Pollak, 2015). Lower student achievement among students in poverty lacking programming and services attending to their diverse range of needs is further compounded by higher rates of disciplinary referrals, including suspensions (Balfanz, 2013). Such in and out of school factors frequently lead to a higher instance of absenteeism and drop out, lower graduation rates, and a lower rate of moving into higher education (National Center for Education Statistics [NCES], 2016). Not only do childhood experiences of poverty affect immediate health and education outcomes, but also create long-term disadvantages with respect to lower wages, income, and decreased health and well-being across the lifespan (Evans & Kim, 2007). In spite of these challenges, however, students in poverty are resilient, bright, and high achieving provided an equal opportunity to succeed. Successful student outcomes for students in poverty is possible, therefore, with adequate and appropriate supports that meet their unique and often diverse needs.

To provide such opportunities and further support students in poverty, several funding mechanisms are provided at both the federal and state level, including Title I (federal), McKinney-Vento Homeless Assistance Improvements Act (federal), and State School Funds (SSF; state). At a state level, Oregon's school funding mechanism provides an additional weight of 0.25 to its SSF formula for every district educating students in poverty. Other additional weights provided by the SSF formula include: Special Education at 1.0 (districts only funded to the first 11% of their identified students), ESL at 0.5, pregnant/parenting at 1.0, neglected and delinquent at 0.25, and students in foster homes at 0.25. These weights are in addition to the 1.0 weight per student, regardless of status, provided through average daily membership (ADM). Weighting mechanisms above and beyond ADM funding (ADMw) are meant to assist districts in resourcing and providing supports for their students of highest need.

Changes in education policy since the initialization of federal and state poverty-specific funding formulas, however, has led to less individualized or targeted programming and more school-wide approaches (Wong, 2014). This shift is largely reflective of several key factors. At a state level, SSF funding is delivered to districts as a lump sum that does not distinguish ADMw monies. This, paired with a shifting metric of identifying

students in poverty via eligibility for free and reduced-price lunch (FRL) makes individual identification of students in poverty at schools challenging at best (Chingos, 2016). A combination of these factors typically results in district budgetary processes that attend to provision and funding of programs and services that meet all student needs at a universal level. As a result, districts face challenges in accounting specifically for federal and state poverty weight revenue for programs and services that ultimately serve all students, including those not in poverty and/or receiving other funding weights (i.e., Special Education [SPED], ESL/ELL, pregnant/parenting, neglected and delinquent, and/ or students in foster homes). In other words, programming for students in poverty is difficult to isolate via budgetary processes, as individual students in poverty are not identifiable and practices and services frequently reach all students regardless of poverty status. As poverty also correlates with several other student characteristics, specific programming restricted solely to poverty-specific interventions at a school or district level is not the norm.

As a result, there are inherent challenges in accounting for the SSF poverty weight revenue specifically at a district level. However, there is also a need to determine and provide adequate and appropriate student and family preparedness, support, and engagement strategies that improve student achievement for Oregon's students, especially for those historically underserved and most at risk for not graduating on-time (see the Chief Education Office's Graduation Community Convening Report for framing of this approach). At the Chief Education Office (CEdO), the charge to collaborate with state and local decision makers, parents, and community leaders in order to establish a unified equitable, seamless cradle-to-career public education system requires pointed attention to the provision of adequate and appropriate practices and services for students and families, especially those in need of increased supports.

As such, there is a need to not only increase understanding of budgeting processes for SSF poverty weight revenue, but specifically build an evidence-base regarding promising practices, programs, and services that support and help improve achievement for students in poverty that informs and guides districts in programming allocation. House Bill 4057 (2016; see Appendix A), stemming from House Bill 2968 (2015) and its workgroup's Legislative Report, directed the Oregon Department of Education (ODE), in collaboration with the Chief Education Office (CEdO), to prepare this report related to school district receipt and allocation of SSF revenue for students in poverty. The following provides the background and definitions of poverty, as well as the statistics specific to Oregon and Oregon's communities. Survey and interview findings with statewide districts, as well as subsequent recommendations are also provided as a means to further build knowledge relevant to the improvement of student achievement and success outcomes for students in poverty.

Programming for students in poverty is difficult to isolate via budgetary processes, as individual students in poverty are not identifiable and practices and services frequently reach all students regardless of poverty status. As poverty also correlates with several other student characteristics, specific programming restricted solely to poverty-specific interventions at a school or district level is not the norm.

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Background

What is Poverty?

The official metric that the Oregon Department of Education (ODE) uses to determine the poverty weight for a district is based primarily on U.S. Census data, with additional corrective factors included to account for truth on the ground. Another aggregated metric includes student status with respect to their eligibility to receive free and reduced-price lunch (FRL).

Several definitions for what constitutes official poverty status exist across the United States (U.S.). Commonly, poverty is defined as an economic state, or the overall lack or deprivation of income (Iceland, 2013). Economic poverty is often measured in absolute and relative terms; absolute poverty points to a basic needs or minimal living threshold that remains constant over time, while relative poverty measures income disadvantage against an evolving standard associated with inflation and cost of living (Iceland, 2013; van der Berg, 2008). Absolute measures of poverty are helpful in determining basic economic trends over time, but typically do not include geographic differences and other expenses incurred by individuals or families, including clothing and shelter (Iceland, 2013).

Both the U.S. Census Bureau and the U.S. Department of Health and Human Services (HHS) define and measure poverty status in different ways for differing purposes. The Census Bureau establishes poverty thresholds to calculate the total population in poverty, while HHS uses a simplified version to determine eligibility for specific federal programs (HHS, 2015). Officially, the poverty threshold used in the U.S. is an absolute measure defined as three times the cost of a minimum food diet in 1963 (adjusted for inflation). A family's gross cash income, including wages, salaries, and other dividends, is then used to measure against the threshold to determine overall poverty status (U.S. Census Bureau, 2014).

The U.S. Census Bureau, with support from the Bureau of Labor Statistics (BLS), also calculates a supplemental poverty measure (SPM) that provides a more detailed and comprehensive synopsis of economic conditions and overall well-being (U.S. Census Bureau, 2016a). Thresholds for the SPM are based on expenditures for basic needs, including food, clothing, shelter, and utilities, among others, that are further adjusted for geographical location. The threshold for the SPM is slightly higher than the official poverty measure for most age groups as a result, although the poverty threshold is still the primary measure of economic poverty in the U.S. (U.S. Census Bureau, 2016b).

In this report, two definitions of poverty are used, both of which are consequential at the district level. The official metric that the Oregon Department of Education (ODE) uses to determine the poverty weight for a district is based primarily on U.S. Census data, with additional corrective factors included to account for truth on the ground. Another aggregated metric includes student status with respect to their eligibility to receive free and reduced-price lunch (FRL). The graduation outcome measures for this report are calculated from high school graduation data from the ODE, which uses free lunch eligibility and not U.S. Census data. Specifically, this report compares the outcomes of high school students who are identified as eligible for FRL and classified formally as economically disadvantaged (ECD) to those who are not identified as eligible. In almost every case, a district's high school ECD population will be lower than its overall poverty percentage from the Census data. This is caused in part by a lack of knowledge of eligibility on behalf of some students and families, but especially so by the reticence of high school students to identify themselves as eligible for free lunch (Jacewicz, 2016).

The concept of poverty, however, does not simply imply a lack of financial resources. A recent movement to conceptualize poverty through sociocultural or psychosocial experiences provides more subjective understanding of the effects of poverty on daily life (Rose & Dyer, 2008). In this frame, poverty is considered a barrier to full, free participation in society (van der Berg, 2008). To be a functional and effective member of society, it is considered critical that people have appropriate access to health, education, and social capital (Rose & Dyer, 2008).

When people are deprived of said resources to societal participation, they tend to be disadvantaged in several key ways. This is especially true among people who are excluded through mutually reinforcing, interrelated factors, including disabilities, displacement/mobility, conflict, and social discrimination, among others (Rose & Dyer, 2008). In an educational context, poverty often creates barriers – inadequate education is in and of itself a form of poverty as a whole (van der Berg, 2008). Considering the interrelated nature of societal participation, lack of health and social capital can negatively impact the ability of a person to pursue or complete their education, while a lack of education can negatively impact a person's health and social capital for a lifetime.

Inadequate education is in and of itself a form of poverty as a whole (van der Berg, 2008). Considering the interrelated nature of societal participation, lack of health and social capital can negatively impact the ability of a person to pursue or complete their education, while a lack of education can negatively impact a person's health and social capital for a lifetime.

Research demonstrates a significant correlation between student achievement, student engagement, and overall student poverty status.

How Does Poverty Impact Students?

Research demonstrates a significant correlation between student achievement, student engagement, and overall student poverty status. While all students in poverty can achieve and succeed provided adequate and appropriate supports and opportunities, health, social service, and education system conditions impose barriers that often result in achievement gaps when juxtaposed with students from families of higher incomes. Generally, brain and cognitive development is impacted by adverse childhood experiences (ACEs), including the often cumulative stressors and instability inherent in the experience of poverty (Blair & Raver, 2012). Attention, recognition, vocabulary, and language processing skills are often ranked lower among children in poverty starting at the toddler stage (Blair & Raver, 2012; Fernald, Marchman, & Weisleder, 2013). As such, achievement gaps start before students even enroll in school – children in poverty entering kindergarten have tested upwards of a full year behind their peers in math and reading achievement (Duncan & Magnuson, 2011; Reardon, 2011). Indeed, children in poverty are less likely to attend preschool and less likely to have access to educational books or resources within the home (EdBuild, 2016).

Moreover, difficulties in staying engaged, focused, on track, and interested in material at school among children in poverty further compounds lower achievement rates (Duncan & Magnuson, 2011). Children in poverty tend to have more difficulty self-regulating and managing what often amounts to constant stress, thereby increasing physical, emotional, and mental health risk (Balfanz, 2013; Evans & Kim, 2007). Stress deregulation and the chronic effects of poverty often manifest in behavioral issues, frequently leading

to disciplinary action and a higher rate of suspensions (Balfanz, 2013). The cumulative environmental risk resulting from childhood poverty impacts overall health and behavior outcomes well into adulthood (Evans & Kim, 2007).

In 2015, the official poverty threshold for a family of four (two adults, two children) in the U.S. was $24,036.

This threshold situates approximately 13.5% of the country's population in poverty.

Schools in areas of high poverty are often faced with high rates of student mobility and challenges recruiting and retaining the best educators, leading to frequent turnover of both students and staff (Federal Reserve System & Brookings Institution, 2008). This phenomenon contributes to a lack of school connectedness, which has also been shown to increase risky behaviors especially among students in poverty (Rudasill, Niehaus, Crockett, & Rakes, 2014). Connectedness to school and establishing positive relationships with teachers helps build a supportive, inclusive educational environment that is particularly impactful on the academic outcomes and student achievement of students in poverty (Rudasill et al., 2014).

Generally, living in poverty significantly increases the rate of chronic absenteeism due to a multitude of factors. Students in poverty who live in single-parent households are more apt to experience responsibilities related to sibling, parent, or grandparent care that may impact overall attendance or success at school (Balfanz, 2013). Often these students either miss class or leave school altogether to financially support their families; it is estimated that upwards of 30% of early leavers from high school do so to go to work, a percentage of which disproportionately represents males, Hispanics, and native-born Americans without adequate access to federal assistance programs (Scott, Zhang, & Koball, 2015). Lower educational attainment paired with reduced school engagement increases the chances that students in poverty will drop out (Allensworth & Easton, 2007; O'Donnell & Kirkner, 2014).

The prioritization of education and future training for employment tends to be lower among children living in areas of concentrated poverty where joblessness is high (Federal Reserve System & Brookings Institution, 2008). Lower levels of educational attainment, high stress environments, and increasing familial responsibilities lead to lower participation in post-secondary educational options among students in poverty (Carter-Wall & Whitfield, 2012). Similarly, gaps in educational achievement as measured by grades and standardized test scores directly impact rates of high school graduation – students in poverty being at a significant disadvantage for achieving graduation and beyond (O'Donnell & Kirkner, 2014).

National and State Poverty Statistics

In 2015, the official poverty threshold for a family of four (two adults, two children) in the U.S. was $24,036. While this threshold varies depending on familial circumstances (i.e., a range between an individual with no children to a parent with multiple children), the U.S. Census Bureau uses the four-person family as an average within which larger scale economic trends can be examined. This threshold situates approximately 13.5% of the country's population in poverty. The SPM threshold, on the other hand, ranged from $21,806 (owners without a mortgage) to $25,930 (owners with a mortgage), placing an estimated 14.3% of the population in poverty. By and large, the SPM highlights especially

high levels of poverty among female householders, African American/Blacks, Hispanics, and persons with disabilities, with the greatest percentage of poverty found among persons renting, living inside principal cities, and/or living in Western regions of the U.S. For those under 18 years of age, approximately 16.1% of the population is considered in poverty, according to the SPM measure (U.S. Census Bureau, 2016b).

The average percentage of the Oregon population falling below the poverty line during the same year was 16.5%, higher than both the absolute and supplemental measures of poverty defined by the U.S. Census Bureau. Of the state population in poverty, the highest percentage comprised those aged 18 and under (21.7%). Females (17.4%), African American/Black (33.8%), American Indian/Alaska Native (29.2%), Native Hawaiian/Other Pacific Islander (33.6%), and those of Hispanic or Latino origin (of any race; 27.7%). Upwards of 27.2% of the population in poverty had less than a high school education, and while the highest percentage (22.5%) of persons in poverty was among those who did not work in the past 12 months, approximately 24.6% had at least worked part-time or part-year during that same time frame (U.S. Census Bureau, 2015a).

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Across the state, geography accounts for several differences in poverty status (see U.S. Census Bureau's SAIPE interactive map showcasing county level poverty rates for Oregon's population under age 18). Among children and historically underserved populations in particular, poverty in rural areas has far exceeded urban rates since the 1990s (Johnson, 2006). Percentages of persons in poverty reach above 20% for residents of Benton, Jefferson, Josephine, Lane, Malheur, and Sherman counties. Isolated pockets of poverty also exist within counties of lower poverty status, with Barview (Coos), Blodgett (Benton), Bunker Hill (Coos), Butte Falls (Jackson), Cave Junction (Josephine), Cayuse (Umatilla), Chiloquin (Klamath), Crabtree (Linn), Gopher Flats (Umatilla), Halfway (Baker), Langlois (Curry), Milton-Freewater (Umatilla), Monmouth (Polk), Myrtle Creek (Douglas), New Pine Creek (Lake), North Powder (Union), O'Brien (Josephine), Ontario (Malheur), Port Orford (Curry), and Powers (Coos) each reaching poverty rates higher than 30%. These percentages are often more pointed for children – in North Powder, for example, 46.9% of its total population is considered in poverty, 80.1% of which are children aged 18 or under (U.S. Census Bureau, 2015b).

Across the state, geography accounts for several differences in poverty status.

Generally, the state of Oregon's childhood poverty rate of 19.7% ranks 28th among 51 states (including the District of Columbia; a rank of 1 demonstrating the least amount of poverty). These high rates of poverty are further compounded by the state's very low rates of affordable housing (37 units per 100 rental options; ranking 49/51), high rates of food insecurity (16.1%; ranking 45/51), and high levels of unemployment (5.7%, ranking 34/51) (Center for American Progress, 2016). Additionally, the percent of homeless or underhoused students in Oregon is on the rise – for school year 2015-2016, approximately 21,340 students, or 3.71% were considered homeless (by definition "lack[ing] a fixed, regular, and adequate nighttime residence," which may include shelters, shared housing, transitional housing, tents (unsheltered), or hotels/motels) (Oregon Department of Education [ODE], 2016a). Combined with low high school graduation rates (73.8%, ranking 49/51) (ODE, 2016b), the need for pointed resources that support Oregon students in getting to school, staying in school, and achieving educational success is significant.

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Data Collection and Analysis

Through HB 4057 (2016; see Appendix A), a survey was to be completed by all Oregon school districts, with a primary focus on promising practices, programs, strategies, and/or services that are used or provided in the 2015-2017 biennium to improve student achievement and overall success outcomes.

With such a high rate of poverty across Oregon, there continues to be legislative inquiry regarding how poverty weight funds in Oregon's SSF funding formula are budgeted and accounted for by school districts with the express intent of ensuring targeted supports and programs are dedicated to the often higher needs of students in poverty. Through HB 4057 (2016; see Appendix A), a survey was to be completed by all Oregon school districts, with a primary focus on promising practices, programs, strategies, and/or services that are used or provided in the 2015-2017 biennium to improve student achievement and overall success outcomes. Additionally, districts were provided the opportunity to describe any practices or programs they would use or provide should they have additional funding, as well as the total estimated cost of said services.

The survey (see Appendix B) consisted of five total questions, developed in conjunction with feedback and direction from education partners including the Confederation of Oregon School Administrators (COSA) and Oregon Association of School Business Officials (OASBO). Previous HB 2968 (2015) workgroup members were also solicited for survey feedback prior to official release. Questions were created to gain insight into current and desired promising practices, programs, strategies, and services provided by districts, as well as total funding used and desired to serve students in poverty. By comparing the funding received with the services provided, it was possible to gain insight into how funding is allocated and spent. Correlations between this estimated poverty spending ratio, student achievement outcomes (in this report, defined as four-year graduation rate), and associated gaps between economically disadvantaged students (ECD) and non-economically disadvantaged students (non-ECD) provided greater understanding into the relationships between spending and outcomes, specifically for students in poverty. District lists of outstanding resource and support needs (with associated estimated costs) provided the means within which gaps in funding or service provision could be determined and compared across the state.

Although this data alone captured the requirements set forth by HB 4057 (2016), the Chief Education Office (CEdO) found it important to follow-up with targeted districts who either: a) had a budgetary process already in place for tracking programming for students in poverty; b) felt they had reached an understanding of key promising practices, programs, strategies, and/or services that are needed for students in poverty to improve student achievement; or c) reported unique, situational, and/or context-specific programs or outreach that went above and beyond typical resourcing or supports provided at a district level. Follow-ups were conducted with the strict intention of increasing general understanding of budgetary processes and promising practices used or provided at a district-level specific to supporting students in poverty in improving student achievement. A content analysis of initial survey findings provided insight into districts that met aforementioned criteria.

Additionally, care was taken to target a range of district size, location, and service needs to gain more regional representation of ideas, strategies, and processes.

Follow-up interviews were similarly content analyzed for common and recurring themes related to how districts developed and accounted for practices and programs, as well as how they knew those provisions were promising with respect to student achievement. District leadership was asked to describe the role they play in reducing poverty with respect to budgetary processes and promising practices. Data collected during interviews further helped initiate a resource list of districts who were not only managing, providing, and/or using key promising practices for their students in poverty, but who were also willing and available to provide insight or supports to other districts looking to improve their outreach. This additional data also helped direct next steps, or the recommendations proposed to legislature for future knowledge generation related to improving student outcomes for students in poverty.

Knowledge of survey limitations further validated the follow-up interview process aimed at increasing understanding of budgetary processes and building an evidence-base for promising practices used or provided for students in poverty at a district level.

All districts in the state of Oregon received prior official notice of the approaching survey, as well as several individual follow-ups linking to the online SurveyMonkey survey. In all, 148 total respondents representing districts across the state completed the online survey between the end of September and mid-November 2016. Every Oregon county is represented in the survey. From a regional perspective (using the U.S. Census definitions for each district), the response rate was 100% of City districts, 68% of Rural districts, 84% of Suburban districts, and 80% of Town districts. In terms of students represented, the surveyed districts serve 88% of the total Oregon student population.

Since the survey was designed to minimize onerous or time consuming reporting on behalf of districts, a particular process or protocol for completing the survey was not provided aside from a deadline for submission. While 148 total districts completed the online survey, respondents represented multiple positions within the district, including superintendents, federal program coordinators, budget analysts, and teachers on special assignments (TOSAs), among other district staff. Although several districts worked in teams to complete the survey, many surveys were submitted by one district respondent, thus leaving open the possibility of some survey respondents not being fully knowledgeable of all district practices related to students in poverty and/or not attributing certain universal programs or services provided at a district level to those similarly serving students in poverty.

Knowledge of this survey limitation further validated the follow-up interview process aimed at increasing understanding of budgetary processes and building an evidence-base for promising practices used or provided for students in poverty at a district level. To achieve this, survey findings were reviewed and flagged according to aforementioned criteria. All possible districts flagged for follow-up interviews were mapped and classified according to Census-defined tracts (i.e., City, Suburb, Town, and Rural), and ultimately chosen to characterize as representative a sample as possible. Thirteen total districts were contacted individually for follow-up interviews, with nine specific school districts responding and agreeing to a meeting falling within the report timelines: Portland, Salem-Keizer, Reynolds, Corvallis, Woodburn, Phoenix-Talent, Ontario, Myrtle Point, and North Lake. All interviews lasted approximately one hour; some were conducted in person (Woodburn, Corvallis, and Salem-Keizer), while the rest were held via online Go-To Meetings.

Survey and Interview Findings

Statewide Survey Results

Analysis of survey data revealed a number of important factors pertinent to the allocation and implementation of practices and services for students in poverty across Oregon's school districts. Five total questions were asked of district respondents to build knowledge around district program provision, funding expenditures, budgetary processes, barriers and associated reductions or eliminations, and overall understanding of promising practices, programs, services, and/or strategies used or provided by districts for their students in poverty (see Appendix B). Data from the survey was then correlated with district characteristics and student outcomes (four-year graduation rate) to describe how spending, accountability, budgeting, and overall understanding of promising programming relate to student achievement for students in poverty.

By and large, districts provided several programs that serve students in poverty, but practices varied widely, as shown in Figure 1:

Reduced fee or "fair pay" for school activities and extracurriculars	75.7%
Wrap-around services - provision of backpacks or other school-related materials (e.g., notebooks, pencils, calculators)	74.3%
More time for learning - after school programs	64.2%
Healthcare - counseling services	62.8%
Wrap-around services - provision of clothing (seasonal or otherwise)	60.8%
Early childhood education (i.e., preschool)	60.1%
More time for learning - summer enrichment programs	60.1%
Staff professional development specific to issues facing students in poverty families	60.1%
Partnerships with community-based or local non-profit organizations (e.g., faith-based, YMCA, United Way, Big Brothers Big Sisters)	58.8%
Healthcare - provision of school nurse	56.1%
Translation of school or district communications in multiple languages	56.1%
Meal programs - universal free meal programs (providing meals for all students, regardless of poverty status)	52.0%
Meal programs - expanded meal programs (e.g., dinner, snack)	48.6%
Transportation assistance (e.g., bus passes, provision of additional buses/ routes, stipends)	48.0%

Attendance incentives - wake-up or follow-up calls	47.3%
Healthcare - contract with external provider(s) (e.g., dentist, optometrist, etc.)	41.2%
Wrap-around services - food pantry	36.5%
Attendance incentives - public or community awareness campaigns	35.8%
Attendance incentives - parent agreements or commitments/contracts	34.5%
Healthcare - implementation of a school-based health center (SBHC)	29.1%
Wrap-around services - laundry machine access	24.3%
Family expense assistance or stipends	20.9%
Staff assignment to high-poverty schools - teachers	19.6%
Staff assignment to high-poverty schools - administration	13.5%
Wrap-around services - housing assistance	10.8%
More time for learning - weekend programs	6.1%
Wrap-around services - employment assistance	5.4%
Attendance incentives - family stipends	3.4%

Figure 1. Promising practices, programs, services, and/or strategies used or provided during the 2015-2017 biennium to improve student achievement for students in poverty. (Total district respondents, N = 148; see Appendix B for specific survey questions.)

Of the practices, programs, services, and/or strategies identified, two were clearly the most utilized by Oregon districts: reduced fees or "fair pay" for activities, and the provision of backpacks with school materials.

Of the practices, programs, services, and/or strategies identified, two were clearly the most utilized by Oregon districts: reduced fees or "fair pay" for activities, and the provision of backpacks with school materials. Twelve practices were named in surveys from over 50% of the responding districts (further grouped into overarching categories):

1) More time for learning – after school; summer
2) Wrap-around services – provision of backpacks; provision of clothing
3) Healthcare – counseling; provision of school nurse
4) Reduced fees
5) Early childhood education
6) Staff professional learning
7) Partnerships
8) Translation
9) Meal programs

Eight of the promising practices were chosen in fewer than 25% of the districts surveyed (further grouped into overarching categories):

1) Wrap-around services – laundry machine access; housing assistance; employment assistance

2) Staff assignment to high-poverty schools – teachers; administrators

3) Stipends – family expense; attendance incentives

4) More time for learning – weekend programs

Interestingly, "more time for learning" programs appear in both lists, indicating a general preference for after school and summer programs versus weekend programs. Similarly, wrap-around services provided at the district level are more likely to include student-level interventions such as the provision of clothing and/or school-related materials versus familial-level services like access to laundry, housing assistance, or employment assistance. Finally, teachers are more likely than administrators to be strategically assigned to particular schools.

Out of the 148 district respondents submitting a survey, a total of 120 districts provided an estimation of the total SSF poverty weight used to provide said practices, programs, services, and/or strategies for students in poverty during the 2015 – 2017 biennium. District respondents that did not provide an estimate identified difficulties inherent in making such a calculation, especially when certain practices reach all students universally and funds are often braided together to provide such services at the building or program level. The estimates provided ranged from lump sum figures, to general details, to specific and detailed spreadsheets. In many cases, concerns were also expressed relating to the validity of the data and the time such retrospective accounting can take.

To determine the general relationship between funding and spending, the ratio of the estimated spending on programs for students in poverty to revenue from the poverty weights in the SSF funding formula was calculated for each district. As shown in Figure 2, there was a wide variation in this poverty spending ratio across districts:

Ratio of Estimated Expenditures in Specific Programs to the Poverty Weight Revenue for 120 Oregon Districts

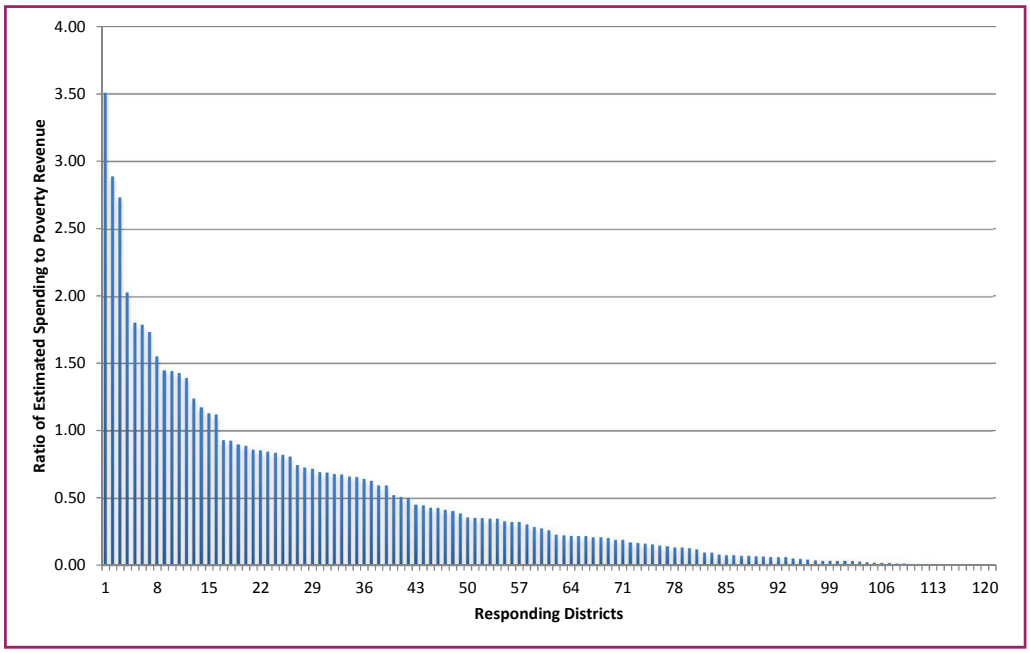

Figure 2. Poverty spending of total funds spent (via promising practices, programs, services, and/or strategies to improve student achievement for students in poverty) to total funds obtained (via SSF poverty weight). (Total district respondents, N = 120; see Appendix B for specific survey questions.)

Generally, a ratio of 1.0 would represent a district that estimates expenditures that exactly match the revenue from the poverty weight. Using this calculation, 16 districts estimate spending more than the poverty weight (total ratios ranging from 1.12 to 3.51), 26 districts estimate spending between half the weight and the full weight (total ratios ranging from 0.5 to 0.93), 19 districts estimate spending between one quarter the weight and one half weight (total ratios ranging from 0.26 to 0.45), 22 districts estimate spending between one tenth the weight and one quarter the weight (total ratios ranging from 0.10 to 0.23), and 37 districts estimate spending between zero and one tenth the weight (total ratios ranging from 0 to 0.08).

With respect to the estimated poverty spending ratio, this finding suggests that many districts estimate spending less on specific programs and services for students in poverty than the revenue they receive from the SSF poverty weight. According to the data, only 13% of district respondents estimate spending an amount more than the SSF poverty weight revenue on specific programs, while 65% of respondents estimate spending less than half of their received SSF poverty weight on specific programs. However, across all

districts, the aggregate estimated poverty spending ratio is 0.68, with total aggregate estimated biennial spending at $180,182,222 and total poverty biennial poverty weight revenue at $266,451,929. This difference is produced in the data set because many of the largest Oregon districts estimate spending for services that exceed the poverty weight and they count disproportionately in the aggregate totals.

With respect to accounting procedures, most districts do not separately track expenditures that specifically serve students in poverty (Figure 3). This was an expected finding, as there is no regulatory requirement to specifically report or account for how SSF poverty weight funding is spent.

With respect to accounting procedures, most districts do not separately track expenditures that specifically serve students in poverty (Figure 3). This was an expected finding, as there is no regulatory requirement to specifically report or account for how SSF poverty weight funding is spent. In some cases, district staff convened and performed a novel ad-hoc internal review of budgets and expenditures to meet survey requirements.

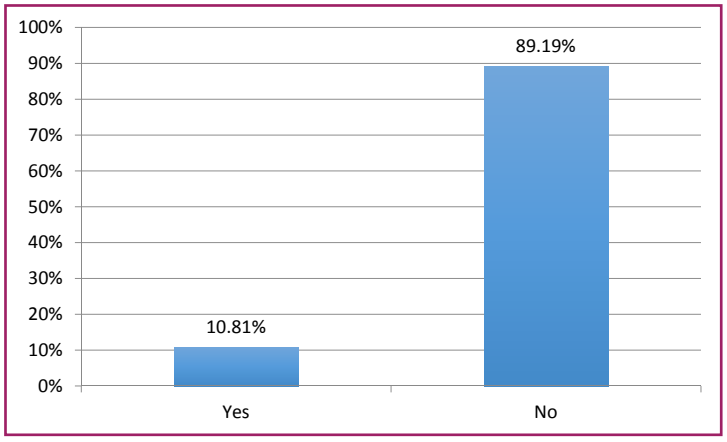

Figure 3. Percentage of district respondents who report using any additional accounting procedures to track expenditures that serve students in poverty. (Total district respondents, N = 148; see Appendix B for specific survey questions.)

Aforementioned findings provide good insight into the funding, spending, and provision of current practices, programs, services, and/or strategies in districts to improve student achievement for students in poverty. Juxtaposing current provision of programs and services with those no longer used or provided at a district level showcased often marked changes in the abilities of districts to provide particular practices. These findings were supplemented with district perceptions of barriers in using or providing programs or services for students in poverty. Similarly, district lists of outstanding resource and support needs (with associated estimated costs) provided the means within which gaps in funding or service provision could be determined and compared across the state.

As shown in Figure 4, there are a number of promising practices, programs, services, and/or strategies once used or provided in districts that are no longer implemented. However, there were also several district respondents that reported no reductions to or eliminations of programs or services for students in poverty at all. Of the four most

common responses, there are two clear findings: 1) the most promising practice that districts have reduced or eliminated involves more time for learning; and 2) a large plurality of respondents have not recently reduced or eliminated any promising practices (those who responded with "none" or "n/a").

Promising Program Cut	Percent of Respondents
n/a	27.03%
before/after school	22.97%
none cut	18.24%
summer school	17.57%
staffing	10.81%
meals	6.08%
early childhood education	5.41%
health/mental health/dental	5.41%
electives	4.05%
family engagement	4.05%
interventions	3.38%
professional learning	3.38%
unknown	2.70%
community partnerships	2.03%
free clubs and sports	2.03%
transportation	2.03%
mentoring	1.35%
outdoor school	1.35%
tutoring	1.35%
clothes closet	0.68%
dual credit	0.68%
dual language	0.68%
field trips	0.68%
food bank	0.68%
home visit	0.68%
pregnant and parenting	0.68%
social services	0.68%

The most promising practice that districts have reduced or eliminated involves more time for learning. A large plurality of respondents have not recently reduced or eliminated any promising practices.

Figure 4. Frequency of promising program reductions or eliminations reported by district respondents (N = 148; see Appendix B for specific survey questions). The "percent of respondents" column shows the percentage of respondents that had a given theme in their response. Many of the district responses contained multiple themes, all of which are counted.

Based on the general type and overall frequency of promising program reductions or eliminations, it is clear that there are multiple and varied barriers to the development and implementation of practices for students in poverty in districts across the state (Figure 5). Funding, as a primary barrier, was identified by over half of district respondents.

Based on the general type and overall frequency of promising program reductions or eliminations, it is clear that there are multiple and varied barriers to the development and implementation of practices for students in poverty in districts across the state (Figure 5). Funding, as a primary barrier, was identified by over half of district respondents with challenges related to staffing by another 11% of respondents. In over a dozen of those responses, funding was the only theme or the only word in the response. In more lengthy responses related to funding, district respondents reported knowing what they needed to do, being poised for successful action, and that any other barrier was less important in comparison.

Distance/proximity, combined with some of the transportation responses, staff retention, and large attendance area, among others all are related to the particular nature of poverty in rural areas and towns in Oregon. The FRL process, student privacy laws, general data quality, and overall data availability are all related and therefore constitute another large and important thematic finding. The combination of local agency coordination and community engagement and capacity similarly describe another barrier related to community-based support and possible leveraging of assets. Finally, many of the themes relate to the necessity of having the best staff available that are simultaneously sustained over time.

Barrier to Implementation	Percent of Respondents
funding	54.05%
distance/proximity of services	12.84%
staffing	10.81%
transportation	8.78%
free and reduced lunch process and privacy	8.11%
data quality and availability	7.43%
staff expertise	5.41%
community engagement and capacity	5.41%
early learning funding	4.73%
lack of local agency coordination	4.73%
health care access	4.05%
facilities	2.03%

Barrier to Implementation	Percent of Respondents
labor contract	2.03%
mobility	2.03%
small district	2.03%
staff retention	2.03%
technology	2.03%
policy and oversight	2.03%
lack of staff diversity	1.35%
lack of child care	0.68%
college readiness	0.68%
engaging programs	0.68%
fees	0.68%
housing	0.68%
inclusion	0.68%
large attendance area	0.68%
large schools	0.68%
open enrollment	0.68%
parenting skills	0.68%
reduced expectations	0.68%
staff capacity	0.68%
trauma	0.68%
workforce development	0.68%

Figure 5. Barriers to implementation of district-wide programming for students in poverty, as described by district respondents (N = 148; see Appendix B for specific survey questions). The "percent of respondents" column shows the percentage of districts that had a given theme in their response. Many of the district responses contained multiple themes, all of which are counted.

Program reductions or eliminations, as well as barriers to implementation (largely attributed to funding challenges), provided good context within which to build knowledge and understanding regarding gaps in services and supports for students in poverty at a district level. When asked what programs or services district respondents would like to use or provide their students in poverty, most of the respondents answered with specificity in terms of the target population, age groups, particular schools, and overall costs. Again, more time for learning was the most identified need, with before/after

When asked what programs or services district respondents would like to use or provide their students in poverty, most of the respondents answered with specificity in terms of the target population, age groups, particular schools, and overall costs. Again, more time for learning was the most identified need.

school programs identified as more commonly desired than Friday or weekend school. More than half of the proposed early learning activities involved the establishment or expansion of services co-located with an elementary school, calling out both capital and personnel funding needs. Adding school counselors was the single most common staff role defined in the proposed adds. Health, mental health, and dental health were also prevalent in many of the responses (representing greater than 10% of all district respondents), although the proposed delivery of services differed between increased nursing, the establishment of a school based health center, or some other method to provide more embedded services within the school buildings. Transportation was also frequently cited as a high need with a large expense, especially in association with after school and summer programs and districts who have a large service area. Finally, greater parent and family engagement was called out specifically and referenced in a number of the other categories listed below.

Practices, programs, services, and/or strategies to add with additional funding.	Percent of Respondents
before and after school	50.00%
counselor	40.54%
summer school / extended school year	32.43%
transportation	27.70%
early learning	22.97%
mental health	19.59%
nurse or school based health center	18.92%
parent/family engagement	12.16%
professional learning	9.46%
wrap around supports	9.46%
attendance	8.78%
meals	8.78%
staffing	8.11%
community partnerships	7.43%
fees - eliminate	7.43%
career and technical education	6.76%
arts and electives	5.41%
smaller classes	4.73%
basic supports	3.38%
career and college readiness	3.38%

Practices, programs, services, and/or strategies to add with additional funding.	Percent of Respondents
social worker	3.38%
facilities	2.70%
Friday school	2.70%
mentors	2.70%
school resource officers	2.03%
technology	2.03%
weekend school	2.03%
experiential learning	1.35%
interventions	1.35%
alternative education	0.68%
cross agency collaboration	0.68%
drug and alcohol	0.68%
librarians	0.68%
none	0.68%
restorative justice	0.68%
staff assignment to high poverty schools	0.68%
staff retention program	0.68%
stem	0.68%
translation	0.68%

Figure 6. Practices, programs, services, and/or strategies to add with additional funding, as described by district respondents (N = 148; see Appendix B for specific survey questions). The "percent of respondents" column shows the percentage of district respondents that had a given theme in their response. Many of the district responses contained multiple themes, all of which are counted.

Although the data shows a multitude of programs and services either provided or desired by district respondents on behalf of students in poverty, it leaves open the question as to whether or not districts have a good understanding of what constitutes promising practices with respect to improving student achievement. As shown in Figure 7, almost two-thirds of district respondents (65.54%) indicated they have reached this level of understanding. Approximately one-third of district respondents, on the other hand, did not feel they had a good understanding of key promising practices to help students in poverty improve their educational achievement.

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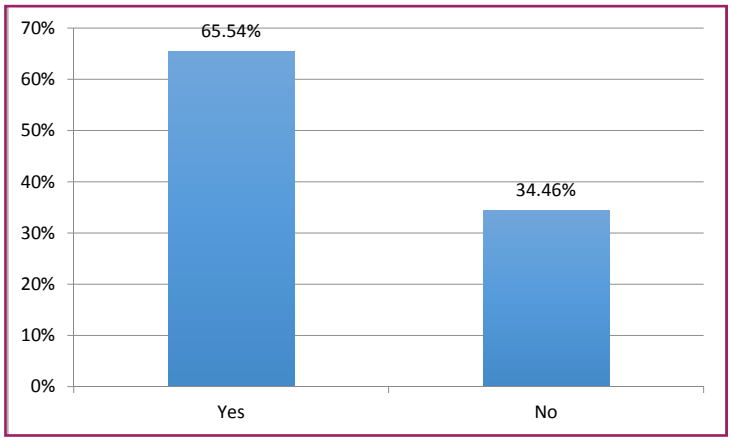

Figure 7. District respondent (N = 148) perception of understanding of key promising practices, programs, services, and/or strategies needed to improve student achievement for students in poverty. (See Appendix B for specific survey questions.)

While insightful, results from the survey alone did not explicitly tie to achievement outcomes for students in poverty. To further examine the relationships between estimated poverty spending and student outcomes, correlations between the poverty weight ratio (as shown in Figure 2), certain district demographics, and the gap between four-year graduation rates for ECD and non-ECD students were calculated using the same 120 districts that provided an estimate of total SSF poverty weight funding and spending. For the purposes of these analyses, the correlation value (r) describes the strength and direction (positive or negative) of the relationship, as shown in Figure 8.

Value of r	Strength of relationship
-1.0 to -0.5 or 1.0 to 0.5	Strong
-0.5 to -0.3 or 0.3 to 0.5	Moderate
-0.3 to -0.1 or 0.1 to 0.3	Weak
-0.1 to 0.1	None or very weak

Figure 8. Correlation values and associated direction and strength of relationship used in these analyses. *Note: the estimated spending reported by district respondents is expected to have a great deal of variation introduced by the lack of definition in the survey question. In fact, even the definition of "students in poverty" is not clearly defined, as noted by many of the respondents to this survey.

Several separate correlation analyses were run to examine relationships between the poverty weight ratio, various district characteristics (including district size, budget, and percentage of high school students identified as ECD), and student outcomes (four-year graduation gap, averaged over two years, between ECD and non-ECD students) for

districts across the state. In all of the outcome analyses below, the direction of the correlation outcome for the ECD gap is important: because the gap in student outcome is something districts want to reduce, variables that negatively correlate to the ECD gap demonstrate a desired result (a reduction in the four-year graduation rate gap between ECD and non-ECD students), while those that positively correlate do not (an increase in the four-year graduation rate gap between ECD and non-ECD students). Tables 1-7 show related output by characteristic, followed immediately by interpretation of the results:

Table 1. Relationship of estimated spending to district characteristics and student outcomes (N = 120 districts)

	ADMr	% of Students in Poverty	General Purpose Grant	Percent ECD 2014-2015	ECD gap
Poverty Spending Ratio (estimated spending / biennial poverty weight funding)	0.20	-0.13	0.20	0.14	-0.14

Across the state, estimated spending (as reported by district respondents and in relation to the poverty weight) demonstrated a weak, positive correlation with district size, budget, and percentage of high school students identified as ECD. A weak, negative correlation with percent of students in poverty for the entire district was also found. Estimated spending was also negatively correlated (weak, r = -0.14) with the four-year gap between ECD and non-ECD students.

Table 2. Relationship of estimated spending to district characteristics and student outcomes for the 10 largest districts (by ADMr).

	ADMr	% of Students in Poverty	General Purpose Grant	Percent ECD 2014-2015	ECD gap
Poverty Spending Ratio (estimated spending / biennial poverty weight funding)	0.68	-0.35	0.65	-0.45	0.45

For the 10 largest districts who responded to the survey, estimated spending showed a strong, positive correlation to district size and budget, with a moderate, negative correlation to percentage of students in poverty and percentage of high school ECD students. A moderate, positive correlation between the poverty spending ratio and the ECD gap was also found (r = 0.45).

Table 3. Relationship of estimated spending to district characteristics and student outcomes for between 2,000 and 7,000 ADMr (N = 27 districts)

	ADMr	% of Students in Poverty	General Purpose Grant	Percent ECD 2014-2015	ECD gap
Poverty Spending Ratio (estimated spending / biennial poverty weight funding)	0.05	0.18	0.09	0.15	-0.22

For districts between 2,000 and 7,000 ADMr, estimated spending showed a weak, positive correlation to percent of students in poverty and percent of high school students identified as ECD. A weak, negative correlation (r = -0.22) between the poverty spending ratio and the ECD gap was also found.

Table 4. Relationship of estimated spending to district characteristics and student outcomes for between 1 and 2000 ADMr (N = 80 districts)

	ADMr	% of Students in Poverty	General Purpose Grant	Percent ECD 2014-2015	ECD gap
Poverty Spending Ratio (estimated spending / biennial poverty weight funding)	0.10	-0.17	0.11	0.23	-0.20

For districts below 2,000 ADMr, estimated spending showed a weak, positive correlation to district size, budget, and percent of high school students identified as ECD. A weak, negative correlation (r = -0.20) between the poverty spending ratio and the ECD gap was also found.

Table 5. Relationship of estimated spending to district characteristics and student outcomes for districts that report using additional accounting procedures to track expenditures that serve students in poverty (N = 13 districts)

	ADMr	% of Students in Poverty	General Purpose Grant	Percent ECD 2014-2015	ECD gap
Poverty Spending Ratio (estimated spending / biennial poverty weight funding)	0.20	-0.13	0.19	0.09	-0.34

For districts that report using additional accounting procedures to track expenditures that serve students in poverty, estimated spending showed a weak, positive correlation to district size and budget, and a weak, negative correlation with the percent of students in poverty and the level of weighted ADM. A moderate, negative correlation (r = -0.34) between the spending ratio and the ECD gap was found.

Table 6. Relationship of estimated spending to district characteristics and student outcomes for districts that report having reached an understanding of key promising practices (N = 78 districts)

	ADMr	% of Students in Poverty	General Purpose Grant	Percent ECD 2014-2015	ECD gap
Poverty Spending Ratio (estimated spending / biennial poverty weight funding)	0.09	-0.12	0.09	0.24	-0.27

For districts that report having reached an understanding of key promising practices, estimated spending showed a weak, positive correlation to the percentage of high school students identified as ECD, and a weak, negative correlation with the percent of students in poverty. A weak, negative correlation (r = -0.27) between the spending ratio and the ECD gap was found.

Table 7. Relationship of estimated spending to district characteristics and student outcomes for districts that report NOT having reached an understanding of key promising practices (N = 42 districts)

	ADMr	% of Students in Poverty	General Purpose Grant	Percent ECD 2014-2015	ECD gap
Poverty Spending Ratio (estimated spending / biennial poverty weight funding)	0.56	-0.14	0.57	-0.09	0.12

For districts that report not having reached an understanding of key promising practices, estimated spending showed a strong, positive correlation with district size (r = 0.56) and budget (r = 0.57), and a weak, negative correlation (r = -0.09) with the percentage of students in poverty. A weak, positive correlation (r = 0.12) between the poverty spending ratio and the ECD gap was found.

Follow-up District Interview Findings

Each district that participated in the follow-up interviews believed that programming for students in poverty was a routine and systematic aspect of everyday operations – in other words, every program, service, or practice provided their students was done with poverty in mind.

Follow-up interviews revealed a number of key findings. Generally, most districts were wary of the establishment of pointed directives or accountability measures related to their budgetary processes. This was largely attributed to the challenges in extracting and accounting for specific practices that only reach students in poverty. Each district that participated in the follow-up interviews believed that programming for students in poverty was a routine and systematic aspect of everyday operations – in other words, every program, service, or practice provided their students was done with poverty in mind. Similarly, for large and small districts alike, the staff time and effort required to specifically account for poverty weight spending would pull efforts and funding away from the development and implementation of the programs themselves.

"It's hard to attribute whether programs are anti-poverty efforts specifically, or whether attention to other programming affects poverty specifically. In other words, does the focus on graduation naturally become an anti-poverty programming effort, even though it wasn't necessarily formed out of that specific purpose?"

(Portland SD 1J)

"If we don't take care of those kids where they are, they will end up at another school. Where we then usually have larger issues. These are all our kids. They are our kids and we need to take care of them."

(Salem-Keizer SD 24J)

"Poverty is a part of everything we do. Every decision we make. [For instance], closing school [for snow] is a serious issue for many of our students – they rely on the food, water, heat. We don't want parents losing their jobs. There are a lot of kids that need to come to school, and a lot of parents that need to go to work. There are so many things we think about and we're so careful when we budget. This sometimes looks like a different type of line item in the budget, but it's really targeted toward our students in poverty."

(Ontario SD 8C)

"We're working in any way possible to help our families. If their basic needs aren't being met, they can't possibly learn. We're building new schools with showers and laundry so families can shower and wash their clothes. We have the food closet, the clothes closet. Meeting basic needs. We have kids in the high school that are coming in, even on the ice days. We make sure we have our principal there because we have kids that wouldn't be eating if they weren't in school. This was unofficial – a lot of our high school kids don't want to be known that they're homeless. They come in at 6am to use the showers before anyone else shows up. The principal gives them money so they have enough for the weekend so they can buy some things."

(Reynolds SD 7)

"We're a very small district, and we have very low overhead to get as much money as we can into our schools. We're already having to do more tracking with the ELL weight; we're not only high poverty but high ELL rates as well. To have to track the poverty, I can't even imagine what it would do to our already understaffed office to keep up with the reports we have to do. It would be a huge burden."

(Phoenix-Talent SD 4)

District staff strongly agreed that the process of budgeting in collaboration (either as an existing practice or via the survey requirements) provoked a deeper thinking of the definition of and accounting for promising practices for students in poverty.

Nevertheless, district staff strongly agreed that the process of budgeting in collaboration (either as an existing practice or via the survey requirements) provoked a deeper thinking of the definition of and accounting for promising practices for students in poverty. For some districts, this survey was the first attempt at specifically tracking and accounting for SSF poverty weight revenue on programming and services for students in poverty. In follow-up interviews, this budgetary process was described as an onerous, yet beneficial process. It was generally described as a good opportunity for leadership to communicate, collaborate, and take a closer, more directed look at the services provided to students in poverty across their districts.

"The scope of undertaking, at least for PPS, is a concern. But on the flip side, I have to say that these conversations with budget holders were valuable, and they would be good to continue to have such conversations. How we want people to look at poverty and account for it is an important process and something we should continue. I wonder if we might take advantage of such organizations like OASBO [Oregon Association of School Business Officials] to have these types of conversations across the state with respect to anti-poverty programming. This could be very valuable."

(Portland SD 1J)

"The survey was very helpful for us because it gave us pause to think. Being a district that has a high rate of poverty, we do everything with that in mind. But we've had a shift in thinking. We just keep our nose to the grindstone, but learn just as much from other people about where we are and how we can keep moving forward. But [also] celebrating our successes that we've had. An appreciation to share with other districts but also learn from other districts. To be able to connect."

(Phoenix-Talent SD 4)

"Braiding," or the weaving together of funding and resources at the district level, and making data-driven decisions and outreach were discussed as critical approaches to leveraging assets both within and out of school.

"[We try] to function more like a system and think about leveraging things like consistency. We're trying to find a balance, so individual principals have some autonomy. But also that district leaders can work to mentor or coach, and be thought partners for principals. Supporting leadership. Meeting weekly. We had to get together because we were four schools on one campus, and if we didn't meet regularly, it would have been all out chaos up there. We learned from experience, truly the power of collaboration."

(Woodburn SD 103)

Since student and family needs were often well beyond that provided through SSF, this process also helped shed important light on district need and consequent efforts toward building sustainable practices out of federal funding and amassing outside sources of funding and supports at a local or regional level. "Braiding," or the weaving together of funding and resources at the district level, and making data-driven decisions and outreach were discussed as critical approaches to leveraging assets both within and out of school. Gaining extra sources of funding and support required the establishment of close relationships, engagement, and demonstration of successful outcomes among students and families in poverty with community leaders, community organizations, and other affiliated associations that had the capacity to help fill gaps that schools could not provide. Staging federally funded program interventions first to identify and refine district and school-level interventions informed better decision making with respect to the sustainability of generally funded programs.

"It ends up being the community-based support that makes the biggest difference. Poverty happens outside of the school system, but the kids are in the school system. So you end up being married to your community. Schools end up more like community-centers, serving parents and families."

(Woodburn SD 103)

"It is challenging for us to even get students here for school-related activities. We cover a huge geographic area – about 600 square miles. We've provided bussing in the past that goes to those activities after hours, and that's been successful. But buses don't go everywhere. It still requires parents to drive the 15-20 miles to drop their kids to meet the bus. Our transportation reimbursement level is at 79%, so we only get 70%. It costs us a lot in hits to our budget."

(Myrtle Point SD 41)

"Take for instance a one-year grant – we look very carefully at those things and decide whether that will benefit our students or not. Because when we take a hit, or lose a source of funding, we have to find that money somewhere else."

(North Lake SD 14)

"We have a really, really good partnership with the County Health Department. We have three health navigators that are placed in our schools almost full-time. Last year, over 8,000 students were touched by these navigators. We are paying for half of their salaries, and we have a grant that pays for the other half. We're tracking a lot of data to showcase that this is a preventative measure – a way to save money in the future. Navigators are staff, they have offices, they have badges. They have so much more leverage both in and out of schools because of this."

(Corvallis SD 509J)

"We start small and then grow it out. Programs need to be built in a systemic way. To go district wide, it has to be sustainable. If it is not sustainable in a Title school, it will not work district wide."

(Salem-Keizer SD 24J)

This approach to budgeting and "braiding" funding and resources in districts primarily stemmed out of their holistic approach to serving students in poverty. Schools were regularly described as a key component of community health – schools were not simply a place where students went to learn, but a central, communal space where students, families, and the surrounding community could meet, collaborate, share, and work together to help alleviate and support the various and far reaching needs of students and parents in poverty. Schools and school-related activities were also a vehicle for social and cultural exposure that provided students opportunities to expand and learn beyond the border of their immediate community. This systems-level approach was especially true when district leadership fostered a welcoming, inclusive environment with programs that both served the diversity and also met the specific needs of their community. This inclusiveness, in turn, helped build higher familial involvement and self-advocacy among students and parents alike.

Schools were regularly described as a key component of community health – schools were not simply a place where students went to learn, but a central, communal space where students, families, and the surrounding community could meet, collaborate, share, and work together to help alleviate and support the various and far reaching needs of students and parents in poverty.

"Parents can come to our schools that really work like community centers. They can ask us about anything. School is the first place they go. This has happened over the course of 10-15 years. It was a byproduct of the dual language program, but family involvement is a side benefit."

(Woodburn SD 103)

"The poverty issues we see in our community begin at birth. And by the time we get kids at 4-5 years old, many of those issues are pretty well entrenched. And pretty profound. They come to school sometimes two years behind their peers. I believe, and our staff is in agreement, we need to focus around resources available for parents for children to be used before they even get to school."

(North Lake SD 14)

Several districts felt very strongly about the importance of collaboration, shared responsibility, and teamwork when it came to planning, developing, and implementing programs and services for their students in poverty.

"We have an extended summer school program where we invite kindergarten students to our school about two weeks early. We give them snacks, transportation. We also provide cultural access. Particularly at the middle and high school level, we send them out on field trips to downtown or OMSI. Kids have never been to downtown Portland, which is 10 miles away. That cultural exposure really makes an impact. The more of these after school and summer activites you have, the more that achievement gap narrows."

(Reynolds SD 7)

"We are dedicated to letting students and families see a future that's possible. We have programs specific for poverty that start in younger years and move throughout high school. Showing students they can become involved or part of the community. It's our job to educate. To provide socioemotional and self-regulation activities that allow a person to tap into their education and go beyond the K-12 system. That's something we believe strongly, and that's what we do to help poverty and break the cycle."

(Phoenix-Talent SD 4)

On a higher level, several districts felt very strongly about the importance of collaboration, shared responsibility, and teamwork when it came to planning, developing, and implementing programs and services for their students in poverty. Just like when students are present and in attendance in one district for an extended period of time (versus highly mobile students), the tenure of educators and district staff is an important consideration with respect to development and implementation of practices that demonstrate promising student outcomes. Districts that had sustainable leadership over time were able to build a district culture that empowered educators and staff to encompass their role and demonstrate proficiencies toward programming for students in poverty in their schools.

"If teachers choose to work in [this district], they've made the commitment to work with our students. We don't look at poverty as a deficit. We look at the positive and the assets these students bring to us. This is our main focus. We aren't shying away from this."

(Woodburn SD 103)

"Our hiring practice has really been trying to find folks that have a passion for students facing these types of obstacles. That's one of the proactive things that we can do. We're very clear about the culture and the expectations we have – this includes being involved in students' lives and not just closing the doors on them and going home. Moving beyond discipline and moving into mentorship, clubs, and coaching."

(Myrtle Point SD 41)

"There's a lot of teamwork and discussion that needs to be had to ensure that we're all working together to meet the needs of our students. Throughout the district, we have these kinds of challenges. We've worked really hard to make sure we meet those needs and can work as a team efficiently and very quickly. These are emergency situations. [Families] are parked in our parking lot and they're going to sleep in their car tonight if we don't do something about it."

(Ontario SD 8C)

"We're lucky that we have the support and vision of our superintendent. Her vision and her focus on school improvement. We certainly look at culturally responsive practices to forecast strategic resourcing for programs that may balloon in the future. You have to be close to the work. If you're close to the work, you'll see the patterns and trends, and there's a more immediate response. All of us work together. Number one is kids – that's our focus."

(Salem-Keizer SD 24J)

"We have a group that wants to work together. People are eager to learn and adapt and change things. These conversations feel good and empowering. How do we take these passionate conversations and give it to those teachers who are struggling everyday to make a difference with their individual students?"

(Corvallis SD 509J)

"We try to make sure our staff has a general awareness and empathy for kids that we serve. As we move forward, we continue adjusting. There's no silver bullet. Every change takes time. We talk about quality feedback for kids. Being a role model. Having a positive relationship. Understanding that when kids come to you, maybe all they need is a friend right now and not another assignment."

(North Lake SD 14)

A significant component impacting the overall success of collaboration, teamwork, and shared responsibility for improving achievement for students in poverty included a pointed and sustaining dedication to professional development (PD) and learning. This included the provision of adequate and appropriate resources and staff time during school hours to build knowledge, understanding, empathy, and socio-emotional approaches (e.g., trauma-informed) that best served their student population. District staff discussed several professional development methods focused on strategies for students in poverty that were gaining momentum in their schools, including brain-based training, poverty simulations, and trauma-informed and restorative justice practices. Given the relatively short Oregon school year, professional development is always weighed against possible loss in instructional time. Regardless of time spent, dedication toward building this type of internal capacity increased effective and positive collaborations between staff and among community leaders, but also helped establish a certain camaraderie, shared dedication, and inherent passion for supporting students in poverty to achieve both academic and life success.

A significant component impacting the overall success of collaboration, teamwork, and shared responsibility for improving achievement for students in poverty included a pointed and sustaining dedication to professional development (PD) and learning.

Dedication toward building internal capacity increased effective and positive collaborations between staff and among community leaders, but also helped establish a certain camaraderie, shared dedication, and inherent passion for supporting students in poverty to achieve both academic and life success.

"Staff development – my background is a trainer. I have years of experience working with different organizations. To give people that 'a-ha' moment. [But] you try to compact that down to a three-hour PD every month. To share with my staff what I've learned from these trainings. There's never enough time on staff development. We try to figure out how to get all this stuff done with staff on a minimal number of days."

(North Lake SD 14)

"There is a strong correlation between instructional practice and poverty. Each teacher needs to be aware of the changes they need to make to their lesson designs, thinking 'can I use this example?' [with students in poverty in mind]. These seem like little things, but teachers need to be aware that this is huge and needs to be culturally relevant."

(Woodburn SD 103)

"Most of our PD discussions are trauma-informed and mental health – how we can support kids. I'm finding now that instead of me going to do one presentation with the whole school, I have grade levels requesting me to come out and just talk to them about their particular needs. Instead of just raising awareness, it's now digging deeper – how can we connect kids and keep them connected?"

(Corvallis SD 509J)

"We've also done a lot of work in educating our staff, teachers, and the community as a whole. We put all of our staff through a [poverty] simulation. It was very intense, but it game them a chance to see the world through the eyes of someone in poverty. We were able to bridge a gap with the community so we're all addressing the same thing and discussing the same challenges both in school and out. It allowed staff to adapt to what our students bring from home – staff had the opportunity to reflect and make modifications as necessary."

(Ontario SD 8C)

"We think of poverty now as a form of trauma, and we've taken on a trauma-informed approach which has changed just about everything we do. Moving from traditional punitive approaches to using more positive language and being more proactive in our procedures. To help teach things that will help students attend and be more successful in school. Staff has to be 100% on board – they have to believe. The second part is providing support and training to show staff it's 100% what we need to do. The picture becomes clearer when paired with the research."

(Phoenix-Talent SD 4)

"We've done several things to help teach staff members to come to terms with not only the trauma they are witnessing in students but also their own traumas that are triggered by the population they deal with on a day-to-day basis. We've partnered with a community group – we've been working with them to help our staff build PD around the students they work and live with in their neighborhood. Trauma and poverty often go hand-in-hand."

(Reynolds SD 7)

"We believe it is best for our staff to not schedule professional learning during instructional time. We find other times so as not to impact instruction."

(Salem-Keizer SD 24J)

Discussion

A universal approach to budgeting does not exist statewide, and districts vary widely in their method depending on staffing capacity, district size, total funding, and overall student needs, among other key considerations. In this way, when districts estimate funds spent for students in poverty, this spending is likely confounded by a number of factors, including Title funding, changes in ADM year-to-year, FRL qualification percentages (based on U.S. Census poverty data), overlapping ADM weights between student characteristics, community-based partnerships and local funding sources, and other program costs that are universally applied, including Tier I interventions that are universally accessible and provided to all students (e.g., trauma-informed practices, restorative justice, more time for learning, professional development/training).

A universal approach to budgeting does not exist statewide, and districts vary widely in their method depending on staffing capacity, district size, total funding, and overall student needs, among other key considerations.

That being said, districts that reported use of additional accounting procedures to track expenditures that serve students in poverty tended to see a reduction in the gap in graduation rates between students identified as economically disadvantaged (ECD) and those not so identified (non-ECD). In other words, there is some evidence that better outcomes for students in poverty are correlated with districts that more closely tracked and accounted for their SSF poverty weight revenue. In follow-up interviews with select districts, several used very detailed accounting procedures to track additional expenditures for student programs serving those needs, but not necessarily to specifically account for the weight provided for students in poverty (due to its confounding nature). In other cases, this process provided the means by which district leaders and staff could sit down together and discuss how funds are allocated to specific programs serving students in poverty. This process, aside from any particularly detailed accounting procedure, was considered by district leaders as a beneficial process that initiated important conversations, built knowledge surrounding the development and implementation of programs and services, and further increased collaboration between staff specific to strategies for students in poverty at the district level.

That being said, districts that reported use of additional accounting procedures to track expenditures that serve students in poverty tended to see a reduction in the gap in graduation rates between students identified as economically disadvantaged (ECD) and those not so identified (non-ECD).

Another significant finding is that several key practices for students in poverty, as validated in the literature or as assumed in the definition of free and public education, are either not used by all districts uniformly, are wrapped into other budgetary line items, or are one of the first programs cut in response to budget reductions. For instance, reduced fee or "fair pay" practices for activities and extracurriculars were ranked as the most provided service, but only by 75.7% of responding districts. Similarly, although over 50% of responding districts indicated funding and implementing more time for learning strategies (before/after school programs and summer/extended year programs), these were also ranked as the first programs to be reduced or eliminated during lesser budget years. This is an important finding, as the phenomenon of "summer learning loss" has been documented for decades, including the positive effect size of summer school in terms of reading improvement for students in poverty (Cooper, 2000).

Another significant finding is that several key practices for students in poverty, as validated in the literature or as assumed in the definition of free and public education, are either not used by all districts uniformly, are wrapped into other budgetary line items, or are one of the first programs cut in response to budget reductions.

Perhaps most importantly, the correlation between district understanding of promising practices for students in poverty, the poverty spending ratio, and the ECD gap demonstrates that experience, knowledge, and expertise of district leadership matters. Districts that were confident in their understanding of key promising programs and services, and who often went above and beyond with respect to the development and implementation of adequate and appropriate supports for students in poverty, were most adept at reducing the poverty gap in student achievement. This finding was further reflected and validated in follow-up interviews with particular districts – those who felt anti-poverty programming was a systematic aspect of their everyday operations, who applied a holistic approach to serving students in poverty, and who assumed a level of shared responsibility across the district and within the community reported improved collective impact as well as increased student and parent engagement.

Districts that were confident in their understanding of key promising programs and services, and who often went above and beyond with respect to the development and implementation of adequate and appropriate supports for students in poverty, were most adept at reducing the poverty gap in student achievement.

Conclusions

The mechanism of future accountability or budgetary processes may not manifest in a new state system of district level line-item spending reports specific to SSF poverty weights.

The fundamental policy evaluation questions regarding the SSF poverty weight and the resulting data produced by this survey are nuanced and complex. The wide variation in school districts produced many different frames of reference, the level of data available and overall knowledge of programs differed among respondents, and the survey itself was fairly general and did not require detailed accounting of programs and costs. In addition, many respondents, as well as past participants in workgroups, have argued that both the poverty and other ADMw funding weights should be reconsidered in advance of any formalized attempt to tie revenue to expenditures. Notwithstanding all of these conditions, there remains a path for both the state and school districts to move forward to more positively affect the graduation rate and support students in poverty in navigating the education system.

The scope of this survey and report did not include any analysis of the weights. The wide variation of estimated spending and allocation of promising practices by Oregon districts for students in poverty with an associated wide variation in levels of success with respect to the graduation rates of students in poverty as found in this report, however, may warrant a closer look at the SSF poverty weight with respect to the use and provision of promising practices and services for students in poverty.

In this way, a possible opportunity exists for improved local budgetary and/or accounting processes for school districts. This is especially true if districts are actually under-spending for services to students in poverty, but may also prove useful for districts that are spending above the average to collectively attribute funding to particularly promising programs, address current gaps in student need, and determine the external funding (outside of SSF) and/or local and regional partnerships required to appropriately and adequately serve students in poverty in achieving success in a collaborative and sustainable manner.

However, the mechanism of future accountability or budgetary processes may not manifest in a new state system of district level line-item spending reports specific to SSF poverty weights. One limitation of the survey, and therefore the data, was its inability to capture specific anti-poverty programs and services that only reach those eligible for the additional SSF weight (as practices, programs, strategies, and/or services used or provided to students in poverty likely extend to all students in the district, regardless of poverty status). This limitation undoubtedly creates challenges for districts to tease out specific line-item funds dedicated solely to students in poverty. Similarly, the inability of districts to specifically identify and track students in poverty via FRL status highlights that district accountability for funds specific to programming for students in poverty is challenging at best. This survey limitation may therefore substantiate and account for disparities found between funds received and funds spent for certain districts. This may also indicate a need for increased knowledge of what constitutes an anti-poverty program or service at the district level, as well as what programs or services can truly be considered "promising" with respect to student achievement. In this way, our findings certainly warrant a closer examination into why such discrepancies exist and what processes or procedures might assist districts in closing both the funding and the

achievement gap.

As such, there are several outstanding questions that require a deeper analysis to help build promising accountability policy for programs aimed at improving achievement for students in poverty moving forward. SSF poverty weights above and beyond the 1.0 ADM per student are not distributed as a spending formula, but rather represent a funding formula – such funds are meant to bolster provision and use of programs and services that help improve student achievement with the highest need students in mind. It may therefore prove beneficial to account for student achievement via district identification and tracking of programmatic outcomes rather than line-item spending. Since poverty in particular tends to overlap with other student characteristics, tracking SSF program implementation instead of funding output will not only account for outcomes for students in poverty, but all students of higher need who would benefit from pointed supports. Accounting for how promising a program or service is at improving student outcomes for students of highest need is perhaps the first step toward building policy guidance regarding the provision and use of appropriate and adequate programming for students in poverty.

Accounting for how promising a program or service is at improving student outcomes for students of highest need is perhaps the first step toward building policy guidance regarding the provision and use of appropriate and adequate programming for students in poverty.

The findings regarding the category of more time for learning stood out from the poverty survey. This is a very popular practice in Oregon, and its ability to close gaps in academic gains between middle-class students and students in poverty is supported by research. It is also one of the programs frequently eliminated in the past when budgets were tight, suggesting that future budget cuts could further reduce these programs. Additionally, the survey and subsequent interviews validated the idea that professional learning makes a difference, especially when it is a district wide effort led by administrators and board members who are knowledgeable about poverty and promising practices in general and the specific conditions of the surrounding community in particular.

Recommendations under HB 4057 (2016)

Pursuant to the charge of the Oregon Department of Education (ODE) and Chief Education Office (CEdO) under House Bill 4057 (2016; see Appendix A) to provide a report related to students in poverty, ODE and the CEdO are required to report the total amounts allocated to each school district that receives an additional weight from the SSF under ORS 327.013 (1)(c)(A)(v)(I) for students who are in poverty families. It was also a requirement to recommend whether additional reports should be required and the information that should be collected for these reports, as well as make available information about any promising practices, programs, and services for students from poverty families that a school or school district may implement to serve those students.

Appendix C lists the total amounts allocated to each school district based on their poverty weight. The table also lists the districts Average Daily Membership (ADM) and their percentage of students in poverty as measured by the ODE.

With respect to a recommendation as to whether additional reports should be required of school districts, there is no evidence that reporting in itself would result in better outcomes. The complexity of poverty, its local character, and the many idiosyncratic ways that these services are integrated in a school district and across a community means that there is unlikely to be any single type of report or reporting design that would help every district improve. Therefore, we do not recommend a common statewide report from districts specific to the allocation of ADMw poverty weight revenue.

There is evidence, however, both from the district survey and from interviews, that improved student outcomes are evident among districts that internally and locally plan for and implement evidence-based programs that serve their specific students in poverty. Such planning was not necessarily connected to the revenue from the poverty weight explicitly, but instead was budgeted for with a keen eye to the provision and use of programs and services that help improve outcomes for students in poverty. In other words, a concerted effort by the state to help districts focus on the identification and implementation of promising practices that make sense in their own community context, as opposed to additional state reporting requirements to account separately for expenditures of the ADMw poverty weight revenue, would instead likely result in improved outcomes for students in poverty.

Consistent with this recommendation, the ODE and CEdO are positioned to collaborate with both state agency and external stakeholders to include existing budgeting and allocation practices in the design, construction, and piloting of programmatic models that districts could choose to implement. Note that this recommendation is separate from the SSF poverty weight: it is not about the adequacy, inadequacy, or accounting of expenditures. Rather, it is about identifying and budgeting to sustain programs and practices that serve district needs and support students of highest need in achieving their goals.

With respect to the promising practices in Oregon districts and schools, this report identifies promising practices most likely to be present across the state. This complete list will be posted on the ODE website along with contact information for stakeholders who are interested in implementing a given strategy. In addition, the CEdO has a statutory charge to work with the Quality Education Commission (QEC) "to identify best practices for school districts and the costs and benefits of the adoption of those best practices by school districts" (ORS 326, Section 1). Under this authority, the CEdO in coordination with ODE will request that the QEC become a formal partner in this work. One request will be to supplement the Quality Education Model (QEM) to more specifically model the costs of programs that serve students in poverty and provide a tool that districts can use with their own budget and student data to design and account for programs. This work should start with the practices that have the strongest research base (for example, more time for learning). In addition, the QEC can analyze impacts of year-to-year recalculation of the poverty weight and attendant revenue.

Other Actionable Findings

Beyond the charge of HB 4057 (2016), the research uncovered a set of more highly validated pathways for consideration and future research.

As districts develop their budgets, they can prioritize and support continued and expanded programs that extend learning time for their students. Regional and community partners can identify metrics in this area and sustain aligned activities that add summer school, after school, and other options to the local education system. Including culturally specific community organizations, whenever possible, would extend the reach and success of these programs to more groups of students in poverty. This finding echoes one of the two consensus conclusions of the Poverty Workgroup convened by the Chief Education Office (CEdO) in 2015: "Cross-sector anti-poverty approaches that include different agencies like Department of Human Services (DHS), Oregon Housing and Community Services (OHCS), and Oregon Health Authority (OHA) and regional initiatives like Coordinated Care Organizations, Early Learning Hubs, and Regional Achievement Collaboratives will be most effective at raising educational attainment and eliminating barriers for students from families in poverty."

Regional and community partners can identify metrics in this area and sustain aligned activities that add summer school, after school, and other options to the local education system.

Furthermore, regional and local community leaders can engage in ongoing professional learning opportunities that help set the foundation for sharing, aligning, and improving the collective efficacy in serving students in poverty and helping them navigate the often overlapping health, social service, and education systems. This is especially true for district leaders who have not lived these experiences themselves.

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APPENDIX A: HOUSE BILL 4057 (2016)

78th OREGON LEGISLATIVE ASSEMBLY--2016 Regular Session

Enrolled

House Bill 4057

Sponsored by Representatives WHISNANT, GALLEGOS, SPRENGER (Presession filed.)

CHAPTER .....

AN ACT

Relating to moneys allocated from the State School Fund for students from families in poverty; and declaring an emergency.

Be It Enacted by the People of the State of Oregon:

SECTION 1. (1) The Department of Education, in collaboration with the Chief Education Office, shall prepare a report related to students who are in poverty families.

(2) The report required under this section shall include:

(a) The total amounts allocated to each school district that receives an additional weight from the State School Fund under ORS 327.013 (1)(c)(A)(v)(I) for students who are in poverty families.

(b) Information provided by school districts under subsection (3) of this section that describes any promising practices, programs or services used or provided by the school district to improve student achievement for students who are in poverty families.

(c) A recommendation from the department and the office about whether additional reports should be required and the information that should be collected for those reports.

(3) For the purpose of collecting the information described in subsection (2)(b) of this section, the department shall prescribe a form to be returned to the department by every school district that receives an additional weight from the State School Fund under ORS 327.013 (1)(c)(A)(v)(I) for students who are in poverty families. The form shall include:

(a) A list of any promising practices, programs or services used or provided by the school district to improve student achievement for students who are in poverty families; and

(b) The opportunity for a school district to provide:

(A) A description of any promising practices, programs or services not listed in paragraph (a) of this subsection;

(B) The approximate cost of providing the promising practices, programs or services listed in paragraph (a) of this subsection or described in subparagraph (A) of this paragraph; and

(C) A description of any promising practices, programs or services that a school district would use or provide to improve student achievement for students in poverty families if the school district had additional funding, and the approximate amount of additional funding that the school district would need.

(4) No later than February 15, 2017, the department shall:

(a) Submit the report required under this section to the interim legislative committees related to education.

(b) Make available on the website of the department the report required under this section.

(c) Make available on the website of the department:

(A) Information about any promising practices, programs and services for students from poverty families that a school or school district may implement to serve those students; and

(B) When possible, contact information for the schools or school districts that have implemented promising practices, programs or services for students from poverty families that another school or school district may want to implement.

SECTION 2. Section 1 of this 2016 Act is repealed on June 30, 2017.

SECTION 3. This 2016 Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this 2016 Act takes effect on its passage.

Passed by House February 11, 2016

.....
Timothy G. Sekerak, Chief Clerk of House

.....
Tina Kotek, Speaker of House

Passed by Senate February 19, 2016

.....
Peter Courtney, President of Senate

Received by Governor:

.....M.,....., 2016

Approved:

.....M.,....., 2016

.....
Kate Brown, Governor

Filed in Office of Secretary of State:

.....M.,....., 2016

.....
Jeanne P. Atkins, Secretary of State

APPENDIX B: PRACTICES TO IMPROVE THE ACHIEVEMENT OF STUDENTS IN POVERTY SURVEY

CHIEF EDUCATION OFFICE

Practices to Improve the Achievement of Students in Poverty

HB 4057 directed the Oregon Department of Education (ODE), in collaboration with the Chief Education Office (CEdO), to prepare a report related to students who are in poverty families.

The one-time report required under this section will include:

1) Information provided by school districts that describes any promising practices, programs, or services used or provided by the school district to improve student achievement for students who are in poverty families.

2) The approximate cost of providing said promising practices, programs, or services.

3) A description of any promising practices, programs, or services a school district would use or provide if the school district had additional funding, and the approximate amount of additional funding that would be needed.

This survey was created to collect aforementioned information from every school district that receives an additional weight exclusively from the **State School Fund under ORS 327.013 (1)(c)(A)(v)(I)** for students who are in poverty families. Approximate costs should not include Federal Title funds This is a one-time survey. Please complete this survey by **Monday, October 3rd, 2016**.

* Tell us about yourself:

District Name:

Your Name:

Role / Title:

* 1. Which of the following promising anti-poverty practices, programs, services, and/or strategies has your school district used or provided during the **2015-2017 biennium** to improve student achievement specifically for students in poverty families?

- [ ] Early childhood education (i.e., preschool)
- [ ] Meal programs - universal free meal programs (providing meals for all students, regardless of poverty status)
- [ ] Meal programs - expanded meal programs (e.g., dinner, snack)

- [ ] More time for learning - summer enrichment programs
- [ ] More time for learning - after school programs
- [ ] More time for learning - weekend programs
- [ ] Attendance incentives - family stipends
- [ ] Attendance incentives - parent agreements or commitments/contracts
- [ ] Attendance incentives - public or community awareness campaigns
- [ ] Attendance incentives - wake-up or follow-up calls
- [ ] Reduced fee or "fair pay" for school activities and extracurriculars
- [ ] Family expense assistance or stipends
- [ ] Partnerships with community-based or local non-profit organizations (e.g., faith-based, YMCA, United Way, Big Brothers Big Sisters)
- [ ] Transportation assistance (e.g., bus passes, provision of additional buses/routes, stipends)
- [ ] Wrap-around services - laundry machine access
- [ ] Wrap-around services - food pantry
- [ ] Wrap-around services - provision of clothing (seasonal or otherwise)
- [ ] Wrap-around services - provision of backpacks or other school-related materials (e.g., notebooks, pencils, calculators)
- [ ] Wrap-around services - employment assistance
- [ ] Wrap-around services - housing assistance
- [ ] Healthcare - provision of school nurse
- [ ] Healthcare - counseling services
- [ ] Healthcare - implementation of a school-based health center (SBHC)
- [ ] Healthcare - contract with external provider(s) (e.g., dentist, optometrist, etc.)
- [ ] Staff assignment to high-poverty schools - administration
- [ ] Staff assignment to high-poverty schools - teachers
- [ ] Staff professional development specific to issues facing students in poverty families
- [ ] Translation of school or district communications in multiple languages
- [ ] Others (please describe):

* Please approximate the total **State School Funding** used to provide said promising practices, programs, services, and/or strategies per **2015 - 2017 biennium**:

* Does your district use any additional accounting procedures to track expenditures that serve students in poverty?

- ◯ Yes
- ◯ No

* 2. Please describe any promising practices, programs, services, and/or strategies that you once used or provided in your district that you no longer implement:

* 3. Please describe any barriers you see in implementing specific/targeted anti-poverty practices, programs, services, and/or strategies in your particular school district:

* 4. Do you feel you/your district has reached an understanding of key promising practices, programs, services, and/or strategies that are needed for students in poverty families to improve student achievement?

- ◯ Yes
- ◯ No

* 5. If your district had additional funding, what promising practices, programs, services, and/or strategies would you like to use or provide to improve student achievement for students in poverty families?

How much **State School Funding** would be needed to use or provide each promising practice? (A general idea of funding, or approximation of overall cost is okay.)

For example:

After school tutoring program - $20,000

Extra buses for after school programming (i.e., tutoring, clubs, sports) - $15,000

Additional counselor to provide mental health services - $75,000

APPENDIX C: ALLOCATIONS TO EACH OREGON SCHOOL DISTRICT THAT RECEIVES AN ADDITIONAL WEIGHT (ADMW) FROM THE STATE SCHOOL FUND (SSF) FOR STUDENTS IN POVERTY

Adjusted Daily Membership, Percent of Students in Poverty, and Formula Revenue from the Poverty Weight for Oregon School Districts, 2014-15 (Oregon Department of Education)

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Baker SD 5J	2,341.9	20.2%	$831,278
Huntington SD 16J	59.8	30.0%	$30,563
Burnt River SD 30J	34.0	25.6%	$15,352
Pine Eagle SD 61	173.6	23.8%	$71,384
Monroe SD 1J	418.9	22.2%	$162,137
Alsea SD 7J	162.0	15.4%	$43,288
Philomath SD 17J	1,532.5	11.3%	$302,580
Corvallis SD 509J	6,320.6	14.0%	$1,543,529
West Linn-Wilsonville SD 3J	8,876.0	6.1%	$946,910
Lake Oswego SD 7J	6,668.3	5.3%	$622,900
North Clackamas SD 12	16,556.7	9.7%	$2,829,537
Molalla River SD 35	2,572.0	9.3%	$413,255
Oregon Trail SD 46	4,131.3	9.1%	$658,876
Colton SD 53	598.3	6.9%	$72,470
Oregon City SD 62	7,790.2	9.0%	$1,221,985
Canby SD 86	4,476.9	12.9%	$1,018,109
Estacada SD 108	2,726.6	8.4%	$399,473
Gladstone SD 115	2,099.8	10.4%	$379,459
Astoria SD 1	1,762.6	20.5%	$632,620
Jewell SD 8	127.2	13.3%	$29,100
Seaside SD 10	1,465.3	21.0%	$554,648
Warrenton-Hammond SD 30	898.8	26.3%	$405,262
Scappoose SD 1J	2,227.1	12.5%	$485,534

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Clatskanie SD 6J	651.2	16.2%	$180,787
Rainier SD 13	921.9	11.2%	$180,979
Vernonia SD 47J	549.2	16.4%	$159,342
St Helens SD 502	3,007.0	15.2%	$803,383
Coquille SD 8	831.5	18.1%	$260,433
Coos Bay SD 9	2,901.8	26.0%	$1,315,624
North Bend SD 13	4,027.8	11.8%	$819,641
Powers SD 31	121.2	26.4%	$55,353
Myrtle Point SD 41	604.2	35.6%	$372,016
Bandon SD 54	704.1	16.8%	$206,974
Crook County SD	3,184.2	23.0%	$1,276,798
Central Curry SD 1	461.8	22.8%	$184,454
Port Orford-Langlois SD 2CJ	195.9	55.1%	$192,220
Brookings-Harbor SD 17C	1,495.7	20.2%	$529,423
Bend-LaPine Administrative SD 1	16,462.9	14.5%	$4,173,223
Redmond SD 2J	6,913.3	25.0%	$3,004,376
Sisters SD 6	1,068.0	11.7%	$220,881
Oakland SD 1	498.3	30.3%	$263,290
Douglas County SD 4	5,706.6	20.6%	$2,061,472
Glide SD 12	638.9	23.6%	$271,173
Douglas County SD 15	163.8	24.3%	$69,177
South Umpqua SD 19	1,400.2	28.0%	$684,193
Camas Valley SD 21J	196.9	29.0%	$99,238
North Douglas SD 22	302.0	18.7%	$99,816
Yoncalla SD 32	285.1	28.5%	$140,647
Elkton SD 34	452.8	5.5%	$43,269

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Riddle SD 70	361.7	32.8%	$207,825
Glendale SD 77	318.4	25.3%	$145,361
Reedsport SD 105	593.3	26.4%	$277,596
Winston-Dillard SD 116	1,341.9	21.1%	$499,587
Sutherlin SD 130	1,256.8	24.0%	$532,305
Arlington SD 3	135.6	26.5%	$64,519
Condon SD 25J	123.3	9.6%	$21,217
John Day SD 3	558.6	26.9%	$265,309
Prairie City SD 4	135.8	27.2%	$64,226
Monument SD 8	57.8	20.3%	$20,333
Dayville SD 16J	50.7	31.6%	$28,092
Long Creek SD 17	27.9	19.6%	$9,765
Harney County SD 3	781.3	22.5%	$315,117
Harney County SD 4	49.7	25.7%	$22,498
Pine Creek SD 5	4.5	36.4%	$3,045
Diamond SD 7	11.1	33.4%	$6,422
Suntex SD 10	14.0	21.4%	$5,163
Drewsey SD 13	5.4	18.8%	$2,032
Frenchglen SD 16	126.2	2.4%	$5,320
Double O SD 28	2.0	33.5%	$1,114
South Harney SD 33	11.3	41.2%	$7,715
Harney County Union High SD 1J	52.2	31.2%	$28,319
Hood River County SD	3,911.7	18.2%	$1,253,380
Phoenix-Talent SD 4	2,602.5	24.6%	$1,116,204
Ashland SD 5	2,658.0	21.7%	$1,008,940
Central Point SD 6	4,259.1	18.5%	$1,375,347

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Eagle Point SD 9	3,814.8	27.5%	$1,820,281
Rogue River SD 35	859.4	28.5%	$423,570
Prospect SD 59	234.7	13.2%	$52,746
Butte Falls SD 91	147.3	18.8%	$47,727
Pinehurst SD 94	32.5	15.4%	$8,701
Medford SD 549C	12,940.7	23.4%	$5,250,953
Culver SD 4	652.4	34.0%	$388,530
Ashwood SD 8	5.8	44.5%	$4,281
Black Butte SD 41	31.0	19.3%	$10,868
Jefferson County SD 509J	2,775.2	29.3%	$1,398,774
Grants Pass SD 7	5,656.0	23.4%	$2,324,854
Three Rivers/Josephine Co. SD	4,580.5	23.7%	$1,900,544
Klamath Falls City Schools	3,101.1	31.3%	$1,689,055
Klamath County SD	6,042.5	21.4%	$2,256,043
Lake County SD 7	725.5	25.8%	$324,992
Paisley SD 11	204.9	12.2%	$42,426
North Lake SD 14	210.4	16.0%	$58,518
Plush SD 18	2.0	25.0%	$841
Adel SD 21	14.0	21.5%	$5,366
Pleasant Hill SD 1	930.2	14.1%	$231,511
Eugene SD 4J	16,160.2	16.4%	$4,612,492
Springfield SD 19	10,377.6	23.9%	$4,329,231
Fern Ridge SD 28J	1,405.2	17.4%	$426,151
Mapleton SD 32	143.8	29.6%	$72,809
Creswell SD 40	1,217.4	15.4%	$325,505
South Lane SD 45J3	2,695.3	21.2%	$1,003,654

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Bethel SD 52	5,349.6	24.3%	$2,250,536
Crow-Applegate-Lorane SD 66	263.1	25.6%	$115,242
McKenzie SD 68	212.2	35.3%	$129,367
Junction City SD 69	1,614.6	17.6%	$493,080
Lowell SD 71	336.4	19.3%	$110,143
Oakridge SD 76	506.1	39.5%	$348,740
Marcola SD 79J	214.9	16.0%	$59,039
Blachly SD 90	223.6	12.5%	$49,153
Siuslaw SD 97J	1,311.5	27.3%	$624,238
Lincoln County SD	5,012.1	28.8%	$2,483,328
Harrisburg SD 7J	827.1	16.7%	$236,683
Greater Albany Public SD 8J	8,993.5	22.4%	$3,504,601
Lebanon Community SD 9	4,100.3	22.3%	$1,572,220
Sweet Home SD 55	2,246.3	23.8%	$929,212
Scio SD 95	4,407.0	2.0%	$146,611
Santiam Canyon SD 129J	504.5	15.3%	$136,262
Central Linn SD 552	623.4	16.9%	$179,218
Jordan Valley SD 3	70.6	21.1%	$25,372
Ontario SD 8C	2,470.8	39.2%	$1,686,067
Juntura SD 12	9.4	40.0%	$6,179
Nyssa SD 26	1,094.6	25.7%	$492,848
Annex SD 29	80.4	22.4%	$32,162
Malheur County SD 51	5.1	25.1%	$2,233
Adrian SD 61	256.8	18.3%	$85,281
Harper SD 66	93.5	19.3%	$32,699
Arock SD 81	12.0	41.7%	$8,629

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Vale SD 84	901.8	29.9%	$478,528
Gervais SD 1	1,008.9	23.0%	$410,488
Silver Falls SD 4J	3,631.7	18.1%	$1,154,489
Cascade SD 5	2,137.4	13.7%	$513,843
Jefferson SD 14J	828.4	28.3%	$408,249
North Marion SD 15	1,883.7	18.8%	$614,538
Salem-Keizer SD 24J	38,638.1	25.3%	$17,017,866
North Santiam SD 29J	2,199.3	16.4%	$620,322
St Paul SD 45	245.3	13.1%	$55,188
Mt Angel SD 91	657.8	16.1%	$184,091
Woodburn SD 103	5,452.0	37.2%	$3,511,023
Morrow SD 1	2,083.9	23.0%	$841,250
Portland SD 1J	45,329.6	16.8%	$13,213,312
Parkrose SD 3	3,207.1	26.2%	$1,466,922
Reynolds SD 7	11,013.2	29.9%	$5,716,230
Gresham-Barlow SD 10J	11,642.6	18.0%	$3,670,757
Centennial SD 28J	6,012.6	24.5%	$2,572,607
Corbett SD 39	1,270.7	8.7%	$187,132
David Douglas SD 40	10,429.5	34.0%	$6,188,151
Riverdale SD 51J	435.9	7.9%	$61,209
Dallas SD 2	3,052.0	18.1%	$962,399
Central SD 13J	3,000.3	23.3%	$1,216,422
Perrydale SD 21	303.5	9.6%	$50,554
Falls City SD 57	139.7	26.0%	$60,357
Sherman County SD	242.0	20.7%	$85,895
Tillamook SD 9	1,950.3	23.1%	$777,622

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Neah-Kah-Nie SD 56	712.8	24.6%	$308,250
Nestucca Valley SD 101J	455.5	17.7%	$144,900
Helix SD 1	171.7	15.1%	$44,473
Pilot Rock SD 2	355.4	12.8%	$80,240
Echo SD 5	238.2	29.0%	$117,229
Umatilla SD 6R	1,332.6	15.7%	$365,929
Milton-Freewater Unified SD 7	1,680.3	23.1%	$684,469
Hermiston SD 8	5,015.5	18.2%	$1,576,902
Pendleton SD 16	3,074.6	16.3%	$885,174
Athena-Weston SD 29RJ	550.7	20.0%	$195,947
Stanfield SD 61	479.3	13.2%	$108,974
Ukiah SD 80R	42.8	20.4%	$15,891
La Grande SD 1	2,078.6	24.2%	$879,549
Union SD 5	335.3	16.9%	$99,740
North Powder SD 8J	269.3	16.0%	$76,527
Imbler SD 11	307.7	7.8%	$42,859
Cove SD 15	256.4	13.0%	$59,527
Elgin SD 23	362.3	16.5%	$107,027
Joseph SD 6	215.0	38.9%	$145,805
Wallowa SD 12	217.9	17.5%	$66,602
Enterprise SD 21	370.5	17.8%	$117,901
Troy SD 54	3.5	0.0%	$0
South Wasco County SD 1	212.3	18.1%	$69,188
Dufur SD 29	273.9	21.5%	$102,715
Hillsboro SD 1J	19,916.6	13.1%	$4,529,774
Banks SD 13	1,078.9	8.6%	$159,428

District	ADMr	% of Students in Poverty	Formula Revenue for Poverty Weight
Forest Grove SD 15	5,826.8	16.2%	$1,639,223
Tigard-Tualatin SD 23J	12,057.5	13.3%	$2,810,089
Beaverton SD 48J	38,123.7	10.8%	$7,208,769
Sherwood SD 88J	5,022.5	7.7%	$671,634
Gaston SD 511J	584.7	15.9%	$160,383
Spray SD 1	43.3	32.3%	$25,484
Fossil SD 21J	242.6	15.7%	$68,177
Mitchell SD 55	66.0	13.6%	$15,226
Yamhill Carlton SD 1	1,087.9	8.4%	$158,524
Amity SD 4J	865.7	12.5%	$188,073
Dayton SD 8	935.4	15.9%	$261,654
Newberg SD 29J	4,881.4	12.4%	$1,060,340
Willamina SD 30J	796.1	17.3%	$237,896
McMinnville SD 40	6,302.6	20.7%	$2,284,492
Sheridan SD 48J	1,022.0	20.3%	$354,407
Knappa SD 4	462.2	16.2%	$128,111
Ione SD R2	202.4	5.9%	$21,002
North Wasco County SD 21	2,928.4	22.4%	$1,140,863
All Districts	542,172.5	18.5%	$174,833,560