



DATE: December 6, 2012

TO: Board of Education

Appendix OOO-6-10
December 17, 2012

FROM: Jane Belmore, Superintendent

RE: Open Enrollment Leavers Report, 2012-13

I. Introduction

A. Title/topic: Report on Open Enrollment to other districts

B. Presenter/contact person:

Andrew Statz, CIO

Bo McCready, Data Researcher

C. Background information: Under Open Enrollment, students may transfer into an MMSD school from another district or transfer out to another district – “enterers” versus “leavers.” This report focuses primarily on Open Enrollment leavers. We also discuss the net effect of Open Enrollment, or the number of leavers minus the number of enterers. This report does not discuss students attending private/parochial schools or home schooled students.

For each attachment, references to six or fewer students are suppressed (indicated by SPR) to protect student privacy and prevent identification of individual students through public documents. For any board member who wishes to see un-suppressed data, we can provide that data on an individual basis.

D. BOE action requested: Review and acceptance of this report

II. Summary of Current Information

A. Summary: For the 2012-13 school year, MMSD has 1041 leavers and 281 enterers for a net enrollment decrease of 760 students due to open enrollment.

Of the 1041 leavers for 2012-13, 663 were “continuing leavers” who open enrolled outside of the District in previous years. The other 378 leavers left MMSD for the first time this year.

The increasing number of total leavers in recent years results from many consecutive years of increases in first-time leavers who subsequently become continuing leavers.

First time leavers increased from 333 to 378 from 2011-12 to 2012-13.

About 40% of the MMSD residents who open enroll outside of the district for the first time never attended MMSD and could be considered “stayers” for other districts.

A 2009 survey of open enrollment leavers showed that personal preference led to about one third of the decisions to leave, including concerns about safety, drugs and negative peer pressure. Proximity to other districts' schools accounts for about a quarter of the reasons for attending another district. About a quarter were related to curricular, after school or virtual programs.

Analysis:

HOW MANY STUDENTS ARE LEAVERS? For the 2012-13 school year, MMSD has 1041 leavers and 281 enterers for a net enrollment decrease of 760 students. The figures for leavers, enterers, and the net effect of open enrollment are all at all-time highs.

Attachment 1 – Open Enrollment History contains a chart illustrating the number of leavers and enterers from 2000-01 through 2012-13. The number of leavers has grown since the 2000-01 school year and continues to increase exponentially. In 2000-01, MMSD had 90 leavers. By 2006-07, MMSD had 243 leavers. This year, MMSD has 1041 leavers, an increase of 128 over 2012-13.

Wisconsin's open enrollment law took effect in 1998-99, when MMSD had fewer than 20 leavers.

The number of leavers increased by almost 50% from 2007-08 to 2008-09, the largest percent increase since at least 2000-01. Before 2008-09, state law regarding open enrollment directed districts to deny transfers if they changed the racial/ethnic composition of the school. Madison followed this approach and denied many transfer requests. After a court case, this practice stopped and a larger number of requests to leave were granted. This change in practice explains the percent increase for 2008-09.

Because MMSD's enrollment has remained fairly stable during this time, net Open Enrollment as a percent of total enrollment has increased from 0.56% in 2000-01 to 4.88% in 2012-13.

The ratio of enterers to leavers has declined from its high in 2004-05 and 2005-06. During these years, about one student entered the district for every 1.25 students who left. In 2012-13, about one student entered the district for every four who left.

The advent of 4K has contributed to the recent growth in leavers. For 2012-13, 72 of the 1041 open enrollment leavers were at the 4K level.

CONTINUING VERSUS FIRST-TIME LEAVERS. The total number of leavers is a combination of those students that have attended another district in previous years and those that are attending another district for the first time. Attachment 2 – Continuing versus First-Time Open Enrollment Leavers, 2006 to 2013 contains a chart comparing the number of continuing leavers to first-time leavers.

Of the 1041 leavers for 2012-13, 663 are continuing leavers and 378 left MMSD for the first time. The number of continuing leavers is about 64% of the total number of leavers.

Of the 378 first time leavers, 134 are 4K and Kindergarten students. Many of these students have had little or no contact with MMSD services but leave for another district. These students' reasons for leaving are worthy of further examination.

WHO IS THE TYPICAL LEAVER? Because many of the 1,041 students leaving MMSD have never been MMSD students, our data on open enrollment leavers is incomplete and missing characteristics such as current English Language Learner (ELL) and free or reduced lunch status. However, the following table compares the racial characteristics of open enrollment leavers for whom we have data against the overall composition of MMSD for 2012-13.

	Open Enrollment Leavers	Current K-12 Enrollment (2012-13)
White	69.6%	45.0%
Black	8.9%	18.9%
Hispanic	8.9%	18.3%
Asian	5.8%	9.3%
Two or more races	5.5%	8.0%

LEAVERS VERSUS “STAYERS”. Not all first-time open enrollment leavers should be considered students “lost” by the district. Many of these students staying in a district they have always attended but living in Madison for the first time. A common example is a family that lives in another district where their child also attends school. The family then moves to Madison but keeps their child enrolled in their original district.

“Non MMSD” refers to students who did not attend an MMSD school during 2011-12. “MMSD” includes students who attended an MMSD school during 2011-12 as well as incoming 4K and Kindergarten students because even though they have never attended an MMSD school, they normally would enroll in MMSD and had no connection with another district before choosing to leave MMSD. For 2012-13, 227 of 378 first time open enrollment leavers were MMSD students during 2011-12 or should have attended 4K or Kindergarten in MMSD. The other 151 students did not attend an MMSD school during 2011-12.

WHERE ARE THEY LEAVING FROM? Attachment 4 – Open Enrollment Leavers by MMSD School and Grade features two tables. One shows the number of leavers by the MMSD school they would attend if they remained in MMSD. Among MMSD high schools, Memorial and La Follette have the highest number of leavers, at 134 and 121, respectively. Among MMSD middle schools, Toki and Sennett have the highest number of leavers, with 48 and 46 respectively. Among MMSD elementary schools, Glendale and Leopold have the highest number of leavers, with 81 and 67, respectively.

LEAVERS BY GEOGRAPHIC LOCATION. Attachment 5 – Open Enrollment Leavers 2012-13 is a map of the number of leavers by MMSD planning area. The size of the circle in each planning area represents the number of leavers from that area. It does not represent the location of the leaver or any specific address.

The most obvious cluster of leavers is in the southeastern part of Madison, concentrated around housing developments that are extremely close to McFarland schools. Significant clusters also can be observed in southwestern neighborhoods close to Verona and northwestern neighborhoods close to Middleton. Very few leavers reside in the near east or near west portions of Madison.

WHERE ARE THEY GOING? Attachment 6 is a list of districts that MMSD leavers attend. From this attachment and Attachment 5, it is clear that leavers overwhelmingly attend districts that are geographically close to Madison and that most leavers come from neighborhoods on the periphery of the City of Madison.

The most common destinations for open enrollment leavers are Monona Grove with 231, Verona with 228, and McFarland with 205. Students leave MMSD to enroll in districts as far away as Appleton and Northern Ozaukee, largely driven by virtual school offerings. McFarland also has a large virtual school program. In total, we estimate that 102 students left MMSD to attend virtual schools, with the largest number attending virtual school offerings from McFarland (45), Northern Ozaukee (23), and Waukesha (11).

WHY ARE THEY LEAVING? Decisions to attend a district other than MMSD are driven by proximity, preference, perception and programs. These reasons are commonly cited among open enrollment leavers from any district.

Many of MMSD's leavers likely are driven by proximity to other districts' schools. This is especially true for clusters of leavers in certain geographic areas. For example, most leavers from Glendale Elementary, Sennett Middle, and La Follette High attend McFarland schools, which are closer to many housing developments on the southeast side of Madison. Most leavers from Chavez Elementary attend Verona schools and a majority of leavers from Kennedy Elementary attend Monona Grove schools, decisions that are easily explained by geographic proximity.

Among high school leavers, the close proximity between La Follette High and Monona Grove likely contributes to exit from La Follette. Memorial High is close to Middleton and bus service is available, and some neighborhoods that fall within the Memorial attendance area are very close to Verona as well. On the other hand, East and West High are not close to neighboring districts, which could explain why these two schools have much lower numbers of open enrollment leavers.

FISCAL IMPACT OF LEAVERS. For the 2013 fiscal year (the 2012-13 school year), the amount of state aid transferred to other districts through open enrollment totals about \$5.4 million.

Fiscal Year	Open Enrollment Leavers Expense
2006	\$1,283,393
2007	\$1,494,556
2008	\$1,941,921
2009	\$2,901,883
2010	\$3,959,737
2011	\$5,071,592
2012	\$5,532,301
2013	\$5,403,733

The amount of state aid for leavers going to other districts has increased more than fourfold since 2005-06. Although the number of net open enrollment leavers has increased since 2011-12, the total amount of aid going to other districts has decreased because the amount per leaver has decreased from \$6,867 to \$6,445.

Although the fiscal impact of leavers technically is recorded as an expense, it actually represents an amount of state aid that is paid to another district. This fiscal impact is offset partially by a similar payment to MMSD for students open enrolling into MMSD from other districts. For 2012-13, this budgeted revenue is \$1,463,410. As a result, the net fiscal impact of open enrollment is just below \$4 million for 2012-13.

PROJECTIONS FOR NEXT SCHOOL YEAR. Based on a linear growth function calculated using open enrollment data from 2010-11 through 2012-13, we project MMSD to have approximately 1175 open enrollment leavers and approximately 330 open enrollment enterers for 2013-14, for a net open enrollment effect of about 845 students. However, the open enrollment process is subject to many external factors, so this projection is highly uncertain.

UPDATE ON ONGOING STRATEGIES. We would also like to update the Board on several ongoing strategies that we believe will help curb open enrollment.

Virtual offerings: One of the reasons students leave MMSD is because of virtual offerings available through other school districts. We estimate the number and destinations of open enrollment leavers due to virtual offerings as follows:

McFarland	45
Appleton	8
Grantsburg	4
Hayward	2
Merrill	1
Monroe	8
No. Ozaukee	23
Waukesha	11
TOTAL	102

Based on the suggestion by a Board member to explore the expansion of MMSD’s online learning options, a group of stakeholders convened to discuss the expansion of Madison Virtual Campus.

The group has discussed methods of expanding the current program, possible target audiences, and strategies to support expansion. It spent time learning the structure of the current program and the costs associated with the program. The group also identified several reasons for expansion.

The group is delivering a formal update to present to the Board of Education in December. The report will include its findings, clarifying questions and recommendations for expansion.

Communications Plan: We have developed an overall District communication and engagement plan for parents, staff, students and community. The following are some of the initiatives included in the plan:

Website: Understanding that online research may be the first step in families making decisions school, we are now in the RFP process for a redesign of our website. Our goal will be to hone the website as a customer focused tool to share more positive stories, more

profiles of students and more of the progress being in our schools. We'll do that through improved navigation, design and content on the site.

Family Newsletter: Since the summer of 2012, we have shared positive news and information about major issues every two weeks. The newsletter helps keep families connected to the district and the positive things going on in their child's school.

Civic leader emails: Similarly with community leaders, we continue to share timely updates and positive stories through messages to community leaders.

Attendance area liaisons: By assigning a Community Engagement staff member to each high school attendance area, we now provide a resource for schools and a channel for positive stories that can then be disseminated through news media, our website, social media, newsletters and other channels.

Engaging with individual schools: We are exploring the idea of working directly with schools that have seen significant leavers in order to develop a more school-specific strategy. This would include work with parent organizations and staff.

Gathering data: In order to target our strategies more effectively, the Board could consider additional funding for a combination of focus groups and surveys of leavers as well as enterers as part of the budget process.

Perceptions of school environment: Gallup Student Poll results for the 2012-13 school year were available in November, and a work group of staff from Research & Evaluation, Community Engagement and Public Information, The Coordinator or School Security Services, and the Chief Diversity Officer will meet to review results around student safety concerns. These results may provide insight as to which MMSD schools have concerns about safety. These results can inform plans to both address student safety as well as the perception of safety at these locations.

POSSIBLE FOCUSING OF FUTURE EFFORTS. The total open enrollment leaver count for 2012-13 is 1,041. Of these, 378 or 36% are first-time leavers. Looking only at first-time MMSD leavers, there are 227 or 22%. Looking only at first-time MMSD leavers that are in 4K and Kindergarten, there are 129 or 12%.

Because a student is counted as an open enrollment leaver for every school year he or she is not enrolled at MMSD, focusing on the first-time MMSD leavers in 4K and Kindergarten will pay the biggest long-term dividends. It also represents the greatest leverage point because it is hard to compete with personal preference among non-MMSD leavers (like those families who are opting to keep their children with the same group of friends after moving to Madison).

B. Recommendations and/or alternative recommendation(s): It is recommended that the Board accept this report regarding Open Enrollment Leavers.

C. Link to supporting detail: N/A

III. Implications

A. Budget: N/A

B. Strategic Plan: N/A

C. Equity Plan: N/A

D. Implications for other aspects of the organization: N/A

IV. Supporting Documentation

A. Attachment 1 – Open Enrollment History

B. Attachment 2 – Continuing versus First-Time Open Enrollment Leavers, 2006-2013

C. Attachment 3 – MMSD/Non MMSD Open Enrollment Leavers, 2007-2013

D. Attachment 4 – Open Enrollment Leavers by MMSD School and Grade

E. Attachment 5 – Open Enrollment Leavers 2012-13 (map)

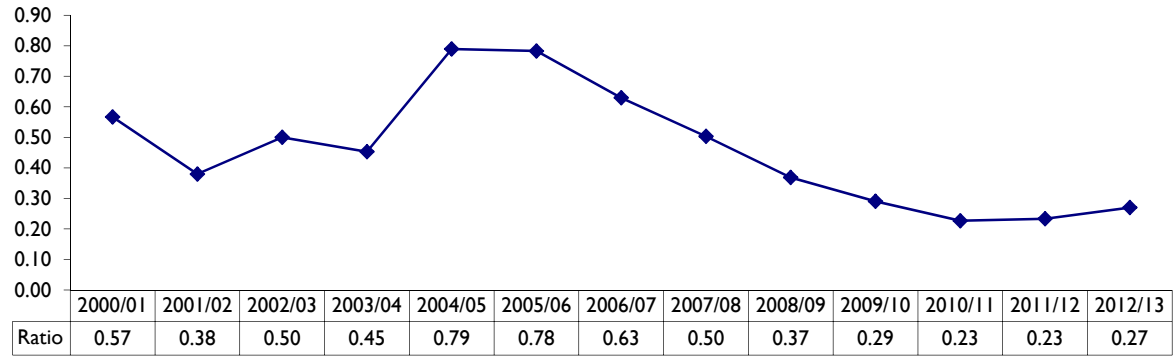
F. Attachment 6 – Open Enrollment Leavers by MMSD Grade and Destination District

G. Attachment 7 – Pie Chart of Open Enrollment Leavers by Type

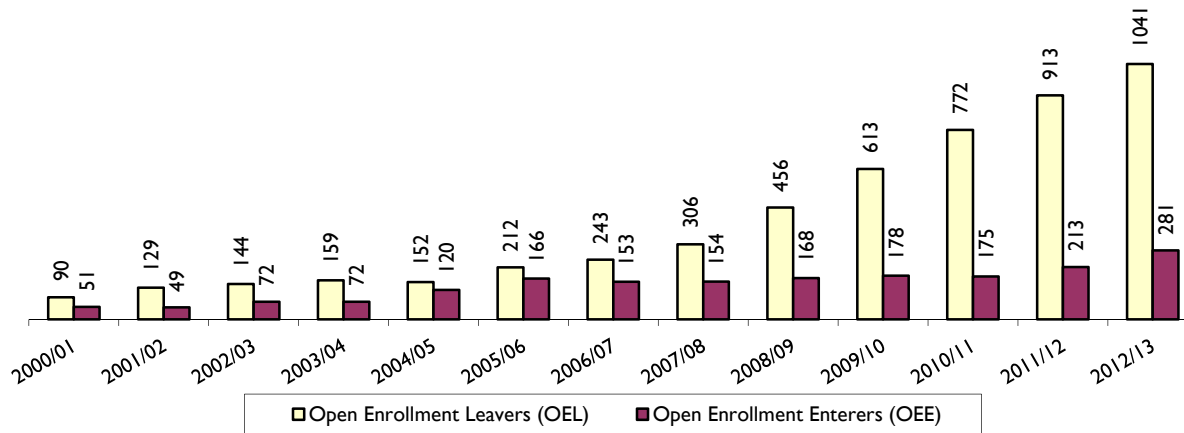
Year	Open Enrollment Leavers (OEL)	Open Enrollment Enterers (OEE)	Total	Net (Enterers - Leavers)	Ratio of OEE to OEL	3rd Fri Sept Enrollment	OEL as % of Enrollment	OEE as % of Enrollment	Total OE as % of Enrollment
2000/01	90	51	141	-39	0.57	25,087	0.36%	0.20%	0.56%
2001/02	129	49	178	-80	0.38	24,893	0.52%	0.20%	0.72%
2002/03	144	72	216	-72	0.50	24,961	0.58%	0.29%	0.87%
2003/04	159	72	231	-87	0.45	24,888	0.64%	0.29%	0.93%
2004/05	152	120	272	-32	0.79	24,710	0.62%	0.49%	1.10%
2005/06	212	166	378	-46	0.78	24,490	0.87%	0.68%	1.54%
2006/07	243	153	396	-90	0.63	24,576	0.99%	0.62%	1.61%
2007/08	306	154	460	-152	0.50	24,543	1.25%	0.63%	1.87%
2008/09	456	168	624	-288	0.37	24,496	1.86%	0.69%	2.55%
2009/10	613	178	791	-435	0.29	24,622	2.49%	0.72%	3.21%
2010/11	772	175	947	-597	0.23	24,796	3.11%	0.71%	3.82%
2011/12	913	213	1126	-700	0.23	26,833	3.40%	0.79%	4.20%
2012/13	1041	281	1322	-760	0.27	27095	3.84%	1.04%	4.88%

Attachment #1: Open Enrollment History

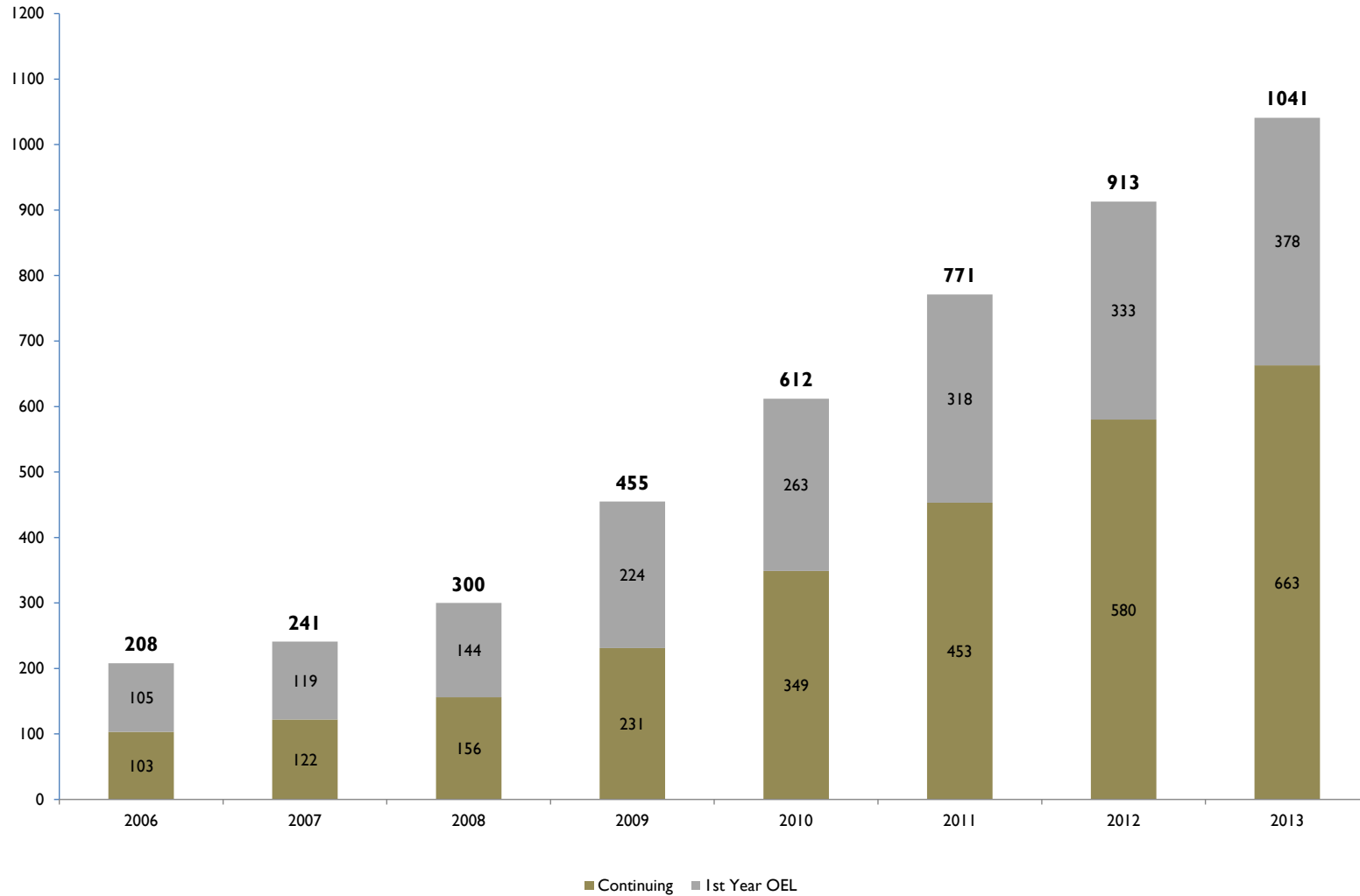
Ratio of MMSD Open Enrollment Entersers to Leavers



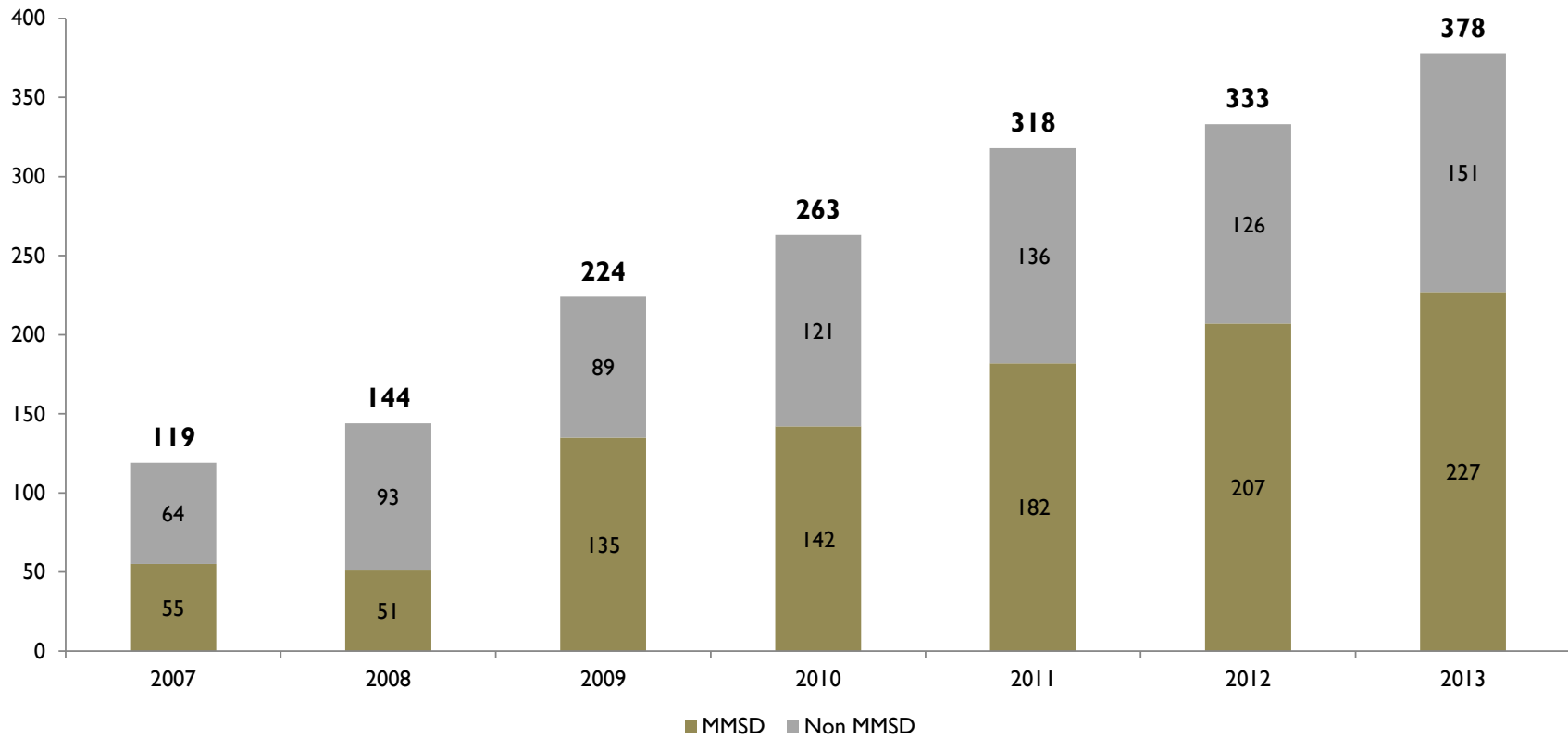
MMSD Open Enrollment Entersers and Leavers



Continuing versus First-Time Open Enrollment Leavers 2006-2013



MMSD vs. Non-MMSD First-Time Leavers

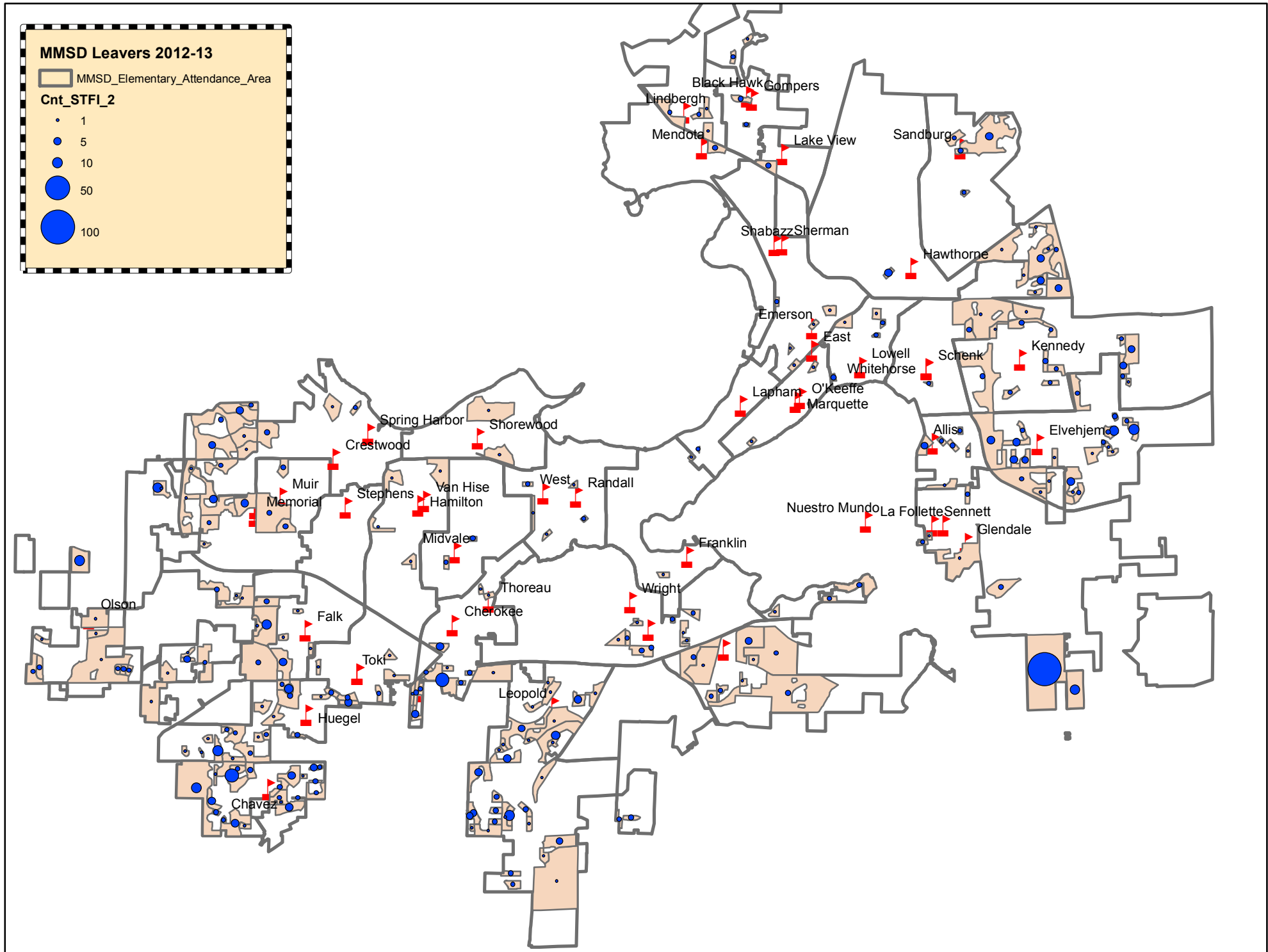


Attachment #4: Total Open Enrollment Leavers by School and Grade

Attendance Area	4K	KG	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL	3rd Friday Enrollment	% of Enrollment
Allis Elementary	SPR	8	7	SPR	SPR	SPR	SPR								35	431	8.1%
Chavez Elementary	SPR	10	SPR	SPR	SPR	SPR	SPR								34	698	4.9%
Crestwood Elementary	SPR	SPR		SPR	SPR										7	418	1.7%
Elvehjem Elementary	9	7	SPR	SPR	SPR	SPR	SPR								40	511	7.8%
Emerson Elementary					SPR	SPR									SPR	416	0.5%
Falk Elementary	SPR	SPR	SPR	8	SPR	SPR	SPR								26	371	7.0%
Franklin Elementary			SPR		SPR		SPR								SPR	425	0.9%
Glendale Elementary	13	15	14	15	10	8	8								83	475	17.5%
Gompers Elementary	SPR	SPR	SPR		SPR		SPR								15	269	5.6%
Hawthorne Elementary	SPR	SPR	SPR	SPR	SPR	SPR	SPR								17	407	4.2%
Huegel Elementary		8	SPR	SPR	SPR	SPR									16	480	3.3%
Kennedy Elementary	SPR	10	SPR	SPR	SPR	SPR	SPR								34	585	5.8%
Lake View Elementary	SPR		SPR	SPR	SPR		SPR								8	253	3.2%
Lapham Elementary	SPR	SPR													SPR	308	0.6%
Leopold Elementary	7	13	9	12	10	SPR	SPR								67	656	10.2%
Lincoln Elementary	SPR	SPR													SPR	397	0.5%
Lindbergh Elementary	SPR	SPR	SPR	SPR	SPR		SPR								13	237	5.5%
Lowell Elementary	SPR	SPR	SPR				SPR								SPR	366	1.1%
Marquette Elementary															0	241	0.0%
Mendota Elementary	SPR	SPR	SPR	SPR											13	357	3.6%
Midvale Elementary		SPR		SPR	SPR		SPR								SPR	439	0.9%
Muir Elementary		SPR		SPR	SPR										SPR	487	0.6%
Olson Elementary	SPR		SPR	SPR			SPR	SPR							10	511	2.0%
Orchard Ridge Elementary			SPR		SPR	SPR									SPR	360	1.7%
Randall Elementary								SPR							SPR	388	0.3%
Sandburg Elementary	SPR	SPR	SPR	SPR	SPR	SPR	SPR								15	395	3.8%
Schenk Elementary	SPR	SPR	SPR	SPR	SPR	SPR	SPR								13	453	2.9%
Shorewood Elementary				SPR											SPR	458	0.2%
Stephens Elementary		SPR	SPR	SPR	SPR	SPR									16	533	3.0%
Thoreau Elementary		SPR			SPR		SPR								SPR	453	0.7%
Van Hise Elementary															0	395	0.0%
Black Hawk Middle								SPR	SPR	SPR					12	377	3.2%
Cherokee Middle								SPR	9	12					27	526	5.1%
Hamilton Middle								SPR		SPR					SPR	735	0.5%
Jefferson Middle								SPR	SPR	SPR					14	535	2.6%
O'Keeffe Middle								SPR	SPR	SPR					SPR	464	1.3%
Sennett Middle								13	20	13					46	622	7.4%
Sherman Middle								8	SPR	SPR					15	443	3.4%
Toki Middle								14	11	23					48	511	9.4%
Whitehorse Middle								8	SPR	SPR					16	456	3.5%
East High											17	16	14	11	58	1576	3.7%
La Follette High											44	19	37	21	121	1471	8.2%
Memorial High											41	26	39	28	134	1847	7.3%
West High											13	8	8	17	46	2071	2.2%
Grand Total	72	100	72	75	69	54	52	60	59	69	115	69	98	77	1041		



Open Enrollment Leavers 2012-13

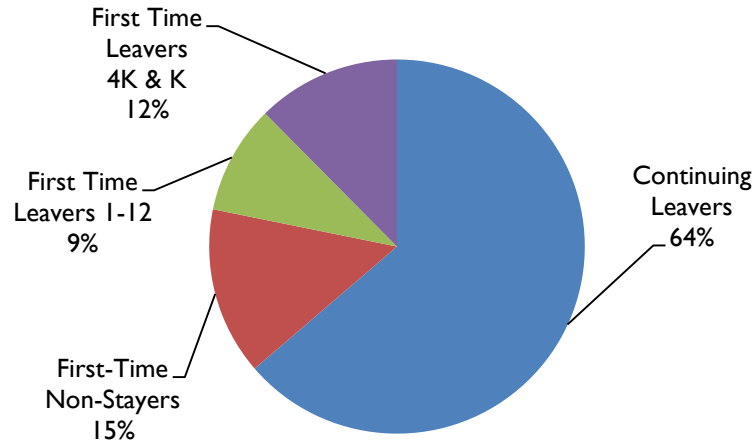


Attachment #6: Open Enrollment Leavers by MMSD Grade and External District

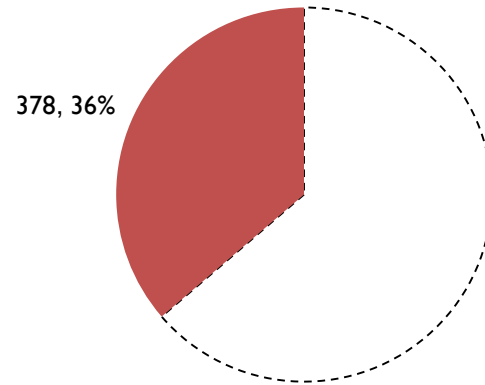
External District	Appleton Area	Cambridge	Columbus	De Forest Area	Deerfield Community	Dodgeville	Grantsburg	Hayward Community	Lake Mills Area	Lodi	McFarland	Merrill Area	Middleton-Cross Plains Area	Monona Grove	Monroe	Mount Horeb Area	Northern Ozaukee	Oregon	Sauk Prairie	Stoughton Area	Sun Prairie Area	Verona Area	Waukesha	Waunakee Community	Wisconsin Heights	Grand Total
K4				SPR		SPR			SPR		11		SPR	26	SPR		SPR	SPR		SPR	8			12	SPR	72
KG				SPR					SPR		15		8	21		SPR	SPR	11		SPR	7	17		7		100
1		SPR		SPR				SPR			19		SPR	14		SPR		SPR		SPR	SPR	9		SPR		72
2				SPR	SPR						21		13	7		SPR	SPR	SPR			SPR	17				75
3				SPR	SPR						15		9	14				SPR		SPR	SPR	11		SPR		69
4	SPR										11	SPR	SPR	16		SPR	SPR	SPR			SPR	16				54
5	SPR			SPR				SPR			15		SPR	SPR			SPR	SPR			SPR	13		SPR		52
6				SPR							16		SPR	11		SPR	SPR	SPR			SPR	12	SPR	SPR		60
7	SPR			SPR							19		SPR	10			SPR				SPR	16		SPR		59
8	SPR			SPR							7		8	9			SPR	SPR		SPR	SPR	27	SPR	SPR	SPR	69
9			SPR	SPR							22		15	28	SPR		SPR	SPR	SPR	SPR	SPR	30	SPR	7		115
10							SPR				SPR		14	21	SPR		SPR	SPR		SPR		17	SPR	SPR		69
11							SPR		SPR		15		16	34	SPR	SPR		SPR			SPR	21	SPR	SPR		98
12	SPR						SPR				13		15	14	SPR		SPR				SPR	22	SPR	SPR		77
Grand Total	8	SPR	SPR	27	SPR	SPR	SPR	SPR	SPR	SPR	205	SPR	124	231	8	9	23	45	SPR	9	44	228	11	51	SPR	1041

Attachment #7: Pie Chart of Open Enrollment Leavers by Type

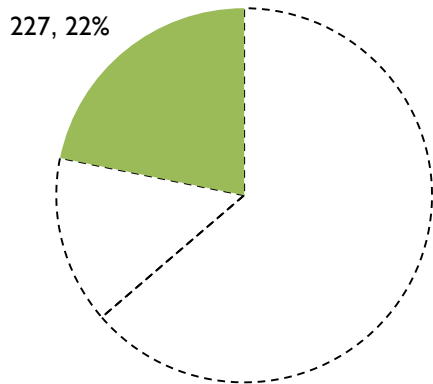
All Leavers



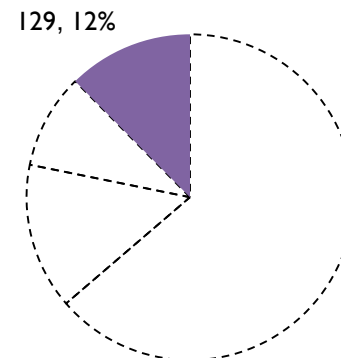
First-Time Leavers Only



First-Time MMSD Only



First-Time MMSD Only 4K and K



“MMSD Only” refers to students who typically would attend an MMSD school and did not attend another district prior to moving within MMSD boundaries. For example, a student who attended school in Verona and then moved into Madison but continued to attend school in Verona would be considered a first-time leaver, but NOT an MMSD only first-time leaver.