

TARGETED UNIVERSALISM AND SNAPSHOTS OF FOCAL STUDENT GROUPS



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BRIDGING REALITIES

Snapshots of focal student groups and this introduction of targeted universalism are provided by ODE in the context of this guidance with the very real recognition of the degree of fracturing that is felt, and felt differently, by students, families, and communities across Oregon and nine sovereign nations at this time.

Targeted universalism works from an essential understanding that sameness is not fairness while finding common cause in shared success and universal prosperity. The initiatives operationalized in this guidance have their best opportunity for success when we share an understanding that every student benefits and every community wins when every student belongs and every student finds well-being and academic success.

APPLYING TARGETED UNIVERSALISM

Professor John A. Powell is credited with naming and cultivating the development of practices and policies referred to as “targeted universalism.” Targeted universalism means setting universal aims that are pursued by universal and targeted processes to achieve those aims.

For example, the outcomes and strategies set forward in this guidance, along with the complexities of setting Longitudinal Performance Growth Targets, can and should be developed to be inclusive of each and every student. And to reach those outcomes, Oregon policies offer focused processes to identify, engage, and design targeted approaches for each group in service of universal aims.

Applying Targeted Universalism provides an operational pathway to lead for educational change in a way that bridges relationships and perspectives while maintaining a dedicated and precise attention on focal students and their families.



WHY TARGETED UNIVERSALISM?

“Many policy disagreements are framed by familiar debates about the role of government and the nature or extent of the problem, as well as pragmatic concerns about how to structure or formulate policy for sustainable impact. More than differences of ideology or disagreement over facts, however, underlie these divides. Political polarization is fueled by a growing feeling of unfairness and the perception that policy is a zero-sum game. If one group benefits, or benefits disproportionately, then other groups may feel left behind or overlooked. The insistence that government and other public institutions remain neutral is eroded by a sense that the government is taking sides or has taken the wrong side. In an era of political polarization and fiscal austerity, policy debates too readily become trapped in a binary of either universal responses or targeted solutions. Universal responses enjoy a degree of legitimacy in a diverse and pluralistic society, but they may also be viewed as unaffordable and overly ambitious, while also inadequate at helping those most in need. Therefore, the most marginalized people are often the most skeptical of ostensibly universal policies. Targeted policies may be more efficient and less costly, but by targeting a particular group, these approaches are often viewed as unfairly helping one group over another, seeding hostility and resentment.

There is a hunger for fresh approaches and urgent demand for novel policy methods that can break through our political gridlock, address the problems of our time and create new avenues for thriving individuals and communities. Targeted universalism is an approach that supports the needs of the particular while reminding us that we are all part of the same social fabric.

- [Targeted Universalism Primer](#), May 2019¹⁸

What does applying targeted universalism look like in practice?

Step in Targeted Universalism	Example In State Practice	Example In District/Community/School
1) Establish universal goal based on shared aspiration or recognition of a problem	Improve high school graduates' readiness for college and career	Improve high school graduates' readiness for college and career
2) Assess general population performance relative to the universal goal	State-level reporting on 9th-grade on-track, 4-year graduation, 5-year completion, data on how Oregon students engage in college, career, and workforce opportunities	District, school, or regional data on 9th-grade on-track, 4-year graduation, 5-year completion, data on students engage in college, career, and workforce opportunities in region + general school climate or other assessment data
3) Identify groups and places that are performing different with respect to the goal and disaggregate them	Review disaggregated state-level data and any qualitative or quantitative research	Review unsuppressed ¹⁹ disaggregated school, district, and "street-level" data alongside information from students, community, and educators
4) Assess and understand the structures that support or impede each group or community from achieving the universal goal	The work of the bi-partisan joint committee on Student Success in 2018-2019	Regular meetings of educators and administrators at the school level, district level reviews, work with ESDs
5) Develop and implement targeted strategies for each group to reach the universal goal	The programs and policies put forward in this integrated guidance	The school or district level processes and plans developed in use of this guidance

18 powell, john, Stephen Menendian and Wendy Ake, "Targeted universalism: Policy & Practice." Haas Institute for a Fair and Inclusive Society, University of California, Berkeley, 2019. haasinstitute.berkeley.edu/targeteduniversalism.

19 Districts have access to secure information about smaller student groups that is not published at state-level.

UNIVERSAL TRENDS

The data and trends presented for all students illuminate increases, decreases, and missing information for each of the metrics. Missing information is the result of COVID-19 disruptions on educational systems. This information sets a humbling foundation to support realistic understanding of these statewide performance measures, also referred to in this guidance as “common metrics.” The [2020-21 Statewide Report Card](#) has additional information.

All Students	2016-17	2017-18	2018-19	2019-20	2020-21	Year-to-Year trend ²⁰
Regular Attenders ²¹	80.3	79.5	79.6	na	71.9	-0.4
3rd Grade Reading (ELA)	45.2	47.0	46.5	na	42.5 ²²	0.6
9th Grade On-Track	83.4	84.5	85.3	na	73.6	0.9
4-year Graduation	76.7	78.7	80.0	82.6	80.6	1.0
5-year Completion	83.2	84.6	86.3	87.2	87.8	1.2

SNAPSHOTS OF FOCAL STUDENT GROUPS

Engagement of focal student groups presents a unique opportunity and vital resource for collecting high impact community data to inform the practices that impact those same populations. Focal student groups, and their families, must be engaged in planning under this guidance and there must be demonstrated evidence and artifacts for how engagement strategies/activities impacted your chosen outcomes, priorities, strategies, and activities.

Focal student groups are defined within the [Student Success Act](#) as “students of color; students with disabilities; emerging bilingual students; and students navigating poverty, homelessness, and foster care; and other students who have historically experienced disparities in our schools.”²³

Throughout the Integrated Guidance, “focal students” will be used to replace the Federal Perkins V (CTE) term, “special populations.”

Snapshots of each focal student group are presented to bring depth, humanity, and some reality to whom these laws and programs are designed. These snapshots will be inadequate as there is not a sufficient way to capture the beauty, resilience, and strength within each group. The information provided is offered as an effort to give some voice and visualization to the experiences these initiatives are aimed at meeting.

²⁰ Average change in year-to-year measures of this indicator. Includes only 2016-17 through 2018-19 data for indicators where 2019-20 data is not available.

²¹ Regular Attenders rates vary significantly by grade level.

²² Low participation rate; may not be representative.

²³ ODE is currently in the rule-making process to add additional focal student groups that would be required to be engaged as part of the plan development process which could include migrant students; recent arrivers; incarcerated and detained youth; and LGBTQ2SIA+ students . The rules are anticipated to be adopted by the State Board of Education in April 2022.

FOCAL STUDENT GROUPS²⁴

Language and terminology are vital tools to understanding and addressing issues of inequity. Frequently, language creates unhealthy narratives of current and historically marginalized students (for example, the term “underrepresented” can be used in a way that subtly suggests that students choose not to represent themselves, instead of shedding light on systematic barriers in schools despite attempts to participate). The decision to use “focal student groups” was an intentional choice based on the historic decentering of underserved students and families, and the decision in the Student Success Act in 2018 to center and make these students the primary focus.

MARKING DIFFERENTIATION BETWEEN FOCAL STUDENT GROUP ENGAGEMENT & PREPARATION OF LONGITUDINAL PERFORMANCE GROWTH TARGETS

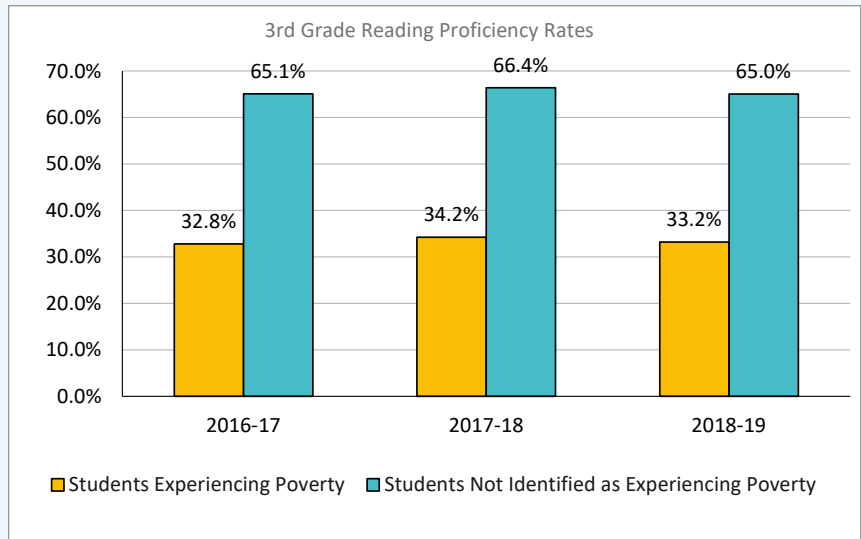
ODE recognizes that the “common metrics” used for setting Longitudinal Performance Growth Targets (LPGTs) are not captured, at this time, for several focal student groups. Applicants are only required to put forward LPGTs as set-out by the department for focal groups where data collections currently exist. Changes in rules and this guidance offer all applicants the ability and expectation to distinguish between who can be engaged in planning and the current constraints in data collection. For the purposes of engagement and planning, please use the most robust articulation of focal student groups (and their families) as provided here.

STUDENTS EXPERIENCING POVERTY

State law and rule currently define students experiencing poverty as students experiencing economic disadvantage using USDA income eligibility guidelines charting free and reduced lunch. What we know is that many of Oregon’s students are experiencing one or more generations of chronic poverty and the impacts that come from food instability, multiple transitions between school programs, navigating what can be socially isolating, and mental health impacts overtime. We also know, from state and national research, that young people and their families experiencing poverty also possess many assets and strengths and no limitations on what they can academically achieve if the right conditions are created for engagement and stability. There are students experiencing significant poverty in every racial and ethnic group in Oregon. Students experiencing poverty who are in additional focal student groups experiencing disparities often face compounding challenges.

²⁴ In Perkins V, a federal program, focal student groups are referred to as special populations and include individuals with disabilities; individuals from economically disadvantaged families, including low-income youth and adults; individuals preparing for non-traditional fields; single parents, including single pregnant women; out-of-workforce individuals; English learners; homeless individuals described in section 725 of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a); youth who are in, or have aged out of, the foster care system; and youth with a parent who is a member of the armed forces and is on active duty.

Students Experiencing Poverty	2016-17	2017-18	2018-19	2019-20 ²⁵	2020-21
Regular Attenders	75.6	75.0	74.7	na	71.7 ²⁶
3rd Grade Reading (ELA)	33.2	34.4	33.6	na	42.4 ²⁷
9th Grade On-Track	75.8	77.1	77.4	na	66.6
4-year Graduation	70.1	72.4	74.4	77.6	77.0
5-year Completion	78.5	80.0	82.1	83.6	83.8



STUDENTS OF COLOR

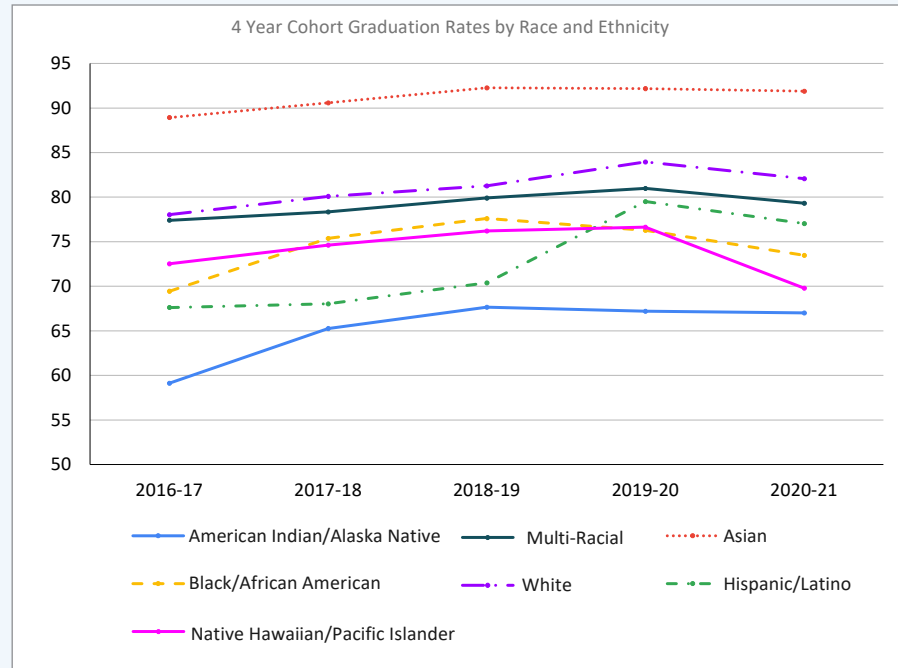


Students of color represent more than 40% of the total student population in Oregon’s K-12 education system - a system that is responsible for seeing assets and possibilities while confronting where it has fallen short in creating welcoming, nourishing, and accountable learning environments.

Laws and rules under this guidance describe students of color as including but not limited to American Indian and Alaska Native students, Black and African American students, Hispanic and Latino students, Asian students, Native Hawaiian and Pacific Islander students, multiracial students, and any other racial or ethnic group identified by the school district as having historically experienced academic disparities.

- ²⁵ 2019-20 data collections were impacted by the state of emergency resulting from the COVID-19 pandemic. Regular attenders, 9th Grade On-Track, and Assessment data are not available for this year.
- ²⁶ As a result of the substantive changes to attendance reporting guidance from previous years, Regular Attendance rates from the 2020-21 school year are not directly comparable to rates published for prior school years, and should not be used for comparative or accountability purposes. See <https://www.oregon.gov/ode/schools-and-districts/reportcards/reportcards/Pages/Regular-Attenders-2021.aspx> for more information.
- ²⁷ Low participation rate; may not be representative.

Racial identity and the term "students of color" are both imperfect ways of describing complex, multifaceted, and diverse experiences. Some students may more closely identify with some terms/identities over others. What is important is to listen to how they wish to be acknowledged while being clear about the data, trends, and patterns we have about different racial and ethnic groups. The term is intended to be used intentionally and inclusive while honoring many different lived experiences and realities. The data presented is disaggregated within the constraints of data currently available at the state-level.



Asian Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	92.2	91.6	91.0	na	88.9 ²⁸
3rd Grade Reading (ELA)	63.9	64.2	63.8	na	69.1 ²⁹
9th Grade On-Track	>95	>95	>95	na	89.1
4-year Graduation	88.9	90.6	92.3	92.2	91.9
5-year Completion	92.7	92.7	94.0	95.7	95.4

Black/African American Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	76.5	74.8	73.4	na	59.5 ³⁰
3rd Grade Reading (ELA)	24.7 ³¹	25.2 ³²	26.3	na	36.1 ³³
9th Grade On-Track	75.7	79.0	79.0	na	68.6
4-year Graduation	67.6	68.0	70.4	76.3	73.5

28 Not comparable to prior years; see previous footnotes for details.
 29 Low participation rate; may not be representative.
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 31 Based on less than 95% participation; may not be representative.
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 33 Low participation rate; may not be representative.

Black/African American Students	2016-17	2017-18	2018-19	2019-20	2020-21
5-year Completion	77.4	75.8	77.7	80.5	81.6

American Indian/ Alaska Native Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	69.4	70.4	69.4	na	55.1 ³⁴
3rd Grade Reading (ELA)	25.2	32.0	29.9	na	21.6 ³⁵
9th Grade On-Track	70.5	76.0	74.4	na	57.6
4-year Graduation	59.1	65.3	67.7	67.2	67.0
5-year Completion	66.7	70.0	76.5	78.9	77.0

Native Hawaiian/ Pacific Islander Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	69.8	69.2	68.7	na	52.4 ³⁶
3rd Grade Reading (ELA)	23.7	27.2	26.6	na	27.9 ³⁷
9th Grade On-Track	76.1	77.8	79.3	na	57.4
4-year Graduation	69.4	75.4	77.6	76.6	69.8
5-year Completion	76.9	74.3	82.6	83.7	81.0

Hispanic/Latino/a/x Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	77.5	76.6	76.2	na	63.2 ³⁸
3rd Grade Reading (ELA)	25.9	28.0	28.1	na	24.3 ³⁹
9th Grade On-Track	77.3	78.9	80.4	na	65.1
4-year Graduation	72.5	74.6	76.2	79.5	77.0
5-year Completion	78.9	80.8	82.6	83.7	84.5

34 Not comparable to prior years; see previous footnotes for details.

35 Low participation rate; may not be representative.

36 Not comparable to prior years; see previous footnotes for details.

37 Low participation rate; may not be representative.

38 Not comparable to prior years; see previous footnotes for details.

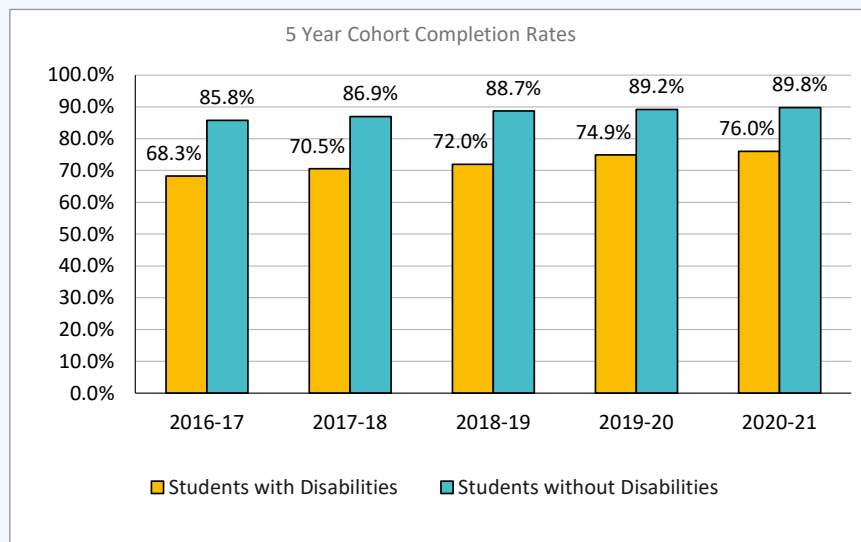
39 Low participation rate; may not be representative.

Multiracial Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	79.6	78.5	78.6	na	72.5 ⁴⁰
3rd Grade Reading (ELA)	51.7	51.9	50.7	na	46.3 ⁴¹
9th Grade On-Track	83.7	83.5	84.5	na	76.0
4-year Graduation	77.4	78.4	79.9	81.0	79.3
5-year Completion	82.7	86.2	86.8	87.5	86.8

STUDENTS WITH DISABILITIES

Formally defined within both state and federal law, students experiencing disability are learners who have a legally-protected right to accommodations and/or special education services.

Students with Disabilities (IEP)	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	73.4	72.8	72.5	na	63.0 ⁴²
3rd Grade Reading (ELA) ⁴³	18.7	21.1	21.7	na	19.8
9th Grade On-Track	69.5	71.4	71.7	na	60.8
4-year Graduation	58.8	60.6	63.4	68.0	66.1
5-year Completion	68.3	70.5	72.0	74.9	76.0



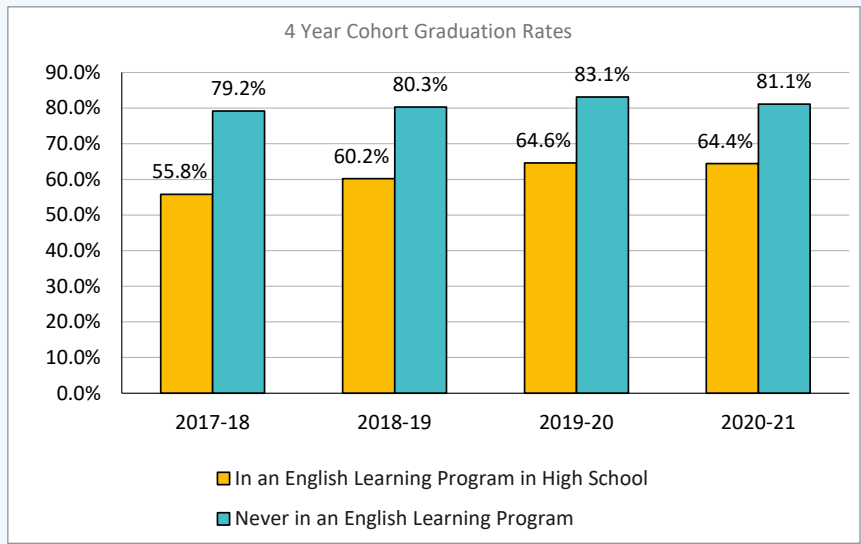
⁴⁰ Not comparable to prior years; see previous footnotes for details.

⁴¹ Low participation rate; may not be representative.

⁴² Not comparable to prior years; see previous footnotes for details.

⁴³ Based on less than 95% participation in all years; may not be representative.

STUDENTS WHO ARE EMERGING BILINGUALS



Students who are continuing to develop their home language (first language) while also learning an additional language are emerging bilingual students. Dual or multi-lingual learning is a powerful asset to be cultivated. Students' learning develops at different rates and language fluency when learning more than one language can arrive at time intervals that don't follow with conventional scaling. For example, a premium might be placed on 3rd grade reading where developed fluency for emerging bilinguals might show much more prominently in 4th grade language proficiency assessments. Beyond just language, emerging bilingual students have cultural assets and worldviews that should be listened to, understood, and supported in building a positive school culture and climate.

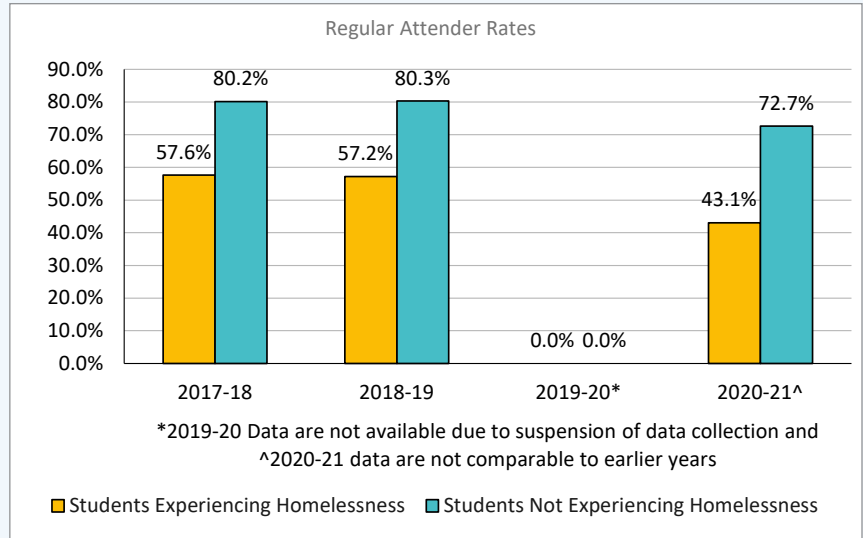
Emerging Bilingual Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	80.9	79.7	78.4	na	63.0 ⁴⁴
3rd Grade Reading (ELA)	14.5	9.0	7.9	na	6.1 ⁴⁵
9th Grade On-Track	65.7	69.6	70.8	na	54.3
4-year Graduation	54.9	55.8	60.2	64.6	64.4
5-year Completion	65.7	67.1	67.8	70.5	71.8

⁴⁴ Not comparable to prior years; see previous footnotes for details.

⁴⁵ Low participation rate; may not be representative.

STUDENTS EXPERIENCING HOMELESSNESS

Students experiencing homelessness are students who lack a fixed, regular, or adequate night time residence. Formally defined by the description within [The McKinney-Vento Homeless Assistance Act](#), students may be living in parks, motels, cars, shelters, or other settings not designed or ordinarily used for regular sleeping accommodations for human beings.



Students Experiencing Homelessness	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	59.2	57.6	57.2	na	43.1 ⁴⁶
3rd Grade Reading (ELA)	na	na	23.8	na	20.6 ⁴⁷
9th Grade On-Track	56.2	60.2	60.5	na	46.5
4-year Graduation	50.7	54.1	55.4	60.5	55.4
5-year Completion	63.1	64.2	68.4	68.8	69.7

STUDENTS EXPERIENCING FOSTER CARE

Foster care is a temporary or permanent living situation for children whose parents or family cannot take care of them and whose need for care has come to the attention of child welfare agency staff. While in foster care, children may live with relatives, with foster families or in group facilities. Over half of children who enter foster care return to their families. Formally, students experiencing foster care are identified by ORS 30.297.

Statewide data is not yet available for this focal group.



⁴⁶ Not comparable to prior years; see previous footnotes for details.

⁴⁷ Low participation rate; may not be representative.

LGBTQ2SIA+ STUDENTS

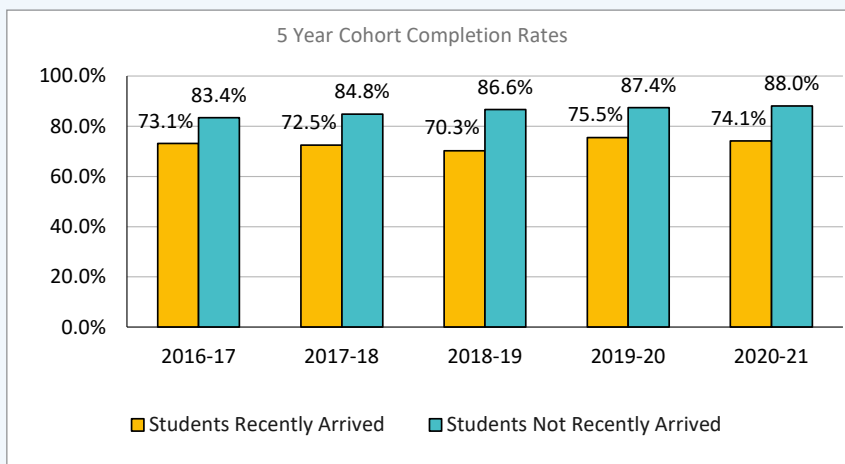
Pending State Board of Education action and for the purposes of engagement, this focal group would include but not be limited to lesbian, gay, bisexual, transgender, non-binary, queer, questioning, 2 two-spirit, intersex, asexual, and “+” recognizes that there are myriad ways to describe gender identities & sexual orientations.

Statewide data is not yet available for this focal group.



STUDENTS RECENTLY ARRIVED

These are students who were born outside the US and US territories (including military bases) - anyone without a US birth certificate who has had less than three cumulative years of education in the US. Foreign exchange students are excluded from the calculation where possible.



Students Recently Arrived	2016-17	2017-18	2018-19	2019-20	2020-21 ⁴⁸
Regular Attenders	84.2	83.3	83.4	na	71.6 ⁴⁹
3rd Grade Reading (ELA) ⁵⁰	36.4	36.0	37.5	na	45.0
9th Grade On-Track	79.0	84.3	89.3	na	72.2
4-year Graduation	58.0	59.0	64.6	66.9	65.8
5-year Completion	73.1	72.5	70.3	75.5	74.1

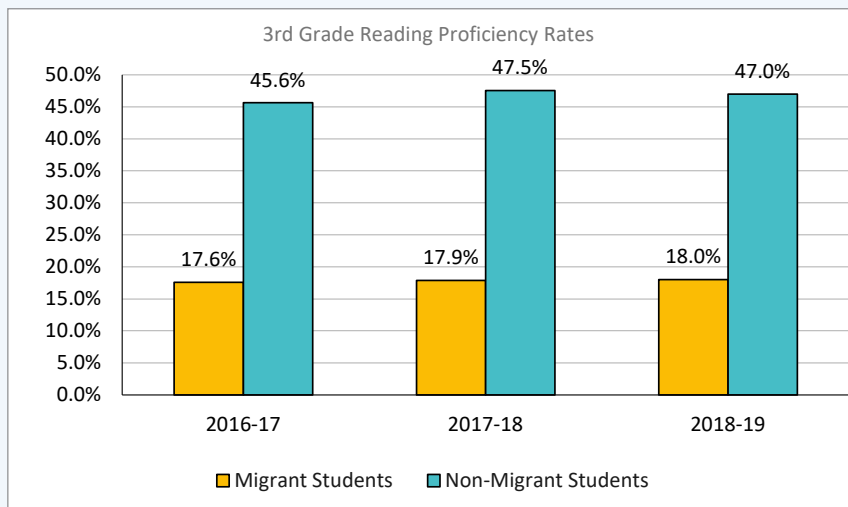
48 This group was impacted by travel restrictions due to the COVID-19 pandemic in 2020-21, and is smaller than usual for this year. Data may not be comparable to prior years.

49 Not comparable to prior years; see previous footnotes for details.

50 Based on less than 95% participation in all years; may not be representative.

MIGRANT STUDENTS

This focal group consists of students who moved to Oregon or between districts in Oregon within the last 36-months in order for their family or themselves to pursue work as migratory agricultural workers or fishers. More helpful information and further illustration of the experiences of these students is available in this [US federal program manual](#).



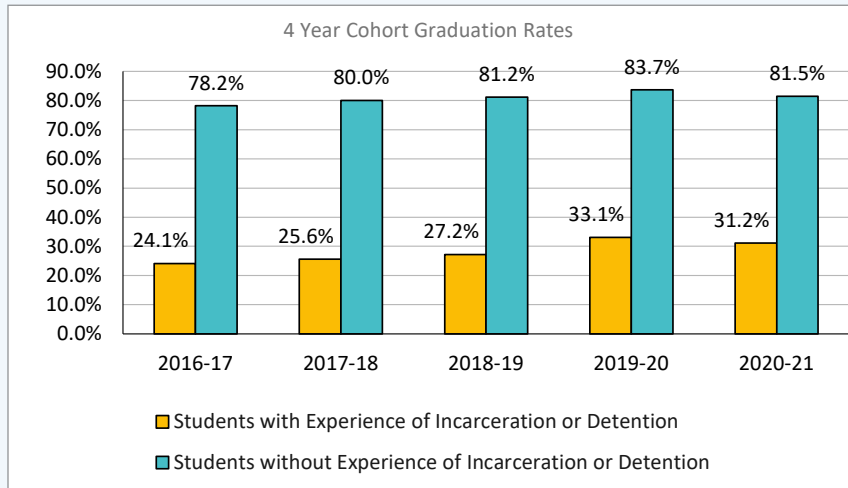
Migrant Students	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	na	80.5	81.0	na	64.2 ⁵¹
3rd Grade Reading (ELA)	17.6	17.9	18.0	na	14.4 ⁵²
9th Grade On-Track	76.1	78.3	81.3	na	64.1
4-year Graduation	71.0	75.0	79.4	79.9	78.3
5-year Completion	77.6	78.2	81.9	86.4	84.3

⁵¹ Not comparable to prior years; see previous footnotes for details.

⁵² Low participation rate; may not be representative.

STUDENTS WITH EXPERIENCE OF INCARCERATION OR DETENTION

Schools have a powerful opportunity to receive, welcome, and engage students who have experience with incarceration or detention. The data below reflects information from students currently incarcerated or detained as well as students who were previously incarcerated or detained.



Students with Experience of Incarceration or Detention ⁵³	2016-17	2017-18	2018-19	2019-20	2020-21
Regular Attenders	52.6	50.5	52.3	na	37.0 ⁵⁴
3rd Grade Reading (ELA) ⁵⁵	na	na	na	na	na
9th Grade On-Track	33.7	39.2	30.0	na	29.4
4-year Graduation	24.1	25.6	27.2	33.1	31.2
5-year Completion	46.3	48.1	52.4	54.3	55.7

Important and additional detail on evaluation of performance under this guidance and further technical support, including how to set gap closing targets and develop local optional metrics are provided in [Section 6](#) and [Appendix I](#).

THERE IS ALWAYS MORE TO THE STORY

The limited snapshots provided here won't do justice to the lived experiences of Oregon's students and families. The knowledge, wisdom, needs, and strengths of each member of the learning community is needed to help vision and develop the plans and investments called for in this Integrated Guidance. This information is provided as one input, among many, to help bring to life what is possible when we work together.

⁵³ Students with enrollment in a YCEP or JDEP within the current or any prior school year.

⁵⁴ Not comparable to prior years; see previous footnotes for details.

⁵⁵ No formerly incarcerated students took the 3rd grade reading assessment due to the higher age group of these students.